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**Daybreak, Inc.**  
**Impact Evaluation and  
Roadmap to Youth Housing**

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*The views expressed are those of the author(s) and do not necessarily reflect the official policies  
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## Executive Summary

Standing outside its brightly painted exterior, one could easily mistake the three-story brick building for corporate offices or a trendy hotel. However, the South Patterson Boulevard building—owned by Daybreak, Inc.—is at the heart of an ambitious effort to serve a growing population of homeless youth in Dayton, Ohio, and surrounding areas.

Daybreak became the region's only emergency shelter for runaway and homeless youth when it was founded in 1975. Over the years, Daybreak expanded as new funding became available through the Runaway and Homeless Youth Act (RHYA), a federal law that authorizes grant funding for programs that serve homeless youth. As Daybreak grew, administering staff gained expertise in serving homeless youth in Miami Valley. But by 2002, Daybreak leaders noticed that the demographics of homeless youth served by Daybreak had begun to shift while outcomes from Daybreak's housing program began to worsen—at one point, just over a third were leaving the program with positive outcomes—Daybreak's leaders worried that they were losing their fight to end youth homelessness. In pursuit of its mission to eliminate youth homelessness in the Miami Valley through comprehensive, results-oriented programs that provide safety and stability for runaway and homeless youth, Daybreak launched a capital campaign in 2006 to build a new 50,000 square foot facility, called "Opportunity House," aimed at better meeting the shelter, housing, and service needs of older homeless youth. Opportunity House opened its doors in March 2008.

In 2010, Daybreak received funding from the Ohio Housing Finance Agency to launch a comprehensive evaluation of the impact of its housing program activities. The purpose of the evaluation is to identify best practices for developing and implementing a housing program for homeless and transitioning youth ages 18-21. The first two phases of the project culminated in Daybreak: Year One Process Evaluation, a report published in January of 2012.

This report, Daybreak: Impact Evaluation and Roadmap to Youth Housing, examines the impact and efficacy of Daybreak's unique housing program for youth ages

18 to 21. The report discusses programmatic changes it has made since the publication of Year One Process Evaluation. An analysis of data collected on 174 program participants between 2011 and 2014 finds that the majority of program participants leave Daybreak for a safe destination, exit the program with more hours of employment and more education than they had when they entered the program, and have improved scores on mental health assessments.

This study finds that youth who reside in Daybreak's housing program 18 months or longer are more likely to achieve positive program outcomes than youth who enter and exit the program in fewer than 18 months. The study also finds that youth who use drugs and alcohol are less likely than their peers are to achieve desired program outcomes, as are those who suffer from chronic illnesses or suffer from attention-deficit, conduct, or disruptive behavior disorders. Many factors that are associated with homeless youth—such as a history of abuse, prior foster care placement, and over-representation of youth who identify as lesbian, gay, or bisexual—were present among Daybreak's youth but were not consistently or strongly associated with program outcomes. The quantitative evaluation concludes that most youth can achieve positive outcomes if they participate in the program long enough.

The report concludes with a roadmap for practitioners interested in building youth housing using the federal Low-Income Housing Credit program and a list of recommendations for policymakers and practitioners, including:

- Allow youth experiencing homelessness to stay longer in transitional housing programs;
- Increase the supply of affordable housing for youth exiting transitional housing; and
- Expand community services for youth subpopulations.

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## Section One

# A Review of the Daybreak Evaluation Project

In 2010, Daybreak applied to the Ohio Housing Finance Agency (OHFA) for grant funding to evaluate its processes and client outcomes in an effort to identify best practices for developing and implementing a comprehensive housing program for homeless and transitioning youth. After receiving a grant from OHFA's Housing Investment Fund (HIF) grant program, Daybreak partnered with a Columbus-area organization, Community Research Partners, to conduct the first two phases of its four-phase project.

**Phase One** of the project was conducted between January 1, 2011 and July 31, 2011. In this phase, Community Research Partners worked with Daybreak to organize and collect data on its housing clients and conduct qualitative research (surveys, interviews, focus groups, and other discussions with staff, stakeholders, and youth) on Daybreak's history, programs, processes, and intervention models. This phase also included the development of the Daybreak Logic Model (see **Appendix A**), which is used as the basis of this evaluation. The model identifies inputs, outputs, and outcomes across the following five areas of focus through which Daybreak's services are based:

- Housing;
- Physical and Mental Health;
- Life Skills;
- Income and Employment; and
- Education.

**Phase Two** of the project consisted of the evaluation of Daybreak's processes, including a review of the literature on issues facing homeless youth, policy recommendations, and best practices in serving homeless youth. The evaluation included an analysis of findings from the Phase One start-up activities and culminated in an initial report, Daybreak: Year One Process Evaluation, which was completed and published in January of 2012<sup>1</sup>. The report found that Daybreak's services for youth are grounded in evidence-based practices tailored to meet the needs of young adults experiencing homelessness. The Daybreak model is premised on a belief that when runaway, troubled, and

homeless youth are provided safe, decent, and affordable rental housing, along with access to relevant, flexible, and responsive services, they can begin to heal past traumas, connect with their community, and build skills necessary for living more stable and productive lives.

**Phase Three** of the evaluation project involved data collection for the quantitative analysis presented in the current report. Administrative data on youth who interacted with Daybreak between August 2011 and October 2014 were collected by Daybreak through its internal client management system.

**The fourth and final phase** is the completion of this report, Daybreak: Roadmap to Youth Housing. This report provides an overview of research on youth homelessness and promising interventions and an update on programmatic and policy changes that have taken place since the publication of Year One Process Evaluation. This component analyzes the data collected in Phase Three and responds to the following research questions outlined in Year One Process Evaluation:

- What other kinds of programs serve runaway, troubled, and homeless youth ages 18 to 21? What services do they provide and what outcomes do they achieve?
- How do Daybreak clients' outcomes differ by participant characteristics and risk factors?
- To what extent are client scores on assessment tools designed to measure well-being and life skills linked to client success in housing and other areas?

The report concludes with a roadmap to youth housing that provides recommendations to other youth housing providers in the following areas:

- How to develop youth housing (building community support, physical design, etc.);
- How to operate youth housing (staffing, supervision, house rules, etc.); and
- Policy recommendations for local, state, and national youth housing policy experts.

<sup>1</sup>A copy of the full report is available on OHFA's website at: <http://ohiohome.org/research/youthhousing.aspx>



## Section Two

### About Daybreak



*Daybreak's original facility is located at 50 Theobald Court in Dayton. Today, the recently renovated facility is home to Alma's Place, a transitional housing program for homeless youth who suffer from mental illnesses.*

When it opened its doors as the region's only emergency shelter for runaway and homeless youth in 1975, Daybreak operated out of a small facility south of downtown purchased by a coalition of concerned individuals and local organizations known as the Multi-Agency Committee for Residential Adolescent Care (MACRAC). Funding came from the Junior League of Dayton, Montgomery County, and two private foundations. The shelter accommodated 10 beds for homeless minor children.

Over the years, Daybreak expanded its program offerings as Congress enacted, renewed, and amended laws such as the Runaway and Homeless Youth Act (RHYA) and the McKinney-Vento Homeless Assistance Act of 1987, making funding available for shelter, housing, and outreach programs.

As Daybreak grew, administrative staff gained expertise in serving homeless youth in Miami Valley. However, by 2002, the demographics of homeless youth served by Daybreak began to shift. Daybreak referrals for older youth increased, and demand for services exceeded available space. Meanwhile, youth were increasingly arriving with severe challenges such as persistent mental

health issues and histories of complex trauma. Staff became frustrated with youth who would move into a Daybreak apartment but do little or nothing to advance their life skills, education, or employment. Outcomes began to worsen—at one point just 35% of clients were completing the program—causing Daybreak's leaders to worry that they were losing their fight to end youth homelessness.

Consequently, Daybreak decided to both expand and rethink the structure of the transitional living program. In 2006—recognizing that the community was going to pay for these youth through incarceration, emergency room visits, and human services programs without a stronger early intervention. Daybreak staff launched a \$10 million capital campaign to repurpose a new 50,000 square foot facility that could better meet the shelter, housing, and service needs of older homeless youth. Daybreak set to work renovating and adding on to the old South Patterson Boulevard building, which had housed nightclubs, a laundry service, a publishing company, and a paint store among other ventures in its 106-year history. In March of 2008, Daybreak's new facility, Opportunity House, opened its doors for the first time.



The Troy-Pearl Building at 605 S. Patterson Blvd. in Dayton is pictured above. Daybreak purchased the structure in 2006.



Daybreak, Inc.'s main facility, Opportunity House, opened in March 2008.

## Target Population

Daybreak serves homeless clients as young as 10 and as old as 24 across a variety of interventions. During the evaluation period, Daybreak's housing program served runaway and homeless youth, including pregnant and parenting youth, aged 18 through 21 who were struggling to achieve independence. As per RHYA guidelines, youth as young as 16 were eligible, but very few entered the program before age 18. In 2012, HUD defined youth as individuals below the age of 25 and the maximum age for Daybreak's HUD-funded housing units was increased accordingly. To participate in the Daybreak housing program a youth must:

- Be homeless per the McKinney-Vento definition which, means living on the streets, in an emergency shelter, or in an unsafe situation not fit for human habitation;
- Must be referred into housing through the Montgomery County's Continuum of Care (CoC) centralized intake and referral process;
- Earn less than 36 percent of the area median income;
- Have no other viable housing option;
- Have no active psychosis;
- Have no crime convictions that would violate state law if housed at Daybreak; and
- Agree to the terms of his/her signed lease.

Most youth requesting services from Daybreak have experienced complex trauma and multiple disadvantages and are therefore developmentally immature, have under-developed personal strengths, few role models for proper work ethic and accountability, mental health and cognitive issues, and lack of motivation. They are generally unprepared to live on their own and need intensive and long-term assistance from across the social service spectrum.<sup>2</sup>

## Daybreak Programs

Daybreak offers a diverse array of programs for the population it serves. Daybreak is approved by U.S. Department of Health and Human Services (HHS) to operate a Transitional Living Program (TLP) as part of its overall housing program as well as a Street Outreach Program (SOP) and a Basic Center Emergency Shelter. Daybreak spent years researching best practice models and planning for a new facility that would allow Daybreak to offer a range of services that includes outreach, emergency shelter, transitional housing, direct housing programs, residential congregate care living for mentally ill homeless youth, and a supportive employment program. Additional information about Daybreak's Emergency Shelter, SOP, and Alma's Place Residential Facility can be found in Appendix B.

Daybreak began its housing program in 1989, operating 35 scattered-site units throughout the

<sup>2</sup> For information on the demographics of Daybreak residents, see Section 4.

**Key Elements of Daybreak Housing**

1. A natural progression from more structured to less structured as the youth mature in their life skills, improve their financial condition, and improve the social skills they need to live on their own;
2. A series of programs tailored to the needs of the youth as they progress along the housing continuum in their own time frame (i.e., not one-size-fits-all); and
3. A network of housing and supports where youth can flow forward and step back (without falling into homelessness) if unexpected problems create a new crisis.

community. In the early years, this model worked well for the community. Over time, however, Daybreak staff became frustrated with the program's outcomes. Without adequate preparation for independent living or intensive supervision, the problems that led youth into homelessness in the first place, like drug abuse, criminal activity, domestic violence, poverty, and parasitic friendships, followed them into their apartments. Clients languished and failed to gain employment, education, counseling, life skill training, and progressive independence. Case managers' best efforts simply were not enough to overcome many clients' trauma-induced developmental deficits, immaturity, and underdeveloped cognitive and social skills.

Determined to improve outcomes, Daybreak's leadership began investigating alternative program models. Meanwhile, national experts were similarly concluding that it was unrealistic to expect homeless adolescents to immediately succeed at complicated tasks like obtaining housing and securing stable employment with no familial support. At the time, the National Alliance to End Homelessness (2006) suggested youth housing programs should:

- Incorporate a range of housing solutions to respond to the many needs of homeless youth;
- Design housing with stability, safety, affordability, and preparation for independent living in mind; and
- Offer a flexible housing continuum to allow youth to transfer between programs according to their progress and individual needs.

Thinking along those lines, Daybreak devised a two-step housing model that would allow homeless youth to start their journey to independent living in a more structured environment. As youth progress through their individual case plans—learning life skills, attending recommended counseling sessions, obtaining employment or attending school—youth may “step down” to Daybreak's scattered-site community housing. In this setting, clients can continue to receive a housing subsidy and preserve access to support services, but with the independence of an apartment separate from the Daybreak facility. Some youth may be stable enough to begin their time at Daybreak in community housing. Residents may transfer between the programs in accordance with their needs. Working with a case manager, a youth directs his or her own progression timeline and participation in supportive services depending on his or her unique needs and strengths.

The opening of Opportunity House in 2008 inaugurated Daybreak's new housing model. This facility includes Beachler Apartments (24 on-site units), a youth emergency shelter, and a street outreach program. An additional 30 units, called Milestones, are situated in the community. Youth from the shelter or outreach programs must be referred into Daybreak's housing program by the continuum of care's centralized intake and referral process.



## Beachler Apartments

Beachler Apartments consists of 24 fully furnished efficiency apartments in the main Daybreak facility. Twenty of these apartments were funded using Low-Income Housing Credits<sup>3</sup>, while the other four were not. Tenants are required to pay rent as they would for any other apartment. Making a regular rent payment helps Daybreak's tenants build the habit of saving money and paying bills, an important habit to build as clients transition toward independence. Beachler Apartments residents cannot afford their monthly rent payment without a subsidy. Daybreak's units do not have any federal subsidy, so Daybreak has created a Daybreak-funded rental subsidy program.

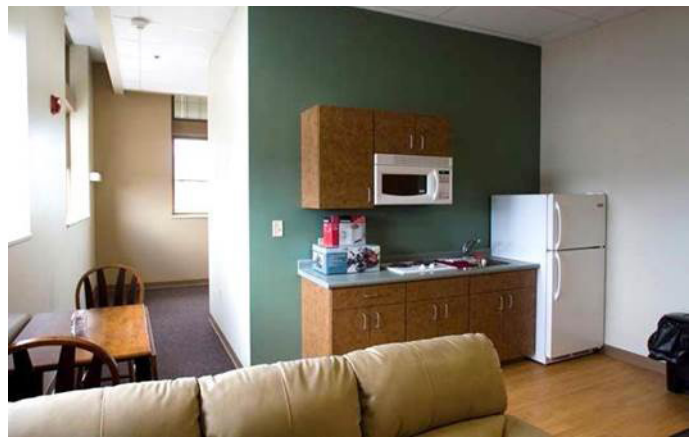
Tenants sign two documents. The first document is the actual lease (one-month term, automatically renewing) for approximately \$495 per month with either Opportunity House, LLC (in the 20 housing credit units), or Daybreak itself (in the four non-housing credit units). Because Beachler Apartments does not have project-based subsidies, the second document is a separate rental subsidy agreement with Daybreak. The subsidy agreement states that residents will pay \$40 in cash toward monthly rent and that Daybreak will pay the remainder, up to standard housing credit rent levels. It also states that residents are expected to pay back their subsidy in "Daybreak Dollars" which can be earned by abiding by house rules and expectations.<sup>4</sup>

The rationale for this structure comes from federal law. According to Section 42 of the Internal Revenue Code, which governs the Low-Income Housing Credit program, a portion of housing credit-funded apartments must be affordable to low-income renters. In Daybreak's case, all of the units are set aside for low-income renters—homeless youth—which means that the maximum gross rent, including utilities, must be less than 15 percent of the Area Median Income for a one-person household (Black, 2014).<sup>5</sup>

<sup>3</sup> See Section 6 for a more detailed explanation of the Low-Income Housing Credit program.

<sup>4</sup> See Year One Process Evaluation for a detailed review of Beachler rules.

<sup>5</sup> All Beachler apartments are occupied by a single youth or a youth with a child under the age of three.



*An efficiency apartment located in Opportunity House. This apartment is part of the Daybreak Housing Program.*

### Daybreak Dollars

Daybreak encourages Beachler residents to engage in proactive behaviors by rewarding specific activities with **Daybreak Dollars**, a token economy system that governs the rental subsidy component of Beachler Apartments. The program began in 2009 with start-up funds from the Ohio Capital Corporation for Housing (OCCH) and is now funded with private donations.

Beachler apartments rent for \$495 a month. Tenants must pay up to 30 percent of their income (but no more than \$40) toward their monthly rent. They then earn the remaining balance through Daybreak Dollars, which can be applied to rent dollar-for-dollar.

To develop the habit of saving, once a tenant earns his or her rent in Daybreak Dollars, he or she is then encouraged to save at least 125 Daybreak Dollars each month in the Daybreak Virtual Bank. Residents who do not earn enough to cover their rent in a given month may use their savings to pay the remaining balance. Tenants who earn Daybreak Dollars beyond their rent and savings may use them to buy up to \$50 each from Daybreak's pantry and catalog. Residents who leave Beachler Apartments on positive terms may exchange savings of up to 1,000 Daybreak Dollars for cash at fifty cents on the dollar (i.e. up to \$500 in cash).

The Daybreak Dollars program acts as a carrot for encouraging positive behavior. Daybreak experimented with charging Daybreak Dollar fines for negative behaviors but dropped the approach as it did not support a positive youth development approach to services and appeared seem to be ineffective with resistant, impulsive, or traumatized young adults (Community Research Partners, 2012).

## Milestones

Milestones consists of 30 fully furnished one- or two-bedroom scattered-site apartments located throughout Montgomery County. Larger units allow Daybreak to house clients with up to two children. The units are clustered so that they create mini-communities. Daybreak provides rental assistance, which gradually decreases over time as youth become financially independent. Leases are established in both Daybreak's and the client's name with the understanding that the lease will be transferred to the client once he or she demonstrates an ability to pay for and maintain the apartment.

Transition planning usually begins two to three months before a youth is ready to leave the program. Staff members work with residents to plan for the next step, which is specific to each youth. Youth may choose to assume their lease, move to a new apartment, enter college housing, join the military, or move in with a friend or relative. Transition planning also involves encouraging youth to open a savings account, identify and obtain furniture if the youth is moving to a new apartment, and save enough money to pay a security deposit. After leaving Daybreak housing, youth have access to aftercare services for two years. Aftercare services include counseling, emergency support, employment support, and skill training.

## Daybreak Supportive Services

Each of Daybreak's programs incorporates supportive services that have been developed and refined over the years as staff gained experience, incorporated national best practices, and tailored programming to meet its clients' needs. Year One: Process Evaluation details a number of support services offered to youth, from the 24-hour crisis hotline to babysitting and aftercare. A description of new programs added to Daybreak's supportive services menu since publication of the early 2012 evaluation is available in Appendix C.



*Daybreak's 30 scattered-site apartments are fully furnished and leases may be transferred into a tenant's name after the tenant completes the housing program.*

## Program Gaps

Although Daybreak's programs have a wide reach in Montgomery County, Daybreak leaders point to areas in which homeless youth are underserved. From youth with severe mental illnesses to youth who are experiencing housing instability but are not living on the streets, Daybreak's programs are not able to accommodate all homeless youth. Below are youth who fall outside of the population Daybreak is able to serve, but who may need supportive services from other community entities.

### *Youth with Severe Health Issues*

Over the years, Daybreak reports that the number of youth dealing with profound mental and physical health issues accessing Daybreak's emergency shelter has increased. Though Alma's Place serves a number of these youth, the need is greater than the number of permanent supportive housing units available in Montgomery County. The wait-lists for such units often outlast the length of time youth may stay in Daybreak's emergency shelter.

### *Criminal Offenders*

Because the safety of its residents is central to its operation, Daybreak reserves the right to exclude sex offenders, arsonists, and repeat violent offenders from its housing and emergency shelter. Nevertheless, juvenile and adult detention programs are thought to be pipelines to homelessness, but youth exiting such programs have few options for housing.

Not every youth is appropriate for every program and vice versa. Screening can be barrier for youth, Daybreak has found it can ensure that those accepted into the housing program have goals and needs that can be achieved and met through the program's offerings. Daybreak strives to offer services to as many youth as possible, but the housing program is not always best option. Characteristics of youth who do not generally do well in the housing program include:

- Untreated psychosis that results in compromised functioning or anti-social behavior
- Gang members
- Exceptionally impulsive or violent youth that cause safety issues or violate the rights of others
- Habitual liars
- Drug dealers
- Active chemically dependent youth who are unwilling to seek treatment
- Youth who just want a free apartment but no responsibility
- Severely developmentally delayed youth

### ***Couch Hoppers***

Another barrier homeless youth face is the very definition of homelessness. According to HUD, youth who "couch hop" – staying temporarily with friends, family, or acquaintances, but lacking a safe, permanent, or stable residence – have not been considered a priority population for HUD funded housing programs. Due to the high level of demand for homelessness services, the Montgomery County Homeless Solutions Policy Board—the HUD-funded Continuum of Care (CoC) for the County—governs the referral process into housing through a centralized "Front Door Assessment" process that prioritizes the first homelessness definition—literal homelessness. Therefore, to qualify for Daybreak's housing or any other HUD-funded homeless housing program, a youth must meet HUD's definition of homelessness, which means living in a shelter, on the streets, or in a place unfit for human habitation. However, it has been suggested that many youth avoid shelters, particularly adult ones, because they perceive them to be unsafe.

### ***Large Families***

Daybreak currently offers services to transition-aged youth parenting one or two children. However, Daybreak's apartments are too small to accommodate parents with more than two children or couples with children. Families with more than two children generally need a different environment, different services, and a longer stay in a housing program than what Daybreak offers. Long-term supportive housing is a more appropriate option for these families, but such families also could benefit from some of the services uniquely targeted for youth that Daybreak offers.

### ***Rental Subsidies***

The availability of rental subsidies to youth who have exited Daybreak's housing is an ongoing service gap. For many former residents, the leap from paying no more than 30% of their income on rent to paying market rate can be too big to manage and can put them at risk, once again, of housing instability.

## Section Three

# Literature Review

### Youth Homelessness

#### Introduction

Estimates suggest that between 1.6 and 1.7 million children and youth experience homelessness in a given year (SAMHSA, 2004; Hammer, Finkelhor, & Sedlak, 2002). Recent point-in-time (PIT) counts, indicating the number of youth who were homeless during one night in January, found 45,205 unaccompanied children and youth aged 24 and younger, down slightly from 45,616 in 2013 (Henry, Cortes, Shivji, & Buck, 2014). In Ohio, the PIT count showed there were 846 unaccompanied children and youth aged 24 and younger experiencing homelessness, down from 912 in 2013. While these estimates provide insight into the extent of youth homelessness, the transient nature of homelessness and methods of survival make it difficult to ascertain the true magnitude of youth experiencing homelessness (Pergamit, et al., Youth Count! Process Study, 2013).

In an effort to collect more accurate data on the number of unaccompanied homeless youth in the United States, four federal agencies<sup>6</sup> launched the Youth Count! Initiative (Pergamit, et al., 2013b). The agencies teamed up with nine localities, including Cleveland, to test strategies to better identify and count homeless youth. The pilot project identified promising practices, such as engaging youth service and LGBTQ providers, holding magnet events, and measuring housing instability rather than literal homelessness. The Youth Count! Initiative is part of a federal plan to end homelessness, which includes a goal to end homelessness for families, children, and youth by 2020 (USICH, 2010). USICH amended the plan in 2012 to include additional steps needed to assist unaccompanied homeless youth and later released its *Framework to End Youth Homelessness*, which aims to identify the specific actions that must be taken to end youth homelessness by 2020 (USICH, 2013). The aim of this framework is to gain a clearer understanding of the scale and nature of action required to prevent and end youth homelessness. An overarching commitment

to improving core outcomes for youth experiencing homelessness—stable housing, permanent connections, education or employment, and social emotional well-being—guides every aspect of this work (USICH, 2013). Youth experience homelessness for a variety of reasons. While an oversimplification, early typologies distinguished between runaway youth who have left home, throwaway youth who have been kicked out of their home, street youth who have a history of homelessness as children, and youth who have spent time in the foster care system (Toro, Lesperance, and Braciszewski, 2011). However, recent literature suggests that these categories are not adequate to understand the nuanced experience of youth that results in homelessness (Toro, et al, 2011). The diverse life trajectories of youth should be considered to develop policies that lead toward housing stability. Understanding the full scope of who homeless youth are, what drives them to homelessness, and how to help them transition to independence and housing stability is paramount, as evidence suggests that youth homelessness is potentially a pathway to adult homelessness (Chamberlain & Johnson, 2011; Collins, 2013).

Youth experiencing homelessness struggle with a range of legal, interpersonal, health, and behavioral issues may present barriers to becoming permanently housed (Toro, Lesperance, & Braciszewski, 2011; Toro P. D., 2007; Keeshin & Campbell, 2011; Johnson & Graf, 2005; Cauce, et al., 2000; Hammer, Finkelhor, & Sedlak, 2002; Ringwalt, Greene, & Robertson, 1998; Busen & Engebretson, 2008; Kort-Butler & Tyler, 2012). These challenges are often exacerbated among certain youth subpopulations like youth aging out of foster care (Fowler, Toro, & Miles, 2009) or those identifying as lesbian, gay, bisexual, transgender, or queer or questioning (LGBTQ) (Cochran, Stewart, Ginzler, & Cauce, 2002; Rosario, Schrimshaw, & Hunter, 2012). Youth experiencing homelessness often lack work and life skills and have low educational attainment (Cauce, et al., 2000), further separating this group from their peers.

<sup>6</sup> Specifically, the four agencies were the US Interagency Council on Homelessness, the Department of Education, the Department of Housing and Urban Development, and the Department of Health and Human Services' Administration on Children, Youth and Families.



**Trauma**

A common thread among youth who become homeless is a history of physical and sexual child abuse. A 2011 study of homeless youth in Salt Lake City found that among 64 homeless youth aged 18 to 23, 84% reported experiencing having been physically and/or sexually abused (Keeshin & Campbell, 2011). Similarly, a 2010 study of 102 homeless youth in Canada found 55 had been physically abused (Coates & McKenzie-Mohr, 2010). Numerous other studies echo these findings (Hadland, et al., 2012; Carmona, 2013; Dwadz, Nish, Leonard, & Strauss, 2007).

In addition to experiencing abuse in childhood, many homeless youth report having experienced other traumatic events (Dwadz, Nish, Leonard, & Strauss, 2007). Coates & McKenzie-Mohr (2010) found high incidences of reported victimization from bullying, isolation, and assault among a sample homeless youth. Youth in that sample reported a high number of other stressful events such as witnessing death or severe injury, being forced to have sex, and being the victim of crime. The same report found that a significant proportion of these stressful events occurred after the youth became homeless, with “family violence [being] replaced by street violence” (p. 80).

This history of abuse and traumatic events experienced by homeless youth provides some insight into the many struggles this population faces as they transition to adulthood. Recent research has demonstrated that the experience of early trauma not only puts children at risk for negative behavioral and medical outcomes in the future, but that the frequent or prolonged experience of stress may impair healthy brain development (Bassuk, DeCandia, Beach, & Berman, 2014).

**Physical Health, Mental Health, and Substance Abuse**

Homeless youth typically face a number of health issues, from poor physical health (Barkin, Balkrishnan, Manuel, Anderson, & Gelberg, 2003), to struggles with mental illness (Cauce, et al., 2000), to high levels of substance abuse (SAMHSA, 2004). Nearly 75% of young adults experiencing housing instability report serious health symptoms within the past year, and as many as half reported depression (Barkin, Balkrishnan, Manuel, Anderson, & Gelberg, 2003).

As many as two-thirds of homeless adolescents report having contracted a sexually transmitted disease in their lifetime (Barkin, Balkrishnan, Manuel, Anderson, & Gelberg, 2003; Busen & Engebretson, 2008). The rate of HIV seroprevalence—the number of people who test positive for a disease based on blood serum specimens—in this population is as high as 11.5% (Pfeifer & Oliver, 1997). Homeless youth tend to engage in behavior that puts them at risk for contracting HIV, and this behavior increases if those within their social networks are similarly engaged in risky drug and sexual behavior.

The vast majority of homeless youth suffer from mental health issues. A study of youth accessing services from an urban mobile health unit that targeted homeless adolescents, revealed that 96% of youth treated had at least one psychiatric disorder, and 23% had a history of suicide ideation (Busen & Engebretson, 2008). In a survey of homeless youth in Seattle, over two-thirds met the criteria for at least one diagnosis based on the DSM-III-R (Cauce, et al., 1998). Common diagnoses included conduct disorder, attention deficit/hyperactivity disorder, depression, dysthymia (a mild but chronic form of depression), mania or hypomania, schizophrenia, and post-traumatic stress disorder. Among this same group of adolescents, between 20 and 60% of youth exhibited behavioral and emotional problems, and 43% reported they had attempted suicide, many more than once.

It is not surprising that, given these challenges, substance use is common among homeless youth (Busen & Engebretson, 2008). Cauce et al. (2000) found that the majority of youth drank alcohol and smoked marijuana, while about a third of youth used harder drugs. A recent study on the misuse of prescription drugs among homeless youth found that nearly half of a sample of 450 Los Angeles homeless youth reported abusing prescription medication (Rhoades, Winetrobe, & Rice, 2014). The same study noted that the most popular drugs were opioids and sedatives. Youth who used hard drugs (e.g., methamphetamine, cocaine, crack, heroin, ecstasy, etc.) were also more likely to abuse prescription drugs.

***Pregnant and Parenting Youth***

Youth experiencing homelessness have higher rates of pregnancy than housed peers do (Dworsky & Meehan, 2012). In one study, over half of the female youth had been pregnant at least once, 28% had been pregnant more than once, and more than a third were either currently pregnant or previously had one or more live births (Halcon & Lifson, 2004). A recent comprehensive survey of homelessness in the Washington, D.C., metropolitan area found that adults in homeless families were much younger than single homeless adults are; in fact, 72% of all persons in homeless families were children or adults aged 25 and younger (Hendey, Tatian, & MacDonald, 2014). A 1998 study found that as many as half of homeless street youth females aged 14 to 17 had been pregnant (Greene, 1998); further, some research indicates that becoming pregnant and caring for young children while homeless may make it more difficult for mothers to leave homelessness (Culhane, Webb, Grim, Metraux, & Culhane, 2003). A review of the literature authored by Bassuk and Beardslee (2014) suggests that mothers experiencing homelessness are more likely to experience major depression, which is compounded by the stress of caring for themselves and their children on the streets.

***Foster Care***

In addition to histories of abuse, trauma, and stress, a significant proportion of homeless youth have “aged out” of foster care (i.e., turned 18 while wards of the state) and/or have a history of foster care placements. A 2001 study found that 12% of youth who aged out of the Wisconsin foster system in 1995 experienced homelessness for at least one night within a year of aging out (Courtney, Piliavin, Grogan-Kaylor, & Nesmith, 2001). In 2006, Toro reports Detroit’s foster care system found that 17% experienced homelessness and another 33% doubled up or were couch-hopping (Toro, 2007). A more recent study of youth aging out of Wisconsin’s foster care system between 2005 and 2013 found that 4.3% of all youth who aged out of foster care experienced homelessness and 6.5% of those who aged out became homeless during that timeframe. Because this analysis does not include youth who doubled up or couch hopped during that same period, these findings may underestimated the actual number of homeless or precariously housed youth (Foster, Hildebrand, & McCormack, 2014).

***LGBTQ Youth***

LGBTQ youth are overrepresented among youth experiencing homelessness (Noell & Ochs, 2001; National Alliance to End Homelessness, 2008; Corliss, Goodenow, Nichols, & Austin, 2011). While some literature suggests that LGBTQ youth leave home due to familial rejection of their sexual orientation (Cochran, Stewart, Ginzler, & Cauce, 2002; Rosario, Schrimshaw, & Hunter, 2012), many LGBTQ youth leave home for the same reasons other homeless youth do.

However, it is clear that identification as LGBTQ puts homeless youth at greater risk than their straight peers for a host of issues, including:

- Attempted suicide or suicide ideation (Noell & Ochs, 2001; Moskowitz & Stein, 2013);
- Physical and sexual abuse (Whitbeck, Chen, Hoyt, Tyler, & Johnson, 2004; Rosario, Schrimshaw, & Hunter, 2012; Cochran, Stewart, Ginzler, & Cauce, 2002);
- Risky sexual behavior and physical and sexual victimization on the streets (Whitbeck, Chen, Hoyt, Tyler, & Johnson, 2004; Cochran, Stewart, Ginzler, & Cauce, 2002); and
- Substance abuse and use (Cochran, Stewart, Ginzler, & Cauce, 2002; Noell & Ochs, 2001).

***Delinquent Youth***

Another pipeline to youth homelessness is through involvement in the criminal justice system. Criminal involvement is common among homeless youth (Omura, Wood, Nguyen, Kerr, & DeBeck, 2014; Chapple, Johnson, & Whitbeck, 2004; Thrane, Chen, Johnson, & Whitbeck, 2008; Kort-Butler & Tyler, 2012). Reasons for criminal justice involvement include associations with peers engaging in delinquent activity, prostitution, selling drugs, theft, and so-called “quality of life” laws. These statutes prohibiting behaviors such as camping in public places, loitering, begging or panhandling, and public storage of belongings (Kort-Butler & Tyler, 2012; Chapple, Johnson, & Whitbeck, 2004; Thrane, Chen, Johnson, & Whitbeck, 2008; National Law Center on Homelessness & Poverty, 2011; Ferguson, Bender, Thompson, Xie, & Pollio, 2011).

A 2010 review of administrative data on nearly 10,000 adults using New York City homeless shelters determined that 11% of homeless adults had been discharged from prisons, jails, juvenile detention, and other criminal justice facilities within three months prior to entering a shelter (Metraux, Byrne, & Culhane, 2010). The Washington State Department of Social and Health Services reported in 2013 that 26% of youth experienced homelessness within 12 months following release juvenile detention institutions and community residential facilities (Shah, Black, Felver, Albrecht, & Beall, 2013). Further, recently released youth who became homeless were twice as likely to subsequently be arrested and 75% more likely to be convicted of a crime than were released youth who did not become homeless.

### ***Education and Employment***

A review of the literature on homeless youth and educational attainment finds, unsurprisingly, that homeless youth are more likely to repeat a grade, be suspended from school, and drop out (Toro, 2007). Although the McKinney-Vento Homeless Assistance Act was enacted to improve access to education for adolescents experiencing homelessness, numerous barriers still stand in the way of their success in the public education system. For one, housing instability often results in frequent moves for youth who are part of a homeless family, which creates gaps in education

and lapses in proper care and guidance for children (National Network for Youth, n.d.). Other time out of school due to high levels of suspensions and absences among homeless youth also contributes to gaps in education (Edidin, Ganim, Hunter, & Karnik, 2012; Miller, 2011). Dropout rates are high among homeless youth, with nearly three-quarters of those aged 18 to 21 describing themselves as dropouts in a Seattle study (Cauce, et al., 2000).

It is unsurprising, then, that homeless youth have high levels of unemployment (Ferguson, Bender, Thompson, Xie, & Pollio, 2011). Low levels of education and few work skills amount to low—if any—wages for most homeless youth, who may engage in activities such as prostitution, theft, selling drugs, selling blood or plasma, or panhandling to survive (Ferguson, Bender, Thompson, Xie, & Pollio, 2011). A small body of research examines the impact of job training programs on employment rates and wages among homeless youth. A study of such a program at Larkin Street Youth Services in San Francisco found that, within three months of completing a three-week job readiness class, 59% of participants found employment (Lenz-Rashid, 2006). Participants who obtained work during the study period (1999 to 2003) earned an average hourly wage of \$9.27, or between \$11.94 and \$13.19 in 2015 dollars, according to the Bureau of Labor Statistics.

## Housing-Based Programmatic Interventions

Several housing models aim to address housing instability. Whether short-term or long-term, the goal is to help those struggling with homelessness to move off and stay off the streets.

### *Transitional Housing*

A transitional housing program aims to help people experiencing homelessness transition to permanent housing by providing short-term housing, often with supportive services. For youth, funding for transitional housing programs primarily come from the U.S. Department of Health and Human Services (HHS) or U.S. Department of Housing and Urban Development (HUD). Authorized by the Runaway and Homeless Youth Act (RHYA), HHS provides funding for its Transitional Living Program (TLP), a specific, 18-month transitional housing model available for youth aged 16 through 21. TLP-funded housing may involve group housing, supervised apartments, or host-family homes (Family & Youth Services Bureau, 2014). HUD funds 24-month transitional housing programs limited to youth under the age of 25 (U.S. Department of Housing and Urban Development, n.d.). While HUD has begun moving away from broad use of transitional housing in favor of the Housing First approach (see Section 3), it still makes funds available for youth (Olivia, 2013).

Another example of transitional housing is the Foyer, originally created as a workforce development tool for young men returning from World War II. Though increasingly popular in the United Kingdom, Australia, and Canada (Gaetz S., 2014; Gaetz & Scott, 2012), Foyer programs are rare in the United States (see box for a New York example). A Foyer program typically takes the form of a congregate living arrangement with built-in, intensive support services specifically tailored to meet the needs of developing adolescents (Gaetz & Scott, 2012; Gaetz S., 2014).

### *The Chelsea Foyer*

A promising evaluation of the aforementioned Chelsea Foyer at the Christopher in New York City is underway. The study, which is being conducted by the Center for Innovation through Data Intelligence (CIDI), compares Chelsea Foyer participants' outcomes with similar youth who applied for and were eligible for services but were not placed in supportive housing due to insufficient program availability (NYC CIDI, 2014). Preliminary results found that Chelsea Foyer participants were significantly less likely to use emergency shelters and have jail stays after two years than those in the control group.

There is limited evidence demonstrating the effectiveness of transitional housing programs. An evaluation of a transitional housing program serving former foster youth—the Foster Youth Housing Initiative (FYHI) in California—found that 83% of participants were on a path to having sufficient income to afford stable housing.

FYHI clients were more likely to be enrolled in school than when they entered the program and had, on average, increased their hourly wage by \$2.28 since participating in the FYHI (Latham, Drake, Cuevas, & Sugano, 2008). Another California-based study found that 78% of former foster care youth who participated in a transitional housing program were in stable and permanent housing six months after exiting the program, and youth who had received employment training while in the program earned higher wages than youth who did not receive employment

training (Rashid, 2004). While there is overlap among the populations of youth aged out of foster care and other homeless youth, however, these results may not be generalizable to all homeless youth.

### *Permanent Supportive Housing*

Permanent supportive housing (PSH) provides a long-term, community-based housing with supportive services to chronically homeless adults and adults with mental illnesses or disabilities. PSH may be structured as single-site housing or scattered-site housing as well as “mixed housing,” in which PSH units are interspersed among a development with non-PSH units (U.S. Interagency Council on Homelessness, n.d.). Though transitional housing and PSH program for youth have some similarities, PSH programs are not bound by the age limits and requirements of federally funded transitional housing programs (Ohio Interagency Council on Homelessness and Affordable Housing, 2011).

There is little research evaluating the efficacy of the PSH model for homeless youth. One quasi-experimental pilot



study of such a program in Canada found that program participants (n=15) reported more positive health outcomes while in the program than those who did not receive supportive housing (n=30). The experimental group also was found to have lower levels of drug and alcohol use than did the control group. However, both sample sizes were small, limiting the generalizability of the findings (Altena, Brilleslijper-Kater, & Wolf, 2010; Kisely, et al., 2008).

### ***Housing First***

In the mid-1990s, Sam Tsemberis, a psychologist turned advocate for homeless adults, proposed what then seemed to be a radical approach for solving homelessness premised on the idea that housing is a basic right (Tsemberis & Asmussen, 1999). The model—now known as Housing First—provides supportive housing as quickly as possible to homeless adults, particularly chronically homeless adults, without time limits, pre-conditions, or mandated treatment services (National Alliance to End Homelessness, 2014). The first major evaluation of the Housing First model, conducted by a Pathways to Housing program that served 242

previously homeless adults between 1993 and 1997, found that 88% of Pathways participants remained housed after five years, compared to just 47% of homeless adults receiving assistance through a residential treatment system (Tsemberis & Eisenberg, 2000).

The Housing First model has been shown to not only reduce housing instability among participants, but to generate cost savings (Mondello, McLaughlin, & Bradley, 2009; Spellman, Khadduri, Sokol, & Leopold, 2010; McLaughlin, 2011; Goering, et al., 2014). However, the effectiveness of the Housing First approach as a method of reducing youth homelessness is largely unknown. One effort to apply the Housing First approach to homeless youth is the Infinity Project, located in Calgary, Alberta. The program serves youth aged 16 to 24 who enter housing with no pre-conditions or requirement to receive support services (Scott & Harrison, 2012). This program has not been rigorously evaluated, but the Infinity Project has reported housing retention rates between 86 and 92 percent.

## Section Four

### Quantitative Analysis

As mentioned in Section 3, federal policies that fund and regulate Daybreak and similar programs nationwide are driven by the Framework to End Youth Homelessness, written by the U.S. Interagency Council on Homelessness (USICH) in 2013. This framework identified four key outcomes for youth: stable housing, social-emotional well-being, permanent connections, and education or employment. As shown in Table 1, despite preceding the USICH Youth Framework by a year, the Daybreak

logic model highlighted very similar desired outcomes. The Daybreak logic model drove the strategies for data collection; therefore, the quantitative findings, in a sense, are an empirical test of Daybreak's ability to meet the goals articulated by the federal agencies and other stakeholders involved in the development of the framework, in addition to highlighting the divergent outcomes of various subpopulations.

**Table 1: Comparison of USICH Youth Framework (2013) and Daybreak Logic Model (2012) Outcomes**

USICH	Daybreak
Stable Housing	Housing
Social-Emotional Well-Being	Physical and Mental Health
Permanent Connections	Life Skills
Education or Employment	Income and Employment
	Education

### Data and Methods

De-identified administrative data on youth served by Daybreak's housing program between August 1, 2011, and October 15, 2014, were analyzed. The data used were collected by Daybreak from clients at intake and upon exit from the program. The study sample includes 174 youth who were in Daybreak housing during this time and exited housing prior to the conclusion of the study period. Youth enrolled in Daybreak's housing who had not exited by October 15, 2014, were excluded from the sample. Youth who participated in other Daybreak programs (i.e. the emergency shelter, street outreach, or Alma's Place) but not in Daybreak housing also were not part of the sample.

Descriptive statistics were used to illustrate demographic characteristics, history of homelessness, and program outcomes on housing exit, education, income and employment, mental health, and life skills. All descriptive statistics are reported as means and standard deviations for continuous measures and percentages for categorical measures. Comparisons were made among the program

outcomes and categorical measures using chi-square tests to determine whether categorical measures showed a statistically significant relationship with successful program outcomes. A variety of statistical techniques (correlation coefficients, two-sample t-tests, Wilcoxon-Mann-Whitney tests) were conducted to determine whether changes in continuous measures are statistically significantly correlated with certain client characteristics (Definitions for these terms are provided in the Glossary on pages 51 and 52). Data were analyzed using Stata 13 (StataCorp, 2013). The Institutional Review Board at the Ohio Department of Mental Health and Addiction Services approved the research protocols.

As described in the evaluation logic model (Appendix A), the key outcomes for youth participating in Daybreak's housing program are completion of the program, increased education, increased income and employment of at least 20 hours per week, self-sufficiency, and self-care skills. Program completion indicates that the client received the full range of available interventions, as appropriate to his or her case, before transitioning to

another housing situation. Notably, this is not a matter of time; some clients complete the program in several weeks, assuming their homelessness was a function of temporary rather than ongoing issues, while others might require many months of interventions across mental, social, and emotional domains.

A successful education outcome was defined as whether clients had increased their educational attainment by any amount at some point while in Daybreak housing. This also includes clients who were currently enrolled in a higher education or vocational training program. Daybreak clients were determined to have a positive employment outcome if they were employed at least 20 hours per week at the time of exit from housing. Additionally, wage data were collected to determine whether his or her earnings from employment had increased while in housing, and if so, by how much.

The Casey Life Skills Caregiver Assessment (CLSCA) was used to measure self-sufficiency. This assessment evaluates life skills in the domains of career planning, daily living, housing and money management, self-care, social relationships, work life, permanence, and looking forward. Overall, 112 questions were answered by a Daybreak staff member based on client responses via a written form (see Appendix D). Scores on each domain were calculated<sup>7</sup>, as was an overall score. Entry and exit scores were available for 68 of the 174 Daybreak housing clients studied. Self-care was measured using the CLSCA Self-Care domain to track Daybreak housing clients' physical and mental health outcomes. Questions on the self-care domain asked Daybreak staff to evaluate the degree to which youth identify with a series of statements referencing their knowledge and management of self-care behaviors such as practicing safe sex, using proper hygiene, scheduling medical appointments, avoiding substance abuse, and identifying depressive symptoms.

## Description of Daybreak Clients

Table 2 shows the demographic characteristics of the Daybreak housing population included in this study. Over half (56%) of Daybreak youth were aged 19 and younger at the time of entry and 58% were female. Eighty percent of clients were nonwhite and/or Hispanic—i.e. white Hispanic, African-American Hispanic, multiracial Hispanic, African-American non-Hispanic, or multiracial non-Hispanic—the vast majority of which fell in the fourth category. One-sixth of clients identified as lesbian, gay, or bisexual. Over a third lived with neither biological parent immediately prior to entering Daybreak housing. One in three had a history of placement within the foster care system, while one in eight had an adoption record. Sixteen percent reported having a parent in jail and over half had parents with a substance abuse disorder. Over half have experienced neglect or physical abuse; similarly, a majority experienced domestic and/or community violence. Nearly a third of clients have been sexually victimized. Over a quarter of youth reported either parenting or were currently pregnant (including 39% of females), and 24 youth lived with their child or children while participating in Daybreak housing. Despite these challenges, more than half of clients earned a high school diploma or GED prior to entering the program. Sixty percent of clients participated in Daybreak housing less than one year, while 28% participated between one and two years, and the remaining 13% of clients stayed in Daybreak housing more than 2 years due to extenuating circumstances.

<sup>7</sup> Daybreak converted domain scores to percentages. Normally, clients receive a score of 1 to 5 on each question, based on a 5-point Likert scale (1=No; 2=Mostly No; 3=Somewhat; 4=Mostly Yes; 5=Yes). The points for each question within a domain were added together then divided by the number of questions in that domain to calculate an average score, which ranged between 1 and 5. The overall score was calculated by averaging the domain scores. Daybreak converted these scores to percentages by calculating the percent of each domain for which the response was Yes, Mostly Yes, Somewhat, Mostly No, and No. Daybreak then multiplied each percentage by the corresponding Likert scale score. They then averaged the five scores for each domain to come up with a domain score, which was on a scale of 1 to 100. For example, if the response was "Yes" to 11 of 20 questions within a domain, Daybreak multiplied 55 (11/20=55%) by five (5=Yes) for a score of 275. It did this for each of the other four response types then divided by five to calculate the average. To calculate an overall score, Daybreak averaged the eight domain scores. The authors of this report do not have access to the original raw scores, so the converted scores were used for this analysis.

Entry and exit scores were available for 121 clients, but 53 clients were excluded from analysis because one or both of their assessments were given using an older version of the Casey Life Skills assessment.

**Table 2: Characteristics of Daybreak Housing Clients (n=174)**

<b>Characteristic</b>	<b>Number</b>	<b>Percent</b>
<b>Age at Entry</b>		
<i>18 or below</i>	41	24
<i>19</i>	56	32
<i>20</i>	49	28
<i>21 or above</i>	28	16
<b>Sex</b>		
<i>Female</i>	101	58
<i>Male</i>	73	42
<b>Race/Ethnicity</b>		
<i>White, non-Hispanic</i>	35	20
<i>Nonwhite and/or Hispanic</i>	139	80
<b>Sexual Orientation</b>		
<i>Lesbian, gay, or bisexual</i>	31	17
<i>Not lesbian, gay, or bisexual</i>	143	83
<b>Lived with Neither Biological Parent</b>	<b>60</b>	<b>34</b>
<b>Prior Adoption Record</b>	<b>22</b>	<b>13</b>
<b>Lived in Foster Care and/or Group Home</b>	<b>58</b>	<b>33</b>
<i>Open case, but no placement</i>	9	5
<i>Less than one year in foster care</i>	12	7
<i>One or two years in foster care</i>	10	6
<i>Three or more years in foster care</i>	27	15
<b>Parent(s) Incarcerated at Entry</b>	<b>28</b>	<b>16</b>
<b>Criminal History</b>	<b>73</b>	<b>42</b>
<b>Parent(s) Abused Drugs or Alcohol</b>	<b>93</b>	<b>53</b>
<b>History of Trauma</b>		
<i>Prior parent or guardian neglect</i>	114	66
<i>History of physical abuse</i>	106	61
<i>History of sexual abuse</i>	52	30
<i>Witnessed domestic violence</i>	78	45
<i>Witnessed community violence</i>	67	39
<b>Educational Attainment</b>		
<i>HS diploma or equivalent at entry</i>	94	54
<i>HS diploma or equivalent at exit</i>	118	68
<b>Parenting Status</b>		
<i>Parenting or pregnant at entry</i>	45	26
<i>Parenting or pregnant at exit</i>	50	29
<i>Living with child while in housing</i>	24	14
<b>Length of Stay</b>		
<i>Less than six months</i>	62	36
<i>6 to 11 months</i>	41	24
<i>12 months or more</i>	71	41

*Note: Totals may not add due to rounding.*



## History of Homelessness and Precarious Housing

Table 3 details the history of homelessness or precarious housing situations for those who participated in Daybreak's housing program during the study period. As noted earlier, most if not all Daybreak clients must have been living on the streets or in an emergency shelter immediately prior to living at Daybreak to receive assistance. While not mutually exclusive, about half have lived on the streets, two-thirds have couch-hopped, and

two-thirds have spent time in an emergency shelter. A measure of prolonged homelessness was developed to identify youth who have experienced homelessness for more than seven months. A client was defined to have experienced prolonged homelessness if s/he has experienced seven or more months of a single type of homelessness (i.e. couch-hopping, living on the streets, or residing in an emergency shelter— Daybreak's or otherwise).

**Table 3: History of Homelessness and Precarious Housing Situations among Daybreak Housing Clients (n=174)**

Characteristic	Number	Percent
<b>Previously Couch-Hopped</b>	<b>117</b>	<b>67</b>
Less than a month	10	6
One to three months	38	22
Four to six months	30	17
Seven or more months	39	22
<b>Previously Lived on Streets</b>	<b>88</b>	<b>51</b>
Less than a month	43	25
One to three months	17	10
Four to six months	13	7
Seven or more months	15	9
<b>Previously Lived in Any Emergency Shelter</b>	<b>117</b>	<b>67</b>
Less than a month	44	25
One to three months	55	32
Four or more months*	18	10
<b>Previously Lived in Daybreak's Shelter</b>	<b>61</b>	<b>35</b>
<b>Experienced Prolonged Homelessness</b>	<b>46</b>	<b>26</b>

\*Categories collapsed due to a small sample size

## Physical & Mental Health Status

Tables 4 and 5 describe the physical and mental health status of Daybreak clients upon entry to and exit from Daybreak's housing program. A majority of clients were diagnosed with mood disorders, such as depression, at the time they were admitted to the program, while just under a third were diagnosed with an adjustment disorder, such as post-traumatic stress disorder (PTSD). One in eight clients reported a history of hospitalization due to their mental health conditions.

Upon entry, nearly 4 in 10 clients reported using alcohol or drugs at least monthly. A similar proportion of clients used substances at least monthly upon exit from the program, but the lack of difference between the entry and exit numbers may be due to clients under-reporting substance use at program entry. After program entry, Daybreak tests its clients for drug and alcohol use, so exit results are likely more accurate than entry results.

At program entry, three-quarters of clients with medications reported taking the medications as prescribed, while 82% of the 33 clients with chronic

health issues were managing their conditions. At exit, 47 youth were taking medications and 83% were taking their medications as prescribed, while 42 youth had chronic health issues and 76% were reported to be managing those issues. Chronic health conditions included a wide variety of conditions including, but not limited to, HIV, diabetes, anorexia, cancer, stomach discomfort, toothache, and allergies. From entry to exit, the number of youth who reported practicing safe sex,

as opposed to unsafe sex, grew from 125 to 140. Eighteen percent of housing clients received HIV/AIDS testing and educational services while in the program.

Upon entry to the program, 29% of housing clients were uninsured. By program exit, the share of uninsured clients had fallen to 16%, while the number of clients on Medicaid had grown from 59% to 72%; the number of privately insured clients rose from six percent from less than one percent.

**Table 4: Mental Health Characteristics of Daybreak Housing Clients (n=174)**

Characteristic	Number	Percent
<b>Mental Health Diagnoses</b>	<b>308</b>	<b>--</b>
<i>Adjustment disorders</i>	55	32
<i>Anxiety disorders</i>	38	22
<i>Attention deficit and disruptive behavior disorders</i>	33	19
<i>Mood disorders</i>	89	51
<i>Substance-related disorders</i>	15	9
<i>Other disorders</i>	23	13
<b>Prior Hospitalization</b>	<b>23</b>	<b>13</b>

*Clients can have multiple mental health diagnoses.*

**Table 5: Physical Health Characteristics of Daybreak Housing Clients (n=174)**

Characteristic	Entry		Exit	
	Number	Percent	Number	Percent
<b>Using Drugs/Alcohol*</b>	<b>68</b>	<b>39</b>	<b>64</b>	<b>37</b>
<b>Taking Medication as Prescribed</b>	<b>30 (n=40)</b>	<b>75</b>	<b>39 (n=47)</b>	<b>83</b>
<b>Managing Chronic Health Issues</b>	<b>27 (n=33)</b>	<b>82</b>	<b>32 (n=42)</b>	<b>76</b>
<b>Practicing Safe Sex</b>	<b>125</b>	<b>72</b>	<b>140</b>	<b>81</b>
<b>Health Insurance**</b>				
<i>Medicaid (active)</i>	102	59	126	72
<i>Medicaid (pending)</i>	21	12	11	6
<i>Private insurance</i>	n/a	n/a	10	6
<i>Uninsured</i>	51	29	28	16

\* Clients were considered to be using drugs/alcohol if they reported current use on either the Face Sheet or the Mental Health Assessment (MHA) or reported using within the past month on the MHA.

\*\* One client reported having Medicaid and private insurance at entry.

Sample sizes reported in the table indicate the number of youth for which medications are prescribed or have chronic health conditions requiring management.

## Program Completion

According to Daybreak records, 97% exited from housing into a safe destination. Exiting to a safe destination is ultimately the most important outcome for clients who, by definition, have had a precarious adolescence. Most clients (53%) moved in with family or friends; another 36% rented their own apartment (see Table 6). Twelve of 63 youth (19%) who rented received some form of public housing subsidy.

Due to data limitations, it was not possible to evaluate the stability or health of the new housing environment beyond basic safety. Further, it was not possible to assess the reasons why a client might not have left for a safe destination when there are only five clients who did not; the sample size is simply too small. The best metric available was whether youth completed the Daybreak program. Overall, 47% completed the program (see Table 7).

**Table 6: Destination After Daybreak Housing Program**

Destination	Number	Percent
Live with family	52	30
Rent their home (w/o subsidy)	51	29
Live with friends	40	23
Rent their home (with subsidy)	12	7
Other destination	19	11

**Table 7: Daybreak Housing Program Completion (n=174)**

Outcome	Number	Percent
Completed program	81	47
Exited prior to completion	93	53

Table 8 shows the client characteristics that were significantly associated with whether or not a client completed the housing program. White, non-Hispanic youth were less likely to complete Daybreak's housing program (31%) than non-white and/or Hispanic youth (50%). Housing clients with a history of sexual abuse were also less likely to complete the program, as were those with a history of placements in foster care and those with a history of criminal activity. Clients with a diploma or GED on arrival at Daybreak were more likely to complete the housing program than those who arrived without completing high school or attaining a GED. Those

who reported substance use and those who had been diagnosed with Attention Deficit and Disruptive behavior disorders were also less likely complete Daybreak's housing program.

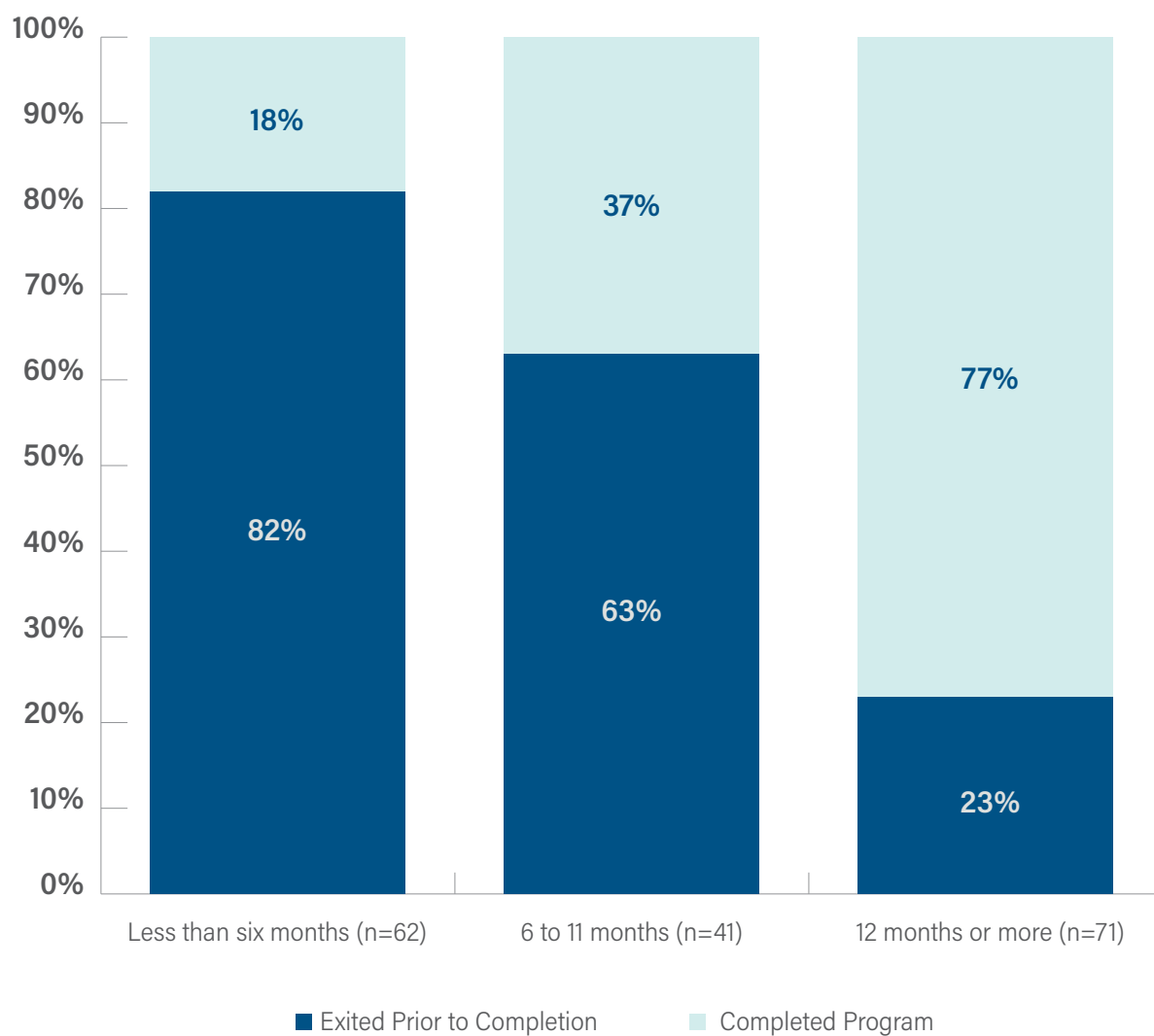
Perhaps most importantly, clients who participated in Daybreak's housing program longer were far more likely to complete the housing program, suggesting that intervention over a longer period is integral to housing program completion. Seventy-seven percent of clients who participated for 12 months or more completed the housing program versus just 18% of clients who stayed six months or less (see Figure 1).

**Table 8: Significant Characteristics Associated with Daybreak Housing Program Completion (n=174)**

Characteristic	Program Completion	
	Exited Prior to Completion	Completed Program
<b>Race/Ethnicity*</b>		
White, non-Hispanic (n=35)	69%	31%
Nonwhite and/or Hispanic (n=139)	50%	50%
<b>History of Foster Care*</b>		
Yes (n=49)	65%	35%
No (n=125)	49%	51%
<b>History of Sexual Abuse*</b>		
Yes (n=52)	65%	35%
No (n=122)	48%	52%
<b>Criminal History*</b>		
Yes (n=73)	64%	36%
No (n=101)	46%	54%
<b>Education**</b>		
HS diploma or GED earned during housing (n=24)	29%	71%
HS diploma or GED held at entry (n=94)	49%	51%
No HS diploma or GED held or earned (n=56)	71%	29%
<b>Emergency Shelter Stay*</b>		
Yes (n=117)	60%	40%
No (n=57)	40%	60%
<b>Attention Deficit and Disruptive Behavior Disorders</b>		
Yes (n=33)	76%	24%
No (n=141)	48%	52%
<b>Substance Use**</b>		
Yes, at entry AND exit (n=39)	82%	18%
Yes, at entry OR exit, but not both (n=54)	57%	43%
No (n=81)	37%	63%
<b>Length of Stay**</b>		
Less than six months (n=62)	82%	18%
6 to 11 months (n=41)	63%	37%
12 months or more (n=71)	23%	77%

Note: Chi-square tests of goodness-of-fit were performed to determine whether participants were equally likely to complete or not complete Daybreak's housing program. The table above shows characteristics that were associated with differences in client distribution between positive exit and negative exit. Asterisks indicate statistical significance level (\*  $p < 0.05$ , \*\*  $p < 0.01$ ).



*Figure 1: Daybreak Housing Program Completion by Length of Stay (n=174)*

## Education

Over half (56%) of housing participants possessed a high school diploma or GED upon program entry. At exit, an additional 22 clients had earned a diploma or GED. Including clients who advanced toward a high school diploma, pursued or completed postsecondary education, or pursued or completed a certificate, the total number of clients who increased their education was 84, or 48% of all clients (see Table 9).

Table 10 shows characteristics that were significantly associated with educational attainment while in Daybreak housing. Females were more likely to increase their education than were males. Only 23% of white, non-Hispanic youth increased their educational attainment, compared with 55% of nonwhite and/or Hispanic youth. Thirty-four percent of youth with criminal histories increased their level of education versus 58% of peers without a criminal history. A larger percentage of youth who had previously lived with one or both biological

parents saw educational gains (54%) versus youth who came from a household with no parents present (34%).

Length of stay was associated with an increase in education; the longer a youth remained in Daybreak housing (up to 24 months for HUD funded portion of the program) the more likely the youth was to increase his/her education. Only 21% of youth who stayed less than six months increased their education, while 75% of youth who stayed 12 months or more did so.

Youth who stayed at an emergency shelter prior to entering Daybreak's housing program were less likely to increase their education (43%) than were youth with histories of other types of homelessness. Finally, 62% of youth who did not use substances (alcohol or non-prescribed drugs) at entry or at exit saw educational gains, while 48% of youth who used substances at some point in housing and just 21% of youth who used substances their entire stay in the program increased their educational attainment.

**Table 9: Educational Outcomes for Daybreak Housing Clients (n=174)**

Outcome	Number	Percent
Increased Education or Were Enrolled in Higher Education at Exit	84	48
Did Not Pursue Further Education	90	52

**Table 10: Characteristics Associated with Positive Daybreak Housing Program Educational Outcomes**

Characteristic	Education at Exit	
	Did Not Increase Education or Enroll in Higher Education	Increased Education or Enrolled in Higher Education
<b>Gender*</b>		
Female (n=101)	46%	54%
Male (n=73)	60%	40%
<b>Race/Ethnicity**</b>		
White, non-Hispanic (n=35)	77%	23%
Nonwhite and/or Hispanic (n=139)	45%	55%
<b>Criminal History**</b>		
Yes (n=73)	66%	34%
No (n=101)	42%	58%
<b>Lived with Neither Biological Parent*</b>		
Yes (n=60)	63%	37%
No (n=114)	46%	54%
<b>History of Emergency Shelter Stay*</b>		
Yes (n=117)	57%	43%
No (n=57)	40%	60%
<b>Attention Deficit and Disruptive Behavior Disorders</b>		
Yes (n=33)	70%	30%
No (n=141)	48%	52%
<b>Substance Use**</b>		
Yes, at entry AND exit (n=39)	79%	21%
Yes, at entry OR exit, but not both (n=54)	52%	48%
No (n=81)	38%	62%
<b>Length of Stay**</b>		
Less than six months (n=62)	79%	21%
6 to 11 months (n=41)	56%	44%
12 months or more (n=24)	25%	75%

Note: Chi-square tests of goodness-of-fit were performed to determine whether participants were equally likely to increase their educational attainment. The table above shows characteristics that were associated with differences in client distribution between positive exit and negative exit. Asterisks indicate statistical significance level (\*  $p < 0.05$ , \*\*  $p < 0.01$ ).

## Income & Employment

Forty-five percent of Daybreak housing clients were employed at least 20 hours per week upon entering housing and earned an average of \$468 per month. By the time they left the program, 95 clients were employed and earned an average of \$758 per month—a 62% increase. The average wage of the entire population was \$210 per month at entry and \$440 per month at exit from the program, a 110% increase.

As shown in Table 12, substance use was associated with employment at exit, with substance users less likely to be employed at least 20 hours weekly than non-substance users. Participants who couch-hopped prior to entering Daybreak housing were less likely than those who had not couch-hopped to be employed at least 20 hours weekly. Finally, length of stay was significantly associated with employment. Thirty-five percent of youth who stayed in Daybreak housing less than six months were employed at exit, while 75% of youth who stayed 12 months or more were employed.

**Table 11: Income and Employment Outcomes for Daybreak Housing Clients (n=174)**

Outcome	Number	Percent
Employed at least 20 Hours/Week at Exit	95	55
Increased Wages	87	50

**Figure 2: Average Monthly Wages of Daybreak Housing Clients at Entry and Exit**



*Note: Overall, 53 Daybreak housing clients were employed at both entry and exit. At entry, information was available on 78 clients; at exit, 101 clients. Overall, 126 youth were employed at either entry or exit.*

**Table 12: Characteristics Associated with Client Employment at Exit from Daybreak Housing, n=174**

Characteristic	Employment at Exit	
	Not Employed 20 Hours or More	Employed 20 Hours or More
<b>Attention Deficit and Disruptive Behavior Disorders</b>		
Yes (n=33)	64%	36%
No (n=141)	41%	59%
<b>Substance Use*</b>		
Yes, at entry and exit (n=39)	59%	41%
Some, at entry or exit (n=54)	50%	50%
No (n=81)	36%	64%
<b>Chronic Health Issues*</b>		
Yes (n=32)	63%	38%
No (n=142)	42%	58%
<b>Length of Stay**</b>		
Less than six months (n=62)	65%	35%
6 to 11 months (n=41)	51%	49%
12 months or more (n=71)	25%	75%

Note: Chi-square tests of goodness-of-fit were performed to determine whether participants were equally likely to be employed at least 20 hours per week at exit or not. The table above shows characteristics that were associated with differences in client distribution between positive exit and negative exit. Asterisks indicate statistical significance level (\*  $p < 0.05$ , \*\*  $p < 0.01$ ).

Change in income was also examined. As described in Table 13, half of the housing program youth increased their monthly wages from entry to exit, increasing monthly wages by \$230 on average. However, median change in wages was just \$13. Clients' length of stay influenced their change in monthly income such that clients who stayed in Daybreak's housing program a year or longer had significantly greater average gains in monthly income than clients who stayed less than a year.

Those who couch-hopped prior to Daybreak housing saw no income growth, while youth with no couch-hopping history had a median monthly wage increase of \$200. An association was also found between wage change and youth experiencing a chronic illness; there was no change in median income among youth with a chronic health issue, while those who did not have such an issue saw a \$152 increase in median income.



**Table 13: Characteristics Associated with Change in Monthly Income While in Daybreak Housing (n=174)**

Characteristic	Change in Monthly Income		
	Median	Average	Q3-Q1
<b>Prolonged Homelessness*</b>			
Yes (n=46)	0	+83	300
No (n=128)	+177	+283	582
<b>History of Couch Hopping*</b>			
Yes (n=117)	0	+194	400
No (n=57)	+200	+305	643
<b>Attention Deficit and Disruptive Behavior Disorders</b>			
Yes (n=33)	0	+74	200
No (n=141)	+150	+266	565
<b>Chronic Health Issues**</b>			
Yes (n=32)	0	+43	163
No (n=142)	+152	+272	853
<b>Length of Stay* (r=0.1592)</b>			
Less than six months (n=62)	0	+77	200
6 to 11 months (n=41)	0	+265	643
12 months or more (n=24)	+366	+343	700

Note: Wilcoxon-Mann-Whitney tests were used to calculate differences in medians for all variables (with the exception of length of stay, which was computed using a pairwise correlation test). Q3-Q1 refers to the interquartile range (IQR), which is a measure of the difference between the third quartile (Q3) and the first quartile (Q1) values. Asterisks indicate statistical significance level (\*p<0.05, \*\*p<0.01).

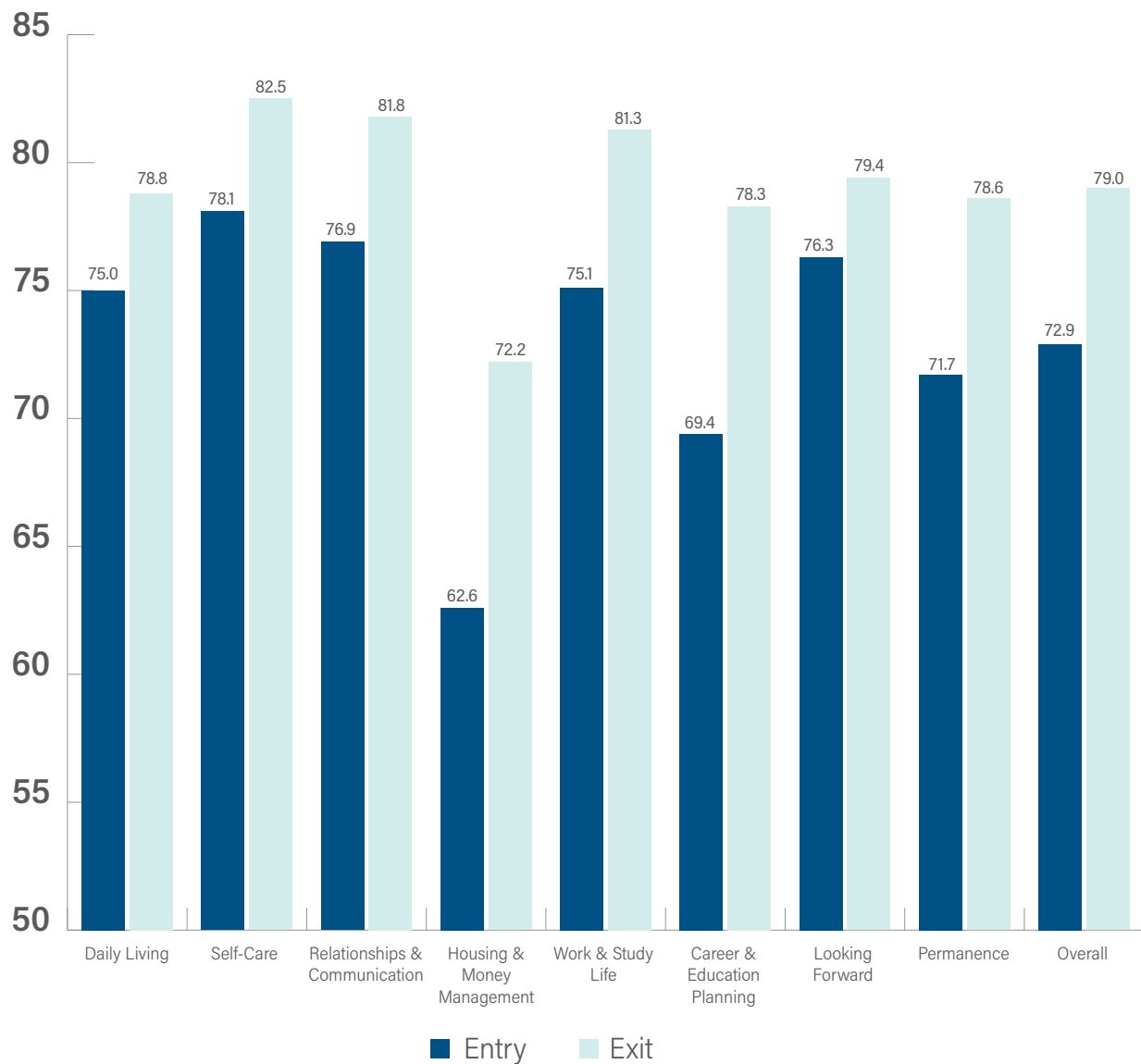
## Life Skills

As shown in Figure 3, all housing clients increased their average scores on the CLSCA from entry to exit on each domain and overall. The average overall CLSCA score increased by 6.1 points from entry to exit. The largest average increase was 9.6 points on the Housing & Money Management domain, which assesses competencies in the areas of banking and credit, finding and keeping affordable housing, budgeting, and living within one's means (Casey Family Programs, n.d.). The second largest average increase was 8.9 points on the

Career & Education Planning domain, which assesses competencies in planning for career and postsecondary education.

Table 14 shows that nonwhite and/or Hispanic clients had a higher average increase in life skills than white, non-Hispanic clients did. As with other outcomes, longer housing stays were associated with greater increases in life skills than were shorter housing stays. Clients without a record of substance use or a chronic health issue had larger gains in assessment scores than those who did.

**Figure 3: Casey Life Skills Caregiver Assessment Scores at Entry and Exit (n=68)**



**Table 14: Characteristics Associated with Change in CLSCA Overall Score While in Daybreak Housing (n=68)**

Characteristic	Change in Life Skills	
	Average	Std. Deviation
<b>Race/Ethnicity*</b>		
White, non-Hispanic (n=21)	+2.0	8.7
Nonwhite and/or Hispanic (n=47)	+7.8	11.6
<b>Substance Use at Entry OR Exit*</b>		
Yes (n=45)	+3.9	10.4
No (n=23)	+10.1	11.6
<b>Chronic Health Issues*</b>		
Yes (n=16)	+0.4	7.0
No (n=52)	+7.7	11.6
<b>Length of Stay* (r=0.2683)</b>		
Less than six months (n=30)	+1.7	10.2
6 to 11 months (n=15)	+8.2	11.5
12 months or more (n=23)	+10.1	10.4

Note: t-tests were used to calculate differences in averages for all variables (with the exception of length of stay, which was computed using a pairwise correlation test). Asterisks indicate statistical significance level (\*  $p < 0.05$ , \*\*  $p < 0.01$ ).

## Self-Care

Scores ranged from 44 to 100 on entry and 51 to 100 on exit; as shown in Table 15, the average score on the Self-Care domain rose 4.4 points to 82.5. As measured by the Self-Care domain on the CLSCA, clients increased their life skills related to physical and mental health by an average of 4.4 points ( $p < 0.01$ ). Table 16 shows the change in the ACSLA Self-Care score was positively correlated with clients' length of stay. Clients with a history of foster

care placement, group home placement, or adoption saw a larger average score increase than did clients without such a history. Clients who were parenting or pregnant upon entry into Daybreak housing, on average, saw smaller average score increases than clients who were not parenting or pregnant. Nearly 10 points separated the average increase in scores between clients using substances at exit and those who were not using. Finally, the presence of a chronic health issue reduced the average growth in scores by more than 8 points.

**Table 15: Scores on the Self-Care Domain from the Casey Life Skills Caregiver Assessment**

Outcome	Entry		Exit	
	Average	Std. Dev.	Average	Std. Dev.
Self-Care	78.1	14.9	82.5	15.0
Overall	72.9	12.3	79.0	14.1

**Table 16: Characteristics Associated with Change in CLSCA Self-Care Score While in Daybreak Housing (n=68)**

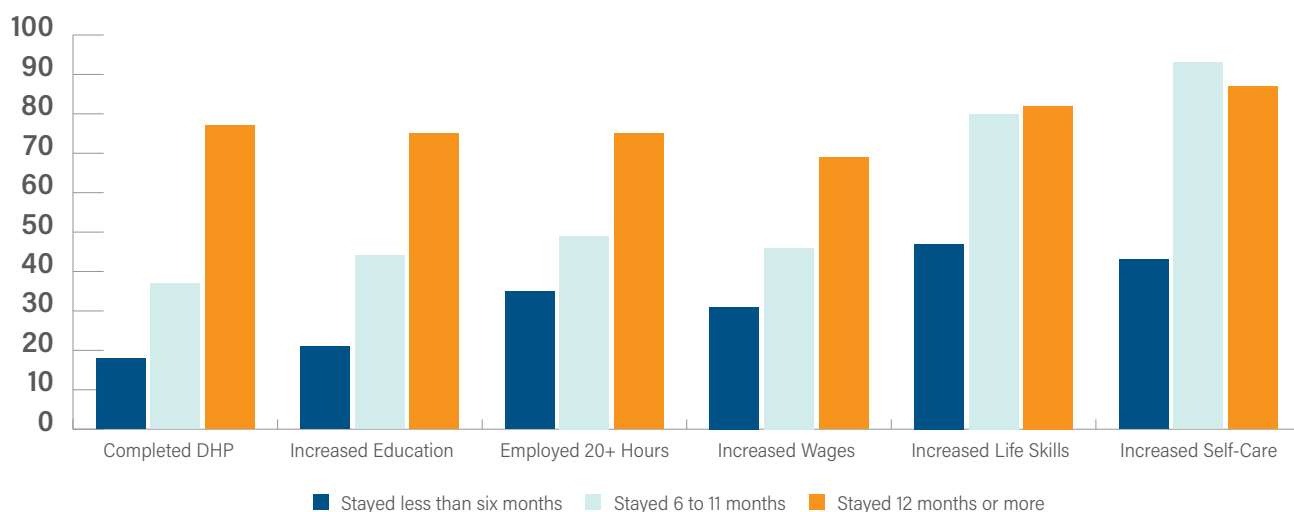
Characteristic	Change in Self-Care Life Skills	
	Average	Std. Deviation
<b>Pregnant or Parenting at Entry*</b>		
Yes (n=18)	+3.1	11.8
No (n=50)	+11.9	16.1
<b>Substance Use at Entry OR Exit*</b>		
Yes (n=45)	+6.3	13.5
No (n=23)	+16.1	17.3
<b>Chronic Health Issues*</b>		
Yes (n=16)	+2.9	13.0
No (n=52)	+11.6	15.7
<b>Length of Stay** (r=0.3854)</b>		
Less than six months (n=30)	+1.4	11.8
6 to 11 months (n=15)	+14.9	15.8
12 months or more (n=23)	+16.8	14.9

Note: t-tests were used to calculate differences in averages for all variables (with the exception of length of stay, which was calculated using a pairwise correlation test). Note: Asterisks indicate statistical significance level (\* $p < 0.05$ , \*\* $p < 0.01$ ).

## Summary

Figure 4 shows the percent of housing clients who left the program with a positive outcome in each of the six outcome categories, by the length of time the client stayed in the program. Across all variables, it is clear that clients who stay in the program for more than a year have substantially better outcomes than those who do

not. Finally, Table 17 summarizes the client characteristics that had a statistically significant impact on housing outcomes. As suggested by Figure 4, program length of stay was correlated with all six dependent variables. Substance abuse and chronic health issues were found to influence five of six outcomes, while being diagnosed with an attention deficit, conduct, and/or disruptive behavioral disorder was correlated with four.

**Figure 4: Percent of Daybreak Housing Clients Achieving Positive Outcomes by Length of Stay****Table 17: Statistical Significance of Relationship between Program Outcomes and Client Characteristics in Order of Number of Statistically Significant Relationships**

Characteristic	Completed Program	Increased Education	Employed 20+ Hours	Change in Wages	Change in Life Skills	Change in Self Care
Length of Stay	**	**	**	*	*	**
Substance Use	**	**	*		*	*
Attn. Deficit, Conduct & Disruptive Behavioral Disorder	**	*	**	*		
Chronic Health Issues			*	**	*	*
Race/Ethnicity	*	**			*	
Criminal History	*	**				
History of Emergency Shelter Stay	*	*				
Education Level	**					
History of Foster Care	*					
History of Sexual Abuse	*					
History of Physical of Sexual Abuse	*					
Gender		*				
Lived with Neither Biological Parent		*				
Prolonged Homelessness				*		
History of Couch Hopping				*		
Pregnant or Parenting at Entry						*

Note: Asterisks indicate statistical significance level (\*  $p < 0.05$ , \*\*  $p < 0.01$ ).



## Section Five

### Discussion

The purpose of this study was to describe youth enrolled in the Daybreak housing program and their rate of program completion, as well as results with respect to education, income and employment, self-sufficiency, and self-care upon exit from the program. Daybreak successfully transitioned almost all (97%) of its clients to a safe destination following their stay in housing, while nearly half (47%) of youth completed Daybreak's program. The longer housing clients remained at Daybreak, the more likely they were to succeed in each of the primary areas identified by Daybreak as critical outcomes for youth. This was the most consistent determinant of success in Daybreak housing.

These findings were similar to previous work examining comparable housing programs. Montgomery, Donkoh, & Underhill (2006) conducted a systematic review of studies that evaluated the effectiveness of Independent Living Programs (ILPs) targeted to youth aging out of foster care. The authors reported improved youth outcomes related to housing, education, employment, life skills, and health. Although encouraging, the findings were limited due to weak research methodologies. Another study conducted by Mares & Kroner (2011) also found that longer length of stays were associated with better employment and housing outcomes among youth participating in an independent living program in Cincinnati, Ohio.

While the body of research on youth homelessness is growing, there is a notable lack of empirical work on the impact of youth housing programs like Daybreak. Practical and ethical issues make experimental research designs challenging and service providers can be reluctant to participate in studies that involve random selection and control groups. Furthermore, there is little research on whether housing programs have a long-term impact. Daybreak leaders have found such data collection difficult due to youth mobility and unwillingness for former clients to revisit such a challenging time in their lives. Nevertheless, research on the impact of youth housing programs and the effect of such policies on long-term outcomes for youth is

important for shaping future policy, as well as securing and maintaining funding for such efforts.

The findings presented in this report are informative, however, there are some limitations to the generalizability of the results. First, there is no comparison group included in this evaluation, so it is not possible to discern the true impact of Daybreak housing participation on youth. Some of the changes in outcomes from start to finish could represent processes unrelated to Daybreak housing. Second, due to selection bias, findings cannot be generalized to all homeless youth. Individuals selected for the housing program are screened and reviewed by Daybreak staff and the continuum of care's centralized intake and referral process prior to entering housing. Youth who are suspicious of authority figures or social services agencies may be less likely to seek out assistance, and therefore may be under-represented in this study. Crucially, HUD's definition of homelessness further excludes youth who are couch-hoppers unless those youth spend at least one night on the streets or in a homeless shelter. This barrier may exclude some potential clients experiencing housing instability from entry into Daybreak housing. Further, as with any case study, the population and methods of data collection are unique to this setting, so broad extrapolation should be avoided. Finally, it is important to be aware that this analysis was bivariate in nature, meaning that it only compared one hypothesized cause with a given outcome; in other words, they do not control for other factors that could influence the relationship.

Based on the findings in this report, there are three key policy recommendations:

- 1. Allow youth experiencing homelessness to stay longer in transitional housing programs.***

The results show a positive correlation between length of stay and positive exit from the program, increased education, employment, wages, self-sufficiency, and self-care. Programs like Daybreak that serve youth experiencing homelessness should focus on providing stable housing for transitional

age youth. That being said, permanent housing for this age group may not necessarily be desirable, given that successful young adults often move frequently as a natural consequence of pursuing post-secondary education, a career, or military service. What this population does need, however, is predictability in housing availability and choice.

Transitional housing programs such as Daybreak provide a more supportive environment customized to the developmental needs of youth experiencing homelessness. The longer stay in this type of program was demonstrated to be beneficial and efforts should be pursued to explore ways to increase stability in this type of program. The benefits of longer stays have been demonstrated in Foyer model programs; studies of this model have shown success with time limits of 30 or 36 months (NYC CIDI, 2014).

While it is sometimes challenging to align various funding sources to provide housing and services, consensus among funding entities as to the type, length of benefits, and goals between systems may result in better long-term outcomes (Shan & Sandler, 2016). Potentially, alignment between program requirements, such as age limits and maximum duration, could allow for more flexibility for housing and service providers.

Finally, while the Housing First model has demonstrated effectiveness in stabilizing housing conditions for some populations, i.e., single adults with mental illness and substance abuse issues in urban settings, there is no clear evidence either way as to whether this efficacy extends to transitional age youth (Waagemakers Schiff & Rook, 2012). There may well be lessons worth applying from Housing First to stabilize housing conditions for this population, but they must be evidence-based and should not assume that transition-age youth will respond to programming in the same way as other populations.

## ***2. Increase the supply of affordable housing for youth exiting transitional housing.***

Although youth who become homeless face more barriers to housing stability than the inadequate supply of affordable housing, those youth who successfully complete a transitional housing program like Daybreak may be hit with sticker shock soon after leaving the program. Homeless youth can be put at risk of becoming homeless again when their Daybreak-funded rental subsidy expires. Many Daybreak clients are unable to locate independent housing upon exit (see Table 6); even among those who successfully completed the program, not all clients are able to locate housing they can afford, despite living in a relatively low-cost housing market.

Many Daybreak clients fall in the category of "extremely low-income" (ELI), meaning that they earn less than 30% of the area median. For a single adult in Montgomery County, this means making no more than \$12,500 per year (HUD User, 2016a). According to HUD, the fair market rent for an efficiency apartment in Montgomery County is \$506 per month (HUD User, 2016b), meaning that an ELI individual would be paying at least 49% of his or her income in rent.

An analysis (Urban Institute, 2015) highlights just how hard for this population to locate affordable housing. The 2011-13 American Community Survey estimates there were 28,044 ELI households in Montgomery County, yet only 8,869 units were affordable to that group, meaning that 68% of ELI households pay more than they could afford (i.e. no more than 30% of income). Were it not for various federal housing subsidies, that figure would be over 88%. With housing costs taking up such a large percentage of personal expenses, crowding out other needs like food and transportation, anyone could potentially become homeless—but those exiting a transitional housing program would be especially at risk.

### **3. *Expand community services for youth subpopulations.***

Daybreak has identified several populations of youth who may not qualify for or cannot fully benefit from Daybreak's services. Substance use, behavioral disorders, and chronic health issues were all correlated with less positive outcomes for youth across a variety of measures (see Table 17). These subpopulations could benefit from more specialized programming or more intensive services than what is offered by a typical transitional housing program. Further research is required to determine whether additional subpopulations, such as young parents and youth exiting the criminal justice system, may also benefit from targeted interventions.

## Section Six

# Roadmap to Youth Housing

### Understanding Housing Credits

#### How Housing Credits Work

The Low-Income Housing Credit program, created by the federal Tax Reform Act of 1986 and authorized under Section 42 of the Internal Revenue Code, provides a federal incentive to developers and investors to finance the creation and preservation of affordable rental housing for low- and moderate-income households. The housing credit program reduces investors' federal tax liability in exchange for financing the development of affordable rental housing. The investor provides a cash equity investment to subsidize the housing development, and in return, receives a dollar-for-dollar tax liability reduction—or tax credit—annually for 10 years. The financed projects must keep rent affordable for low-income tenants for 30 years after completion. Housing credits may be combined with other federal subsidies, and are meant to help developers attract outside investment for their projects. For instance, Daybreak's \$1.8 million allocation of housing credits comprised just 18 percent of its total construction budget.

There are two types of housing credits, generally referred to as "9 percent" and "4 percent" credits. The IRS gives state housing finance agencies—like OHFA—a fixed amount of the more valuable 9 percent credits based on the state's population. Currently, that figure is \$2.30 per person per year; credits are awarded over a ten-year period. For Ohio, this comes out to \$26.6 million in annual credits, or \$266 million overall, in 2015. The credits are then allocated to developers through a competitive process described in each state's Qualified Allocation Plan (QAP); typically, requests for credits outstrip supply three to one. The less valuable 4 percent credits are issued on a non-competitive basis.

Although states must adhere to federal guidelines, housing finance agencies have flexibility and discretion in deciding how to prioritize the distribution of its credits. Ohio's priorities have evolved through the years along with the state's housing needs. Daybreak CEO Linda Kramer has witnessed the evolution of the program herself. In 1993, when she served as YWCA of Dayton's Executive Director, Kramer oversaw an award-winning project that received \$2.9 million in housing credits to construct 96 single-room occupancy (SRO) units to childless women who had experienced homelessness.<sup>9</sup> At that time, the State of Ohio had already identified "permanent affordable housing for homeless families or single-room occupancy housing (SRO) for homeless individuals" as one of its housing needs and priorities (Ohio Housing Finance Agency, 1993). In 2006, OHFA set aside up to \$1 million in credits for permanent supportive housing projects for individuals experiencing homelessness who qualified for assistance through HUD's Shelter Plus Care program and/or had one or more of the following characteristics: physical, mental, or developmental disabilities; substance abuse problems; HIV-related diseases; or chronic unemployment.

Congress mandates that 10 percent of the annual credit authority be reserved for non-profit housing organizations that materially participate in the development and operation of qualified low-income housing projects. This mandate helps ensure that nonprofit entities like Daybreak and the YWCA can compete with private, for-profit developers for housing credits. Since 1987, the housing credit program has given state and local credit-allocating agencies nearly \$8 billion to issue tax credits to developers (U.S. Department of Housing and Urban Development, 2014). As the only allocating agency in Ohio, OHFA has allocated credits to develop more than 100,000 affordable rental units in the state over the past 27 years.

<sup>9</sup> In 2014, OHFA awarded another \$9.2 million in housing credits to YWCA Dayton to rehabilitate and redevelop the units into 65 efficiency and 1-bedroom PSH apartments.

### ***Applying for Housing Credits***

The application process for housing credits is extensive and varies greatly from state to state, so it is recommended that applicants seek experienced development partners, legal and accounting counsel to ensure compliance with all program requirements. For example, the 2015 application process for the State of Ohio required a proposal summary, completion of a lengthy scoring workbook and development budget, evidence of site control and multifamily zoning, a professional market study, a supportive services plan, preliminary architectural plans, a Design and Construction Features agreement, an Environmental Site Assessment, adherence to LEED or Enterprise Community Green standards, project capital needs and a scope of work, public notification, and utility allowance information. A list of Housing Credit allocating agencies with links to each agency's allocating guidelines is available at the [National Council of State Housing Agencies](#).

For Daybreak, building a relationship with OHFA in advance helped the organization to explain its vision and navigate the application process. Homeless youth organizations in states that do not already have a set-aside for housing for homeless in the QAP should consider reaching out to the state allocating agency. This would allow program leadership to discuss whether and how such a housing project could help the state meet its housing needs, and if so, what changes might be needed to allow such a project to receive funding. Ultimately, Daybreak received an allocation of \$1.8 million in housing credits to be disbursed over 10 years at \$187,136. To raise equity capital for the development of Opportunity House, Daybreak then sold the rights to its housing credits to a syndicator, OEF Fifth Third Fund I, LLC, and used the capital to begin construction.

### ***"Saving a Generation"***

Building housing for homeless youth starts with a vision but ends with the bottom line. One of Daybreak's most striking features is the way its administrators have woven together a variety of funding sources to accomplish its mission and programmatic goals. Housing credits do not cover the entire cost of a housing project, so Daybreak was required to raise additional capital to construct Opportunity House.

### ***The Housing Credit "Student Rule"***

The \$1.8 million in housing credits allocated to Daybreak helped pay for Beachler Apartments, the Step One congregate-care portion of its two-step housing model, but Section 42 of the Internal Revenue Code, which governs the Low-Income Housing Credit program, specifies that housing credit units cannot be occupied by full-time students. This provision is fundamentally at odds with the Daybreak's goal of increasing educational attainment among its homeless youth population, so Daybreak raised additional funds to pay for four non-housing credit units to house homeless youth who are also full-time students. The apartments are identical to the housing credit-funded units and youth who occupy units participate in the same programming and adhere to the same rules as occupants of the housing credit units do. However, the units are located on a separate floor from the housing credit units to provide both physical space between the units and avoid any confusion or appearance of mixing funding streams.

Several bills attracting bipartisan support have been proposed in Congress to remove this rule from statute. Recently, Sens. Rob Portman (R-OH) and Al Franken (D-MN) introduced the Housing for Homeless Students Act of 2014 (S.2723) to allow full-time students who recently experienced homelessness to reside in housing credit units (Rob Portman United States Senator for Ohio, 2014).

Daybreak began its project with a case statement. The organization wanted its vision to be bigger than just a building, and they aimed to drive home the message to potential donors that Opportunity House was ultimately about improving outcomes for troubled children and youth. They named their campaign "Saving a Generation," and hired a consultant to conduct a feasibility study. The study determined that Daybreak would need to raise approximately \$4 million.

The first phase of the campaign was conducted quietly, behind the scenes. Daybreak leaders met one-on-one with potential individual donors, starting with those who were thought to have the highest capacity to and the greatest likelihood of giving. Daybreak started with what was described as a good donor base, but identifying



those who could contribute six figures or more was still a difficult task.

At the same time, Daybreak leaders began preparing written proposals to corporations, foundations, and public funding sources. In 2005, Daybreak secured a three-year, \$1.2 million dollar grant award from HUD to support operations for 24 units of transitional housing. This grant provided significant leverage to attract other funds and donations to the project. In July 2006, Daybreak received notification that its application for housing credits had been approved by OHFA, which helped anchor its campaign and attract additional interest and dollars to the project.

Daybreak hosted a number of fundraisers and lobbied to become the recipient of local fundraisers and charitable events in an effort to broaden community support and attract small and large donations. By the time the foundation was poured for the building's expansion in the summer of 2007, Daybreak was within striking distance of its \$5.5 million private fundraising goal. Local reporters wrote a number of articles about the project in the *Dayton Daily News*, some with direct appeals to the public for financial support and others advertising fundraising events that would support Daybreak. The numerous fundraising efforts and small dollar donations added up to \$500,000. Other significant funding came from the Federal Home Loan Bank, Montgomery County, the City of Dayton, and a \$600,000 loan through OHFA's Housing Development Assistance Program (HDAP).

### ***Daybreak's Opportunity House Funding Sources***

\$5.5 Million	Private Capital Campaign
\$1.8 Million	LIHC Program
\$750,000	FHLB Affordable Housing
\$600,000	Ohio HDAP
\$315,000	County and City
\$200,000	HUD Appropriation
\$500,000	Other Sources

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<b>\$9.7 million</b>	<b>Total Project Cost</b>
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According to Daybreak staff, asking for donations was easy. The community was already supportive of Daybreak, and the potential impact of Opportunity House was simple to understand. Even so, the last \$1 million of the campaign was the most difficult to raise, and the original estimate of the amount needed to complete construction turned out to be too low.

## How to Build Youth Housing

With 40 years of experience, much of Daybreak's youth housing has been part of an evolution. However, when Daybreak obtained its Patterson Boulevard facility, now known as Opportunity House, in 2006, the Daybreak team had the chance to make deliberate and purposeful choices about how to build and design its new facility. The following paragraphs provide a discussion of primary considerations and lessons learned by Daybreak staff in building housing for homeless youth.

### Getting Started

Before laying a single brick, an organization considering constructing a youth housing project should answer the following questions:

#### *Who do you want to serve, and why?*

As discussed in Section 3, homeless youth are a heterogeneous group. Daybreak has continued to explore whether all youth may be served under a single model or whether certain subgroups may be better served separately from the general population of homeless youth. For instance, Daybreak made the determination in 2011 that its original 50 Theobald Court facility, which was initially slated to be sold to help fund the construction of Opportunity House, could be used to offer a tailored program for homeless youth suffering from severe and persistent mental illnesses. Thus, Alma's House was born, and while participants in the program have access to many of the same supportive services available to participants in Daybreak Housing Program, such as the Employment Program and the Coffee House, Alma's House residents receive a more intense schedule of counseling and basic skills training than do Daybreak housing program residents. However, as previously noted, Alma's House is not a treatment facility and is not equipped to serve youth who are so severely impaired that they will likely require 24-hour supervision for many years or even a lifetime.

There is evidence that other subpopulations may benefit from tailored programs or from separation from the general homeless youth population. For instance, recent reports have called for an increase in housing programs specialized in serving LGBTQ

youth (Woronoff, et al., 2006; Morris, 2014). Pregnant and parenting homeless youth may also benefit from specialized programs.

Another subpopulation of homeless youth who may benefit from specifically tailored services is youth exiting juvenile detention. A study of youth released from juvenile detention facilities in the State of Washington found that 26 percent become homeless within a year of release, and those who become homeless after incarceration are more likely to reoffend (Shah, Black, Felver, Albrecht, & Beall, 2013).

Providers who wish to serve homeless youth broadly must take into consideration whether certain subpopulations will thrive in a general care setting and whether those subpopulations may need additional support services.

#### *What are your desired outcomes, measurable objectives, and measurement tools?*

To answer this question, Daybreak worked with researchers to put together the Daybreak Logic Model (see Appendix A). Once settled on a logic model, Daybreak obtained a client management system called Apricot—a low-cost system designed for non-profit organizations—to store the data it collected.

The exercise of identifying outcomes, choosing measurements, implementing measurement tools, and developing a process for collecting client data can seem tedious and perhaps insignificant compared to the important day-to-day work of trying to transform the lives of troubled youth. As a result, many non-profits shortcut or sidestep data collection, but that decision can be detrimental to future organizational development for several reasons:

- Board members, funders, donors, investors, and the public want to see the results of their financial contribution. While individual success stories from clients are compelling, they do not explain the overall impact of the program.
- Data can help an organization uncover trends among youth, such as shifting demographics, increased substance use, or a decline in positive outcomes among subpopulations so that organizational leaders may adjust its programming accordingly.

- A lack of reliable information on homeless youth and in particular, the impact of housing intervention programs like Daybreak's two-step model, have made it difficult for advocates to make recommendations to policymakers on the best strategies for achieving the ultimate goal of preventing and ending youth homelessness.

### ***What evidence-based practices will you use?***

Evidence-based practices for working with homeless youth range from design considerations, to case management, to programming, to the overall housing model. While research on these topics is still evolving, there are several evidence-based practices used by Daybreak to serve its clients. Collecting data and information on the use of these practices and analyzing the results overtime can also help practitioners determine which practices to continue using, refine, or discontinue. Among the evidence-based practices employed by Daybreak are:

- Implementing a **housing continuum** that includes street outreach, emergency shelter, and a two-step transitional housing model;
- Integration of **cognitive behavioral therapy** (CBT), a clinical psychological approach that aims to solve problems associated with dysfunctional emotions, behaviors, and cognitions, into case management (Community Research Partners, 2012; National Association of Cognitive Behavioral Therapists, 2014);
- Using a **Trauma-Focused CBT** therapeutic approach for youth with behavioral and/or emotional issues related to a history of trauma (Community Research Partners, 2012)
- Creating a **contingency management system**, such as Daybreak Dollars, to reward positive behaviors

### ***What partners do you need?***

Daybreak's youth housing program was developed with a raft of partners who have been, and are, instrumental in providing everything from funding to employment opportunities to the housing units themselves. The ambitious project of building housing for homeless youth cannot be done alone.

Daybreak partners with area nonprofits and service entities that provide referrals to health care providers, to local government agencies. For a complete list of Daybreak's primary partnerships, see Year One Process Evaluation (2012, pp. 46-48).

### ***Design Considerations***

For Daybreak, the opportunity to construct new housing units for its young clients was a chance to meaningfully consider the design and structure of the apartments. How big should they be? What features should they include? What safety features would be necessary to protect the population Daybreak served? The following topics are recommended for consideration for developers constructing housing for homeless youth.

#### ***Location***

Daybreak knew it needed to expand its facilities, but deciding where it should go was not immediately clear. In the past, Daybreak had encountered resistance from neighbors weary of youth considered delinquent, drug addicted, or worse. Daybreak considered more than 20 locations in the Dayton area before selecting its Patterson Boulevard location. Daybreak faced an uphill battle in locating a neighborhood that would be welcoming at a time when the community was concerned about social service agencies clustering in certain Dayton neighborhoods (Smith, 2005). Other homeless shelters were facing organized opposition to their relocation plans as Daybreak searched for its new home. Opponents argued that because homeless youth came from all around the region; therefore, it was unfair to the City of Dayton to house them in a Dayton neighborhood.

Nevertheless, Daybreak leadership began making presentations to local neighborhood groups arguing that Daybreak could serve as a positive anchor in a neighborhood rather than a weight on area property values. Moreover, Daybreak argued that its structured and voluntary program aimed at engaging youth positively in the community rather than serving as a flophouse.

Ultimately, that argument won over residents in a part of town that had been heading downhill in recent

years where Daybreak's proposal to renovate the old building was seen as a benefit to the city and the neighborhood.

### **Number and Type of Units**

Daybreak leadership knew it wanted to provide a more structured level of transitional living for its youth to complement its scattered-site housing, but determining how many and what type of units to provide depended on demand, available space, funding, and operational capacity.

Although demand for homeless youth housing can seem overwhelming, it is dictated by a number of external factors, such as youth eligibility for housing. Second, while Opportunity House is large at 50,000 square feet, the building accommodates an emergency shelter and commercial kitchen; a street outreach area with lockers, showers, and laundry facilities; the Daybreak offices; common areas for youth; a front desk and lobby; and a basement with a common area, storage, and pantry. With all of that packed into one building, 24 units was a good fit for the available space.

Daybreak's successful capital campaign ensured that funds were available to construct the necessary units, but the up-front cost was not the only consideration when deciding how many units to build. Daybreak must be able to afford to maintain the units over time, and therefore each new unit added to Daybreak's future operational budget. Daybreak maintains an 8 to 1 ratio of youth to staff, and each staff person must undergo a rigorous background check, training, and continuing education. Rental subsidies, support services, and programming must be available to each youth participant, so each additional unit adds facilities, programming, and payroll costs to Daybreak's budget.

In addition to determining the appropriate number of units to build, Daybreak had to decide what type of unit (single-room occupancy, efficiency, one-bedroom, etc.) was a best suited to serve its target population. Daybreak opted for 350-480 square foot efficiency units that are suitable for a single occupant or a single youth with a child up to age three. A program interested in accommodating larger households

headed by youth might consider operating larger units<sup>10</sup>, whereas single-room occupancy units might be appropriate for other youth populations or for serving homeless youth in densely populated areas.

An additional wrinkle to determining how many units to build was the rule that full-time students may not live in a housing credit-funded unit, so funding had to be set aside to build additional units using a separate funding stream to ensure that homeless youth striving to further their education were not excluded from housing.



*The Toddler Play Area located in Opportunity House. Parenting youth with children under three years old may reside in one of the transitional living program's larger efficiency apartments.*

### **Security, Visibility, and Keys**

Driving most design considerations for homeless youth housing is the element of safety. Opportunity House residents enter the building through a secure lobby. Access to common areas, offices, and other parts of the building is restricted by a secure key fob, and video cameras monitor all common indoor space, stairwells, and outdoor space. Many youth in Daybreak's housing programs have experienced trauma and abuse, and it is therefore important that youth staying in the shelter, a Daybreak housing unit, or just dropping by Opportunity House to visit feel safe. Daybreak's housing units are housed on the second floor and in a separate wing of the first floor, and both areas are accessible only with a personalized, coded key card.

<sup>10</sup> Some of Daybreak's scattered-site units are larger than 480 square feet to accommodate youth with older or multiple children.

Common areas that provide space for youth to congregate are important for helping encourage socialization and connection among residents. However, Daybreak recommends that public areas be highly visible to discourage drug activity, sexual behaviors, violence, and bullying. Group rooms and offices should be designed with windows in the doors. Outfitting indoor and outdoor spaces with video monitoring equipment is critical for eliminating blind spots that could reduce safety. Moreover, Daybreak notes that it uses its video monitoring system to review fights, drug deals, vandalism, and other issues regularly. The system both protects staff against unfounded complaints and youth against staff abuse.

Other safety precautions must be considered when units house youth with small children. Daybreak offers parenting classes to its parenting youth, and a common play area is open to those children. Daybreak also provides volunteer babysitters when youth attend programs within the building. Youth who leave their child with a Daybreak babysitter must take a monitor with them, and Daybreak rules mandate that children never be left in an apartment by themselves. In addition, Daybreak made a deliberate design decision to keep bathtubs out of housing units. Showers are available within the units, but parents must bathe their children in a separate area supervised by staff to ensure the children are properly monitored in the tub.

### **Fire Safety**

Fire safety was another key design consideration for Daybreak housing apartments. Youth living in those apartments may have little or no experience cooking for themselves, and their inexperience can be a safety liability in apartments equipped with ovens, stoves, and microwaves. Therefore, each unit is equipped with sprinklers and smoke detectors, and signs posted in the apartments remind youth not to leave the stove or oven unattended while in use. Youth are required to take a Life Skills class prior to moving into a housing unit.

### **Appliances and Furnishings**

Each housing unit at Opportunity House is fully furnished with a bed, table and chairs, chest of drawers, sofa, and closet. Appliances include a range,

microwave, and refrigerator, and each unit has its own bathroom. Units housing parenting youth also include a crib and a high chair. Each apartment has a window, smoke alarms, and evacuation plans; all are fully accessible for youth experiencing mobility impairment.

### **Common Space**

Daybreak youth living at Opportunity House have onsite access to laundry facilities, a computer room with internet access, and common areas both indoors and outdoors.

The building has undergone two renovation projects since its 2008 completion. First, Daybreak revamped its lobby to improve security. Bullet-resistant glass and drywall was installed around the administrative desk and a metal detector was added. Visitors enter Opportunity House through a screening vestibule that leads to a welcome lobby, which is in turn connected to the shelter wing through a second secure entrance.

The second renovation project combined three counseling rooms to create a new Street Outreach Engagement Center that gives homeless youth who are not staying in Daybreak's emergency shelter or participating in the housing program. This center allows youth to get food and access laundry facilities, storage, and showers. Youth may also meet with a Daybreak staff person for an orientation or assistance applying for or accessing services such as food stamps and counseling. The new outreach center opened December 2014.

### **Construction Project Tips**

Once funding is secured, programming questions have been examined, and design plans have been made, it is finally time to put on a hard hat and start breaking ground. When Daybreak speaks to other organizations interested in starting a new construction project, it offers the following advice:

### **Know Mandatory Reporting Requirements**

Projects funded through Low-Income Housing Credits are subject to a number of reporting requirements. If housing credit-funded units are part of a larger project, as they are at Opportunity House, the costs associated with housing credit units must be invoiced and paid



separately from other project costs, and both hard and soft costs must be tracked. To comply with those requirements, Daybreak separated costs associated with the second floor of Opportunity House—where the housing credit units are located—from the rest of the building. Daybreak prorated its building systems costs (e.g., elevator, roof, HVAC, plumbing, etc.) by square footage, attributing 30 percent of the costs to Opportunity House, LLC, for the housing credit units and 70 percent to Daybreak for the rest of the building. At the end of the project, an outside auditor is required to conduct a financial cost certification. Each year, Opportunity House, LLC must have its own audited financial statements, which are separate from Daybreak's financial statements. In addition, Daybreak complies with reporting requirements for funds received from the Federal Home Loan Bank and must stay in compliance with tenant eligibility requirements, which are periodically audited.

#### ***Budget At Least 20 Percent for Contingency***

Contractors typically budget between 12 and 15 percent for a contingency fund to cover unexpected construction issues. Once an organization agrees to a set of design plans, anything that is added to or changed on the plans is considered a change order. Each change order comes with a price tag, so Daybreak recommends adding five to eight percent to the contingency to cover any change orders that an organization might want to make during construction.

#### ***Add At Least Six Months to the Timeline***

It is commonly understood that construction projects tend to take longer than originally projected. Daybreak advises organizations against assuming that they will be the exception, particularly if they are renovating an existing building rather than constructing a new one.

#### ***Double Your Replacement Reserve***

After 30 years of experience in youth housing, Daybreak has learned that the wear and tear on youth housing is much greater than in other housing projects. Consider a college dorm room or an emergency shelter for youth as a guide for how much an organization should put into its replacement reserve.

## **Return on Investment**

Of primary importance to those interested in investing in a youth housing program is the return on investment. How much will it cost and how does that compare to what it would cost the community to care for these youth in the absence of a youth housing program?

Like other programs that invest in at-risk children and youth, the primary financial benefit of investing in youth housing is cost avoidance. The idea is that by providing housing and other resources to homeless youth, the community ultimately saves money by avoiding costs associated with emergency shelter stays, incarceration, emergency room visits, and lost wages. Several studies quantify those costs in various ways, although more research is needed to understand the true return on investment for transitional housing programs for homeless youth.

Existing research examines the cost of homelessness in general or services to youth aging out of foster care rather than focusing specifically on the homeless youth population. An issue brief (Jim Casey Youth Opportunities Initiative, 2013) estimates the cost of “bad outcomes,”—i.e., failure to complete high school or earn a GED, becoming pregnant by the age of 21, and involvement in the criminal justice system—for youth who age out of the foster care system, a group constituting 28 percent of Daybreak youth. The report finds that each cohort of 26,000 youth nationwide who age out of the foster care system annually costs \$7.7 billion each year in lost wages and taxes, early childbearing, and criminal involvement.

A study (Spellman, B., Khadduri, J., Sokol, B., Leopold, J., & Abt Associates, Inc., 2010) reviewed the costs associated with the use of services by families and individuals experiencing homelessness for the first time. The study examined costs in six communities to help assess the value of public interventions that seek to help avoid these costs. The study found that the average housing cost per person ranged from \$1,634 to \$2,308 for individuals and \$3,184 to \$20,031 for families with wide variation depending on location, pattern of system utilization, systems accessed, and data availability. The study did not examine the cost-effectiveness of housing interventions and did not specifically examine youth homelessness.

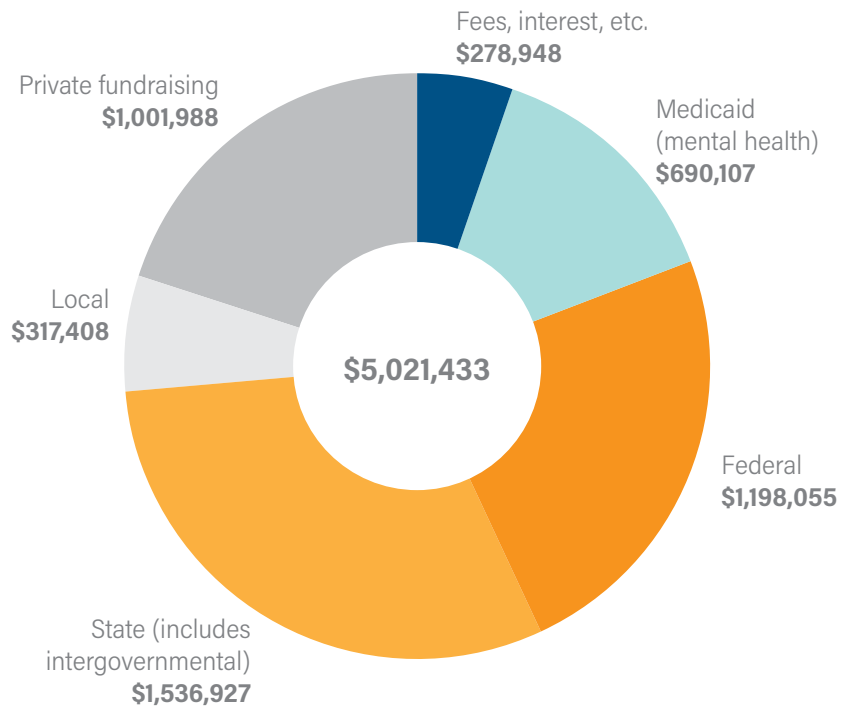
## Daybreak Operating Revenue and Expenses

In its early years, Daybreak employed approximately seven full time staff and had an operating budget of \$85,000. Daybreak's annual operating budget has grown considerably over the years, and was \$5,400,742 for Fiscal Year 2015 (FY15). Daybreak's operating revenue (Figure 5) includes private donations and grants, revenue from Lindy's Bakery sales, and a variety of federal, state, and county public sources. Daybreak's FY15 operating expenses (Figure 6) are broken down among administration, housing, emergency shelter, street outreach, and Alma's Place.

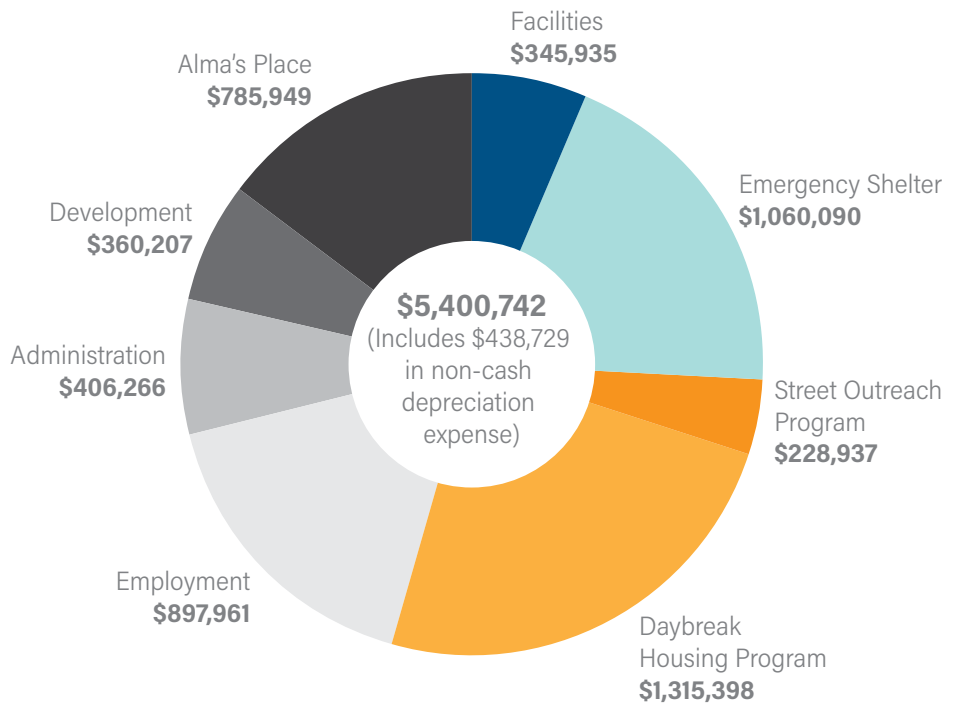
### Daybreak Cost Comparison

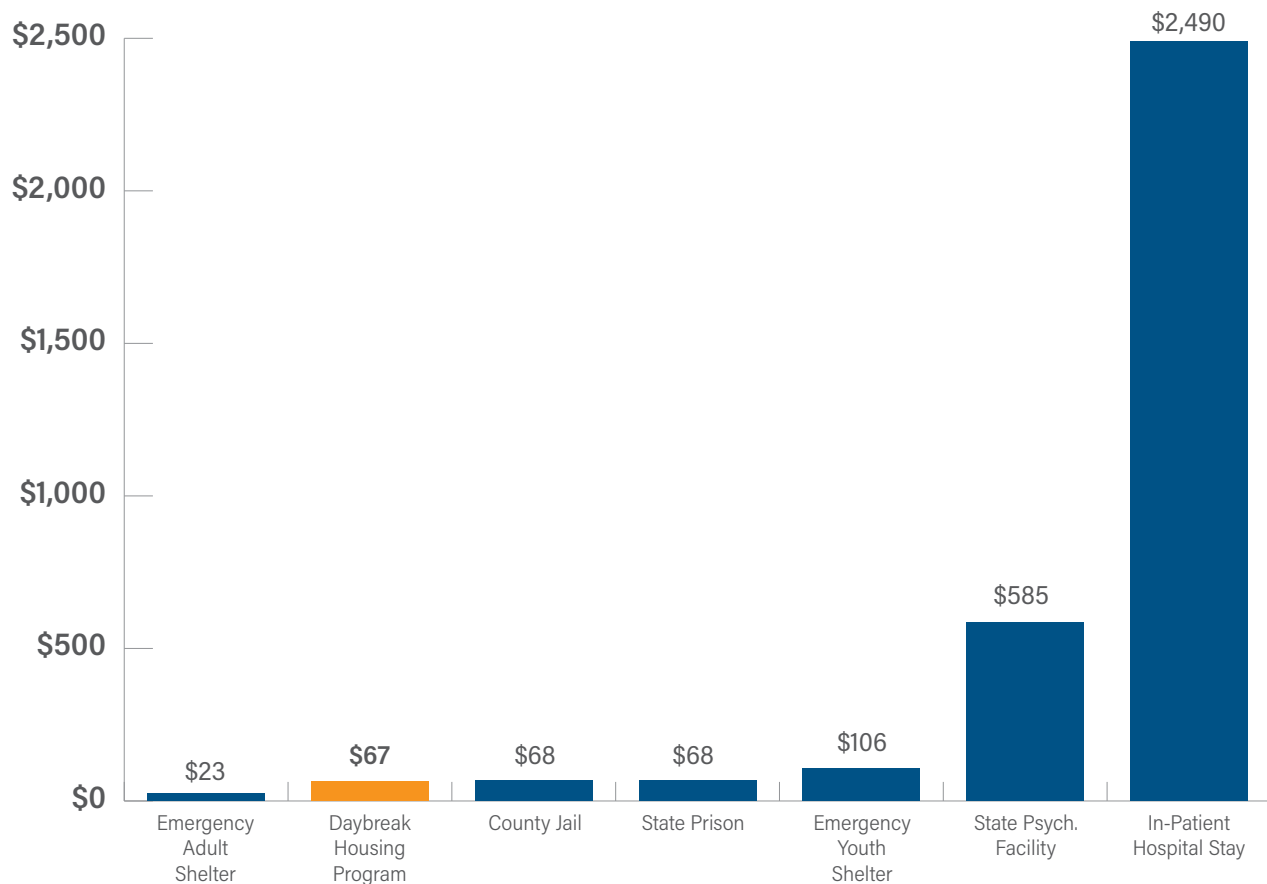
It is important to emphasize that money spent on operating a program like Daybreak's housing program is not allocated in a vacuum, but rather within a context of other settings in which youth experiencing homelessness could find themselves. In short, someone experiencing homelessness may encounter the criminal justice, emergency shelter, and/or health care system(s). Not only does Daybreak offer a wide variety of services for its clients that assist their personal, academic, and employment readiness, but it also does so at a cost that is less than alternative arrangements. This is highlighted in Figure 7.

**Figure 5: Daybreak Contributions and Revenues, FY 2015 (unaudited)**



**Figure 6: Daybreak Operating Expenses, FY 2015 (unaudited)**



**Figure 7: Cost per Person per Day, Housing and Alternatives**

As noted in the discussion of Daybreak's budget, \$1.32 million was spent on Daybreak housing in the previous fiscal year. If one divides this figure by 365 days per year, then by the 54 available units housing one client each (24 at Opportunity House and 30 off-site), it can be computed that the program costs \$67 per client per day to operate. This cost is slightly lower than what is spent being housed by the criminal justice system. Statewide, the average inmate housed in full-service city and county jails cost \$68 per inmate per day, according to the Ohio Department of Rehabilitation and Correction (Adams, 2015). Prison costs are more variable, due to varying levels of security, but across all state correctional institutions, Ohio spends exactly the same amount—\$68 per inmate per day—housing that population (Ohio Department of Rehabilitation and Corrections, 2014).

It costs an average of \$23 per night per client to operate Dayton's adult emergency shelter, St. Vincent de Paul. The average cost varies by gender—\$18 per night at the single men's shelter, and \$29 at the women and family shelter. The shelter itself does not provide any supportive services or case management; those services are instead

provided by a separate non-profit, and thus the cost of those services is not included in the operating cost. For comparison, Lighthouse Youth Services in Cincinnati operates an emergency shelter for youth at a cost of \$106 per night, which includes the cost of supportive services. Lighthouse's emergency shelter is available for youth under the age of 18, so it would not be considered an alternative to Daybreak housing for the vast majority of participants. In 2014, Daybreak's emergency shelter expenses totaled \$1.06 million; divided by 365 and 18 (Daybreak's maximum client capacity), the average cost per night to stay in Daybreak's emergency shelter, which is available to youth aged 10 to 19, was \$161.

If a mentally ill homeless youth comes to require admission to a state psychiatric facility, costs increase dramatically. According to data from the Ohio Department of Mental Health and Addiction Services, expenditures for those housed in their facilities equates to \$585 per patient per day, over nine times the average daily cost of Daybreak (Ohio Mental Health & Addiction Services). It is even costlier when a youth experiencing homelessness develops an acute medical condition

that requires inpatient hospitalization. The average daily cost of such care in Ohio is \$2,490, nearly 40 times as expensive as Daybreak (Henry J. Kaiser Family Foundation, The, n.d.).

Overall, then, Daybreak housing is less costly for taxpayers than most of the other places homeless youth could find themselves and provides services designed to prevent future incarceration or hospitalization. Proper frameworks make it possible to divert youth to appropriate supportive services before such measures must be taken. Indeed, these findings are in line with studies of the general population of persons experiencing homelessness, where the costs incurred by society are far greater by not providing services than it would be to simply operate a permanent supportive housing program<sup>11</sup>.

## How to Operate Youth Housing

Constructing the housing facility is of course, just the first step to building a homeless youth housing program. To support its operation, Daybreak blends multiple funding streams, which requires balancing and complying with varied and sometimes competing regulations. Combining funding streams can become challenging as each source has its own grant applications, reporting requirements, site reviews, and programmatic policies.

### Blended Funding Challenges

Daybreak's primary funding streams come from HHS, HUD, and the IRS. HHS administers RHYA programs, including TLP. HUD administers the McKinney-Vento Supportive Housing for Homeless program, HOME, and CDBG (see Table 18). IRS guidelines dictate the use of housing credits, and OHFA is responsible for ensuring that Daybreak complies with housing credit regulations. Daybreak also maintains compliance with the Federal Home Loan Bank (FHLB) Affordable Housing Program, several smaller government and nonprofit grant programs, as well as multiple accreditations and certifications.

**Table 18: Sample of Daybreak Federal and State Funding Sources**

Agency	Grant Program	Authorizing Legislation
HHS	RHY Emergency Shelter	Juvenile Justice and Delinquency Prevention Act of 1974 (PL 93-415)
HHS	RHY Transitional Living Program	Juvenile Justice and Delinquency Prevention Act of 1974 (PL 93-415) – 1988 Amendment
HHS	RHY Street Outreach	Violent Crime Control and Law Enforcement Act of 1994 (PL 103-322)
HUD	McKinney-Vento Emergency Shelter Grant	1987 Stewart B. McKinney Homeless Assistance Act (PL 100-77)
HUD	McKinney-Vento Continuum of Care Program	1987 Stewart B. McKinney Homeless Assistance Act (PL 100-77)
HUD via County	HOME Investment Partnerships program	Cranston-Gonzalez National Affordable Housing Act, Title II (PL 101-625)
HUD via County	Community Development Block Grant	Housing and Community Development Act of 1974 (PL 92-383)
FEMA via United Way	Emergency Food and Shelter National Board Program	Jobs Stimulus Bill (PL 98-8); McKinney Vento Homeless Assistance Act (PL 102-550)
IRS	Low-Income Housing Credit	Tax Reform Act of 1986 (PL 99-514)
U.S. Dept. of Justice via Ohio Attorney General	VOCA Grants for Advocates	Victims of Crime Act of 1984 (PL 113-276)
Ohio Development Services Agency	Homeless Crisis Response Program	Ohio Revised Code 174.02

<sup>11</sup> For example, The Cost of Long-Term Homelessness in Central Florida found that each person experiencing chronic homelessness generates an average annual cost to the community of \$31,065, more than three times the average cost per unit to operate permanent supportive housing in the area (\$10,051) (Shinn, 2014).

***The Runaway and Homeless Youth Act (RHYA) Grant***

Over the years, Daybreak expanded as new funding became available through the **Runaway and Homeless Youth Act (RHYA)**, a federal law that authorizes grant funding for programs that serve homeless youth (see Figure 8). First passed by Congress in 1974, RHYA provides funding for emergency shelters; individual, family, and group counseling; street-based services; home-based services for families with youth at risk of separation from the family; drug abuse education and prevention services; and testing for sexually transmitted diseases. In 1988, an amendment to RHYA created the Transitional Living Program for Older Homeless Youth. When the administering agency, Family & Youth Services Bureau (FYSB)—a branch of the U.S. Department of Health and Human Services—issued its first grants for Transitional Living Programs in 1990, Daybreak was among the recipients. Today, Daybreak administers three programs partially funded by RHYA—its Emergency Shelter, the Transitional Living Program, and the Street Outreach Program. RHYA dictates two important parameters of Daybreak's housing program: services are limited to youth ages 16 to 21, and the maximum length of stay is 18 months. RHYA funds are awarded directly to Daybreak. RHYA grant recipients must submit reports to FYSB twice a year.

***The McKinney-Vento Homeless Assistance Act of 1987***

Other funding streams proved instrumental to supporting the activities of Daybreak. In 1987, Congress enacted and President Reagan signed into law the **McKinney-Vento Homeless Assistance Act of 1987** (PL 100-77). The McKinney-Vento Act was a landmark piece of legislation in the fight to end homelessness. Title II of the Act established the National Interagency Council on Homelessness, which was created to coordinate the Federal response to homelessness. Title IV created several programs to be administered by the U.S. Department of Housing and Urban Development (HUD), including Continuums of Care (CoC) programs, the Emergency Shelter Grant Program, the Supportive Housing Program, and the Shelter Plus Care Program. McKinney-Vento Act Title VII also established the Education of Homeless Children and Youth Program, which is administered by the U.S. Department of Education and aims to overcome barriers to providing education to homeless children and youth.

The McKinney-Vento program has been amended five times, most recently with the passage of the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009. The HEARTH Act expanded HUD's homelessness programs and put new emphasis on rapid re-housing and permanent supportive housing as solutions for ending homelessness. The HEARTH Act re-named the Emergency Shelter Grant, used by Daybreak to fund its Emergency Shelter since 1995, to "Emergency Solutions Grant" as the program broadened to encompass homelessness prevention and rapid re-housing in addition to emergency shelter. It combined the Shelter Plus Care and Supportive Housing Program under the umbrella of the Continuum of Care Program. It also updated the definition of homelessness by allowing grantees to use funding for people who are homeless under definitions used by other federal agencies.

In contrast to RHYA, HUD considers young adults up to age 24 to be "youth" (HUD Exchange, n.d.) and allows for a 24-month time limit on an individual's stay. On the other hand, eligibility for services is more limited under HUD than under RHYA. RHYA defines homeless youth as individuals "for whom it is not possible to live in a safe environment with a relative and who have no other safe alternative living arrangement" (Runaway and Homeless Youth Act). HUD uses four categories to define homelessness: those who are literally homeless, those who are at imminent risk of literal homelessness, unaccompanied youth and families with children who are defined as homeless under other federal statutes, and individuals and families escaping violence.

Daybreak receives McKinney-Vento funds through the Montgomery County Continuum of Care. Over the years, Daybreak has also received HUD funds from its HOME and CDBG programs, which are administered locally by Montgomery County. HOME is a flexible funding source that allows developers to receive a loan to acquire, rehabilitate, or build new affordable rental housing. CDBG is awarded to local governments to allow them to fund local projects that promote affordable housing and expand economic opportunities for low- and moderate-income individuals.

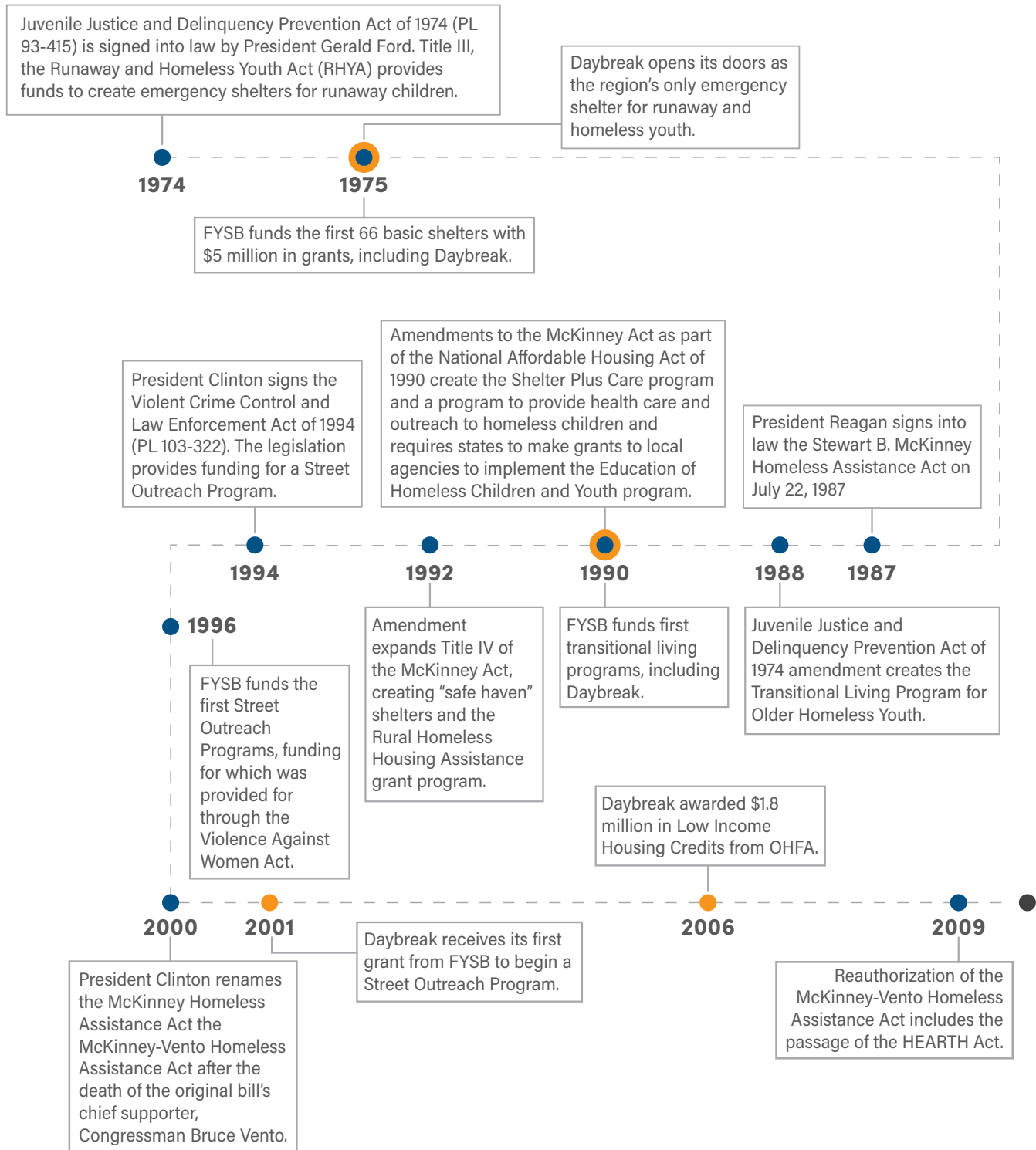
***Housing Credit Rules and Reporting***

Housing credit projects are subject to a number of rules and reporting requirements. Owners and sponsors of

apartment communities funded by housing credits must submit annual owner reports and tenant income certifications to remain in compliance with these programs. OHFA regularly monitors housing credit

properties for compliance. Monitoring visits typically include a physical inspection and a file review; they begin within two years of the building being placed into service and occur every one to three years thereafter.

**Figure 8: Timeline of Federal Funding for Daybreak**





**Other Funder Requirements and Accreditations**

In addition, Daybreak maintains certifications and accreditations from a variety of agencies, which each carry their own requirements (see Table 19). For instance, Daybreak maintains accreditation from the Commission on Accreditation of Rehabilitation Facilities (CARF) an international nonprofit organization that provides accreditation services worldwide to health and human service providers including for services such as (i.e., treatment for addiction and substance abuse, home and community services, retirement living, or other health and human services.. The accreditation must be updated once every three years, a process that takes 12 to 18 months. Daybreak also maintains a certification with the Ohio Department of Mental Health and Addiction Services to provide mental health services.

**Day to Day Operations**

For a detailed overview of the rules governing Daybreak's housing programs, see the Year One Process Evaluation.

**Communication**

Cohesiveness among staff is essential to maintaining smooth operation of a program such as Daybreak. Daybreak's staff meets once a week to review the status and progress of each youth in the Street Outreach, Emergency Shelter and Transitional Living program. Frequent communication is encouraged and is necessary for making sure staff members are on the same page when it comes to managing individual issues and situations.

**Table 19: Daybreak Certifications and Accreditations**

Type	Agency	For
Accreditation	Commission on Accreditation of Rehabilitation Facilities	A myriad of programs and services
Certification	Ohio Department of Mental Health and Addiction Services	Providing mental health services
Certification	Ohio Department of Jobs and Family Services	Provider of transitional living services
Approved Provider	Ohio Social Worker Licensure Board	Continuing Education credits

## Glossary

**ADAMHS** – The Alcohol Drug Addiction and Mental Health Services (ADAMHS) Board for Montgomery County is a state mandated county agency formed to oversee the planning, development, funding, and evaluation of alcohol/drug treatment and behavioral health services delivered by a network of nearly 30 community-based organizations.

**Chi-Square Test** – A chi-square test evaluates the distribution of observations one categorical variable across as second categorical variable to determine whether the frequency of observations varies among groups or whether observations are evenly distributed.

**CoC** – A Continuum of Care (CoC) is a nonprofit, government-sponsored entity designed to promote communitywide commitment to the goal of ending homelessness. This is accomplished by providing funding for efforts to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused by homelessness, promote access to and effect utilization of mainstream programs by homeless individuals and families, and optimize self-sufficiency among individuals and families experiencing homelessness.

**Correlation Coefficient** – A number, typically represented by a lower-case  $r$ , between  $-1$  and  $+1$  that describes the degree to which two variables are linearly associated with one another. If  $r=1$ , then the two variables move in the same direction to the same degree throughout the data set. If  $r=-1$ , they are related in opposite directions. If  $r=0$ , there is no linear relationship between the variables.

**Foyer** – Foyer is a housing model for homeless youth that provides housing and services to youth to help them transition to adulthood.

**FYSB** – The Family and Youth Services Bureau (FYSB), a division of the U.S. Department of Health and Human Services (HHS), provides funding for Runaway and Homeless Youth Act (RHYA) programs, such as Street Outreach and the Transitional Living Program (TLP).

**HHS** – The U.S. Department of Health and Human Services (HHS) is the U.S. government's principal agency for protecting the health of all Americans and providing

essential human services, especially for those who are least able to help themselves.

**Housing First** – Housing First is an approach to ending homelessness that aims to provide permanent housing with no preconditions to homeless persons, though Housing First programs make services available to its participants to promote stability.

**HUD** – The U.S. Department of Housing and Urban Development (HUD) has a mission to create strong, sustainable, inclusive communities and quality affordable homes for all.

**ILP** – The Independent Living Program (ILP) provides training, services, and programs, including housing, to current and former foster care youth to help them achieve self-sufficiency prior to and after leaving the foster care system. ILPs were authorized by the Foster Care Independence Act of 1999 (P.L. 106-169).

**Interquartile Range** – The interquartile range measures the difference between the third quartile and the first quartile of rank-order data.

**McKinney-Vento** – The McKinney-Vento Homeless Education Assistance Act (McKinney-Vento) is a federal law that ensures immediate enrollment and educational stability for homeless children and youth. McKinney-Vento provides federal funding to states to support to district programs that serve homeless students.

**OMHAS** – The Ohio Department of Mental Health and Addiction Services is the state agency tasked with overseeing mental health, addiction prevention, treatment, and recovery services.

**Opening Doors** – Opening Doors is the nation's first comprehensive strategy to prevent and end homelessness. It is available online at [http://usich.gov/opening\\_doors/](http://usich.gov/opening_doors/).

**P-Value** – A p-value reflects the probability that a relationship assessed by a statistical test (see Chi-Square Test and t-Test) can be attributable to random chance rather than a meaningful correlation, i.e., whether or not it is statistically significant.

**Pairwise Correlation Test** – A pairwise correlation test statistically evaluates the degree to which two variables are related and reports a correlation coefficient, typically referred to as “r.”

**PIT Count** – The Point-in-Time (PIT) Count is a count of sheltered and unsheltered homeless persons conducted by Continuums of Care (CoCs) annually on a single night in January.

**PSH** – Permanent Supportive Housing (PSH) is decent, safe, affordable, community-based housing that provides tenants with the rights of tenancy and links to voluntary and flexible supports and services for people with disabilities who are experiencing homelessness.

**Rapid Re-Housing** – Rapid re-housing is a method for rapidly moving people out of homelessness by providing temporary financial assistance and other services to return people to permanent housing.

**RHYA** – The Runaway and Homeless Youth Act (RHYA) is the legislation that authorizes a number of programs aimed to assist youth who run away from home, asked to leave their homes, or become homeless.

**SAMHSA** – The Substance Abuse and Mental Health Services Administration (SAMHSA) is the agency within the U.S. Department of Health and Human Services that leads public health efforts to advance the behavioral health of the nation.

**Standard Deviation** – A number that indicates how widely distributed a variable is and a common metric used in statistical testing. If data are normally distributed (i.e. conforming to a bell curve shape), 95 percent of the data are less than two standard deviations away from the average of the distribution.

**t-Test** – A t-test evaluates whether or not two numbers are statistically significantly different from one another. In this study, t-tests are conducted to determine if a coefficient can be shown to be different from zero, indicating statistical significance, or whether or not the average of a given variable in each of two groups are close enough to each other to be considered equivalent.

**TLP** – The Transitional Living Program (TLP) is a grant-funded program—supported by the Family and Youth Services Bureau (FYSB), a division of the U.S. Department of Health and Human Services (HHS)—that provides long-term residential services to homeless youth ages 16-21.

**USICH** – The mission of the United States Interagency Council on Homelessness (USICH) is to coordinate the Federal response to homelessness and to create a national partnership at every level of government and with the private sector to reduce and end homelessness in the nation while maximizing the effectiveness of the Federal Government in contributing to the end of homelessness.

**Wilcoxon-Mann-Whitney Test** – A Wilcoxon-Mann-Whitney test is a statistical comparison of medians for two groups within a single population for continuous variables with a non-normal distribution. A normal distribution has a bell-shaped curve, whereas a non-normal distribution fails to conform to that pattern.

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## Appendix A Logic Model



### Resource/Inputs

*Daybreak Staff (clinical, trained specialists, residential specialists, administrative, other)*

*Professional Development, Continuing Education for Daybreak staff*

#### *Community Resources*

- Goodwill (employment)
- Samaritan Health Clinic (physical health)
- Crisis Care (mental health)
- South Community (staff training)
- Wright State University (HIV/AIDS education and testing)
- Local universities (student interns gaining clinical experience toward Associates, Bachelor and Master degrees)

*24-Hour Building Security (resources spent on securing a safe environment for clients)*

#### *Shelter and Housing*

- 16-18 bed capacity in shelter
- 24 efficiency apartments
- 30 community apartments

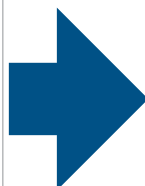
#### *Daybreak Facility*

- Counseling rooms and classrooms
- Recreation and leisure amenities
- "Home" amenities (laundry, bathing, kitchen, kids playroom)
- "Coffee House" space
- Transportation

*Board of Directors*

*Funding (\$3.7 million in FY 2012)*

*Agency philosophy of positive youth development*



### Activities/Interventions

*Street outreach*

*Safe shelter*

*Housing*

*Mental Health Assessment*

*AOS Screening*

*Health screening and referral*

*Creation of individual goal plan*

*Case management*

- Information referral/Linked to resources
- Transportation tokens
- School enrollment
- Accompany to appointments
- Secure identification
- Access to benefit programs
- Weekly home visits to off-site apartments

*CPST (Clinical Psychiatric Support and Treatment)*

- Group and individual

*BHCT (Behavioral Health Counseling Therapy)*

- Life skills building
- Coffee House
- Supper Club
- Parenting

*Educational support activities, such as:*

- Mandatory school attendance
- Tutoring
- GED/OGT preparation

*Contingency Management Programming (Daybreak Dollars)*

*Crisis intervention*

*24-hour on-call staff support*

*Mandatory school attendance (where applicable)*

*Work attendance (where applicable)*

*Assistance with job searching, job readiness preparation*

*Material Aid (clothing, toiletries, baby care needs)*

*Safety (24-hour building security)*

*Meals*

*Routines (structure)*

*Leisure activities*

*Youth volunteer opportunities*

*Babysitting (done by volunteers)*

*Transition planning (from Daybreak to permanent housing)*

*Policy advocacy*

*Living/service environment and staff/client interactions designed to foster 40 developmental assets*



## Outputs/Measurements

Housing	Physical and Mental Health	Life Skills	Income and Employment	Education
<p><b><u>Outputs</u></b></p> <p>Nights in shelter Nights in transitional housing Nights in community housing</p> <p><b><u>Measurements/Tracking</u></b></p> <p>Every six months and at program transfer:</p> <p>Daybreak Dollars earned Daybreak Dollars fined Rent payments made Transition plan created (for move from Daybreak to permanent housing) Clients terminated from program for noncompliance</p>	<p><b><u>Outputs</u></b></p> <p>Hours of individual therapy/counseling Hours of group therapy/counseling Hours of accessing health care services (self-reports)</p> <p><b><u>Measurements/Tracking</u></b></p> <p>Every six months and at program transfer:</p> <p>MH diagnosis Global Assessment of Functioning (GAF) score Depression Anxiety score ATOD use (self-report) Health status assessment (self-report) Health insurance status Risk behaviors extracted from Ansell Casey "Self-Care" questions Daybreak Dollars earned for participation in MH-related activities</p>	<p><b><u>Outputs</u></b></p> <p>Hours of individual CPST/Life Skills counseling Hours of group CPST/Life Skills counseling</p> <p><b><u>Measurements/Tracking</u></b></p> <p>Every six months and at program transfer:</p> <p>Ansell Casey Life Skills Assessment SI 40 Developmental Assets Daybreak Dollars earned for life skills-related activities Criminal involvement/interaction with the adult criminal justice system (public records search)</p>	<p><b><u>Outputs</u></b></p> <p>Hours in work readiness and/or search activities Hours in actual employment Hours spent accessing mainstream benefits (self-reports)</p> <p><b><u>Measurements/Tracking</u></b></p> <p>Every six months and at program transfer:</p> <p>Employment status Annual income from all sources Daybreak Dollars earned for employment-related activities Daybreak Dollars cashed out at program exit</p>	<p><b><u>Outputs</u></b></p> <p>Hours of actual class attendance/participation Hours spent on education activities (orientations, completing forms, tutoring, homework, etc.)</p> <p><b><u>Measurements/Tracking</u></b></p> <p>Every six months and at program transfer:</p> <p>Last grade achieved Presence of an Individualized Education Program (IEP) Daybreak Dollars earned for education-related activities</p>



## Outcomes

Housing	Physical and Mental Health	Life Skills	Income and Employment	Education
<p><b><u>Short-Term (at exit)</u></b></p> <p>Successful move from transitional to community housing (where applicable; will require additional data collection for all short-term outcome measures)</p> <p>Successful move from transitional to permanent housing</p> <p>Successful move from community to permanent housing</p> <p>Transition plan in place</p> <p><b><u>Long-Term</u></b></p> <p>Seven months post-exit:</p> <p>Client has maintained permanent housing</p> <p>Client has not re-entered HMIS system</p> <p>Goals within transition plan have been met or progress toward goals has been made</p>	<p><b><u>Short-Term (at exit)</u></b></p> <p>Improvement on:</p> <ol style="list-style-type: none"> <li>1. GAF score</li> <li>2. Depression Anxiety score</li> </ol> <p>Controlled/responsible ATOD use</p> <p>Maintenance of physical health</p> <p>Has health insurance</p> <p>Decreased incidence of risk behaviors (Ansell Casey)</p> <p><b><u>Long-Term</u></b></p> <p>Seven months post-exit:</p> <p>Continued maintenance of or improvement on:</p> <ol style="list-style-type: none"> <li>1. GAF score</li> <li>2. Depression Anxiety score</li> </ol> <p>Continued controlled/responsible ATOD use</p> <p>Continued maintenance of physical health</p> <p>Has health insurance</p> <p>Maintenance of or further reduction in risk behaviors</p>	<p><b><u>Short-Term (at exit)</u></b></p> <p>Improvement on:</p> <ol style="list-style-type: none"> <li>1. Ansell Casey Life Skills Assessment</li> <li>2. SI 40 Developmental Assets</li> </ol> <p>No criminal involvement during enrollment or at exit</p> <p><b><u>Long-Term</u></b></p> <p>Seven months post-exit:</p> <p>No subsequent criminal involvement</p> <p>Continued maintenance of or improvement on:</p> <ol style="list-style-type: none"> <li>1. Ansell Casey Life Skills Assessment</li> <li>2. SI 40 Developmental Assets</li> </ol>	<p><b><u>Short-Term (at exit)</u></b></p> <p>Client has income from employment and/or</p> <p>Client has income from other sources</p> <p>Client's income is sufficient to meet living expenses</p> <p><b><u>Long-Term</u></b></p> <p>Seven months post-exit:</p> <p>Client has maintained or increased income from employment and/or</p> <p>Client has maintained or increased income from other sources</p> <p>Client's income is sufficient to meet living expenses</p> <p><i>Outcome data for employment/income may include comparisons between clients who were/were not part of Daybreak's Employment Program, to be launched in 2012.</i></p>	<p><b><u>Short-Term (at exit)</u></b></p> <p>Clients without a HS diploma are in school or in a GED/OGT class</p> <p>Clients with goals of pursuing higher education are enrolled in appropriate program</p> <p><b><u>Long-Term</u></b></p> <p>Seven months post-exit:</p> <p>Client has maintained enrollment in school or GED/OGT class</p> <p>or</p> <p>Client has obtained diploma, GED or certification</p> <p>or</p> <p>Client has enrolled in post-secondary education classes</p>



## Appendix B

### Daybreak Program



*Daybreak's main supervision area, located within the emergency shelter.*



*A single-occupancy bedroom in Daybreak's emergency shelter for youth.*

#### Emergency Shelter

Daybreak provides 24-hour; voluntary emergency shelter that can house up to 16 youth aged 10 to 19. While most youth shelters cap client age at 17, Daybreak secured authorization in 2014 from state and county authorities to raise the maximum age to 19 (or 20 if the youth enters shelter before his or her 20th birthday) in response to growing demand from older youth. Basic shelter services include clean linens, food, personal hygiene supplies, assistance with clothing, and 24-hour staff supervision. Due to federal funding restrictions, residence at Daybreak is limited to 21 days for minor age youth and up to 90 days for older youth.

When Daybreak transitioned to its new building, the organization deliberately chose to move from its traditional design of having multiple children staying in a single room to having single bedrooms. This choice was made to increase flexibility and safety. Daybreak shelter youth may be as young as 10 and as old as 20, so great care must be used in ensuring that younger children have separate space from older children. The single bedrooms also ensure that youth who are traumatized have their

own safe, secure, and private space. Although the shelter was designed to include single bedrooms and separate common space to accommodate different ages, Daybreak is currently adding a new shelter wing to provide a more separate and dedicated living space for minor age youth.

#### Street Outreach

Daybreak's Street Outreach Program (SOP) helps street youth through age 24 move and adjust to safe and appropriate living arrangements to encourage them to become more independent. Street youth are often runaways, indefinitely or intermittently homeless, and spend a significant amount of time on the street or in other areas that increase their risk for sexual abuse, sexual exploitation, prostitution, drug abuse, and other kinds of victimization. Through Daybreak's SOP, youth receive a variety of case management services including material aide, transportation, information and referral, life skills, and crisis intervention. SOP is a main entry point for the Transitional Living Program. In December 2014, Daybreak expanded its SOP by adding an engagement center through which youth can get food, a shower, and access to laundry facilities and storage, as well as receive counseling and other supportive services.



*The common space at Alma's Place is pictured here. The room features a computer, television, small library, dining table, and plenty of places to relax and talk.*

### **Alma's Place Residential Facility**

Alma's Place opened in 2010 as a group home for boys in foster care, but when the facility received fewer referrals than expected, Daybreak decided to sell the property. Instead, the Butler County and Montgomery County ADAMHS Boards received state funding to pilot a project to provide housing assistance to transition age youth with severe mental illness. In October 2011, Alma's Place reopened as permanent supportive housing program for youth ages 18 to 24 with mental illness.

Alma's Place youth receive intensive assistance with basic personal care needs such as physical safety, personal hygiene, and medication management. Services, offered within the facility, focus upon recovery,

achievement of developmental milestones, psychological stability, and movement toward independence. The Montgomery County and Butler County ADAMHS Boards refer residents to the program, which serves approximately 25 youth each year and has a waiting list. There is no limit on how long a resident may stay at Alma's Place, other than age. For this reason, Daybreak refers to the Alma's Place model as "trans-permanent" housing. (Note: State funding for Alma's Place was eliminated in July 2015. Daybreak worked with its local Mental Health Board to augment supervision and mental health services in its Transitional Living Program to be able to safely serve homeless youth with severe and persistent mental illness.)

## Appendix C

### **Daybreak Supportive Services**



*Two Lindy & Company employees smile while preparing Better Butter Honey dog treats.*

### **Employment Program**

Encouraging youth to gain employment has always been a Daybreak goal. For years, this goal had been incorporated into clients' case-management plans, but increasingly Daybreak found that their youth lacked the basic skills necessary to find and retain employment. For instance, a youth might land a job, but lacking an understanding of the importance of arriving to work on time, would be fired in short order after arriving late too many times.

Therefore, in 2012, Daybreak launched an Employment Program in an effort to reduce the likelihood that Daybreak youth will experience future housing instability. Two employment specialists from Goodwill Easter Seals of the Miami Valley come to Daybreak to provide training on work habits, competences, soft skills, and opportunities. Youth involved in the program receive classroom instruction and may participate in direct experiential learning opportunities aimed at improving their job readiness.

### **Lindy & Company**

Among the direct experiential learning opportunities Daybreak's youth may access through the Employment Program is a job at a new Daybreak-owned business,

Lindy & Company. The gourmet pet treat bakery and social enterprise, which launched in 2012, offers transitional job opportunities for youth. Youth may participate in all facets of the business from baking, cleaning, packaging, and order fulfillment to customer service and vendor relationship management to website operations. Lindy's employees receive a work training stipend or minimum wage through Daybreak's partnership with Goodwill-Easter Seals. Since opening, one youth trainee has gone on to become a manager at Lindy's, training and advising new employees.

There is some empirical evidence that social enterprise interventions may have a positive impact on homeless youth. A quasi-experimental study assessing the feasibility of using social enterprise interventions with homeless youth found that those who received the intervention showed "significant improvement at follow-up in life satisfaction, family contact, peer social support, and depressive symptoms" versus those who did not (Ferguson & Xie, Feasibility Study of the Social Enterprise Intervention with Homeless Youth, 2008). The model used for the study involved mentoring, vocational classes, classroom instruction, and experiential learning, similar to the components that are part of Daybreak's Employment Program.





*A youth performs at the Monday night Coffee House*

### **Coffee House**

The Coffee House program evolved after a Daybreak staff member started to use music and performance to connect with the youth. Now every Monday, 25 to 30 youth from Daybreak's programs can be found "Keep'n It Real with Mr. Neal" in Daybreak's "Coffee House." Youth perform music, readings, poetry, dance, and even original comedy routines. Those who don't perform help manage the schedule, snacks, and even play the part of Coffee House Judges. They are encouraged to support each other and laugh with each other but never to laugh at each other.

### **Power Club**

The Power Club was developed by Daybreak staff in the late nineties to fight the allure of violent gangs with an alternative positive "gang." Daybreak's 10-week Power Club aims to teach youth appropriate anger management skills and foster positive group bonding and social attachments in a structured, safe, and fun environment.



*Daybreak's rooftop vegetable garden was installed in 2012 to promote healthy eating and allow for horticultural therapy.*

### **The Green Dream**

The Green Dream project offers Daybreak's urban youth population the opportunity to grow fresh vegetables using Daybreak's rooftop vegetable garden. The garden was installed in 2012. The garden contributes to life-skills training at Daybreak by giving youth the option to learn gardening, meal-planning, and cooking skills. It also provides a calm and quiet venue where staff can provide counseling services, a technique also known as horticultural therapy.



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