

**Louisville, Kentucky
Youth Homelessness Demonstration Project
(YHDP)
2019-2023**

Analysis of YHDP's First Four Years In Louisville

Created August 2024

This evaluation was completed by the McNary Group with the partnership of Coalition for the Homeless.



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Introduction

The Coalition for the Homeless with the assistance of the McNary Group created the “2019 Plan to Prevent and End Youth Homelessness” which outlined Metro Louisville’s youth and young adult community needs and proposed projects to be funded in part by U.S. Department of Housing and Urban Development Youth Homeless Demonstration Program (YHDP) funding. YHDP funds were allocated over four years (original three year allocations followed by a one-year renewal) to six community non-profits and this assessment seeks to review the outcomes of these programs and make recommendations for changes to existing programs as well as outline the greatest unmet needs for youth and young adults in the community after these programs have been in place for four years.

Applicant Name	Project Name	Expiring Grant Number	Award
Young Adult Development in Action, Inc.	YouthBuild Louisville Collaborative YHDP RRH Employment Program	KY0219Y4I012102	\$194,885
Young Adult Development in Action, Inc.	YouthBuild Louisville Collaborative YHDP Services Program	KY0218Y4I012102	\$304,864
KentuckianaWorks	Youth ShelterWorks	KY0220Y4I012102	\$100,000
Seven Counties Services Inc.	Seven Counties Services Renewal YHDP	KY0221Y4I012102	\$50,000
Home of the Innocents	HOTI TH-RRH YHDP	KY0254Y4I012100	\$702,036
Family Scholar House, Inc.	FSH Homeless Young Adults and Youth Program 2021	KY0223Y4I012102	\$84,266
YMCA of Greater Louisville	Youth Demonstration - Street Outreach	KY0216Y4I012102	\$328,994

Four years of YHDP funding transformed many aspects of services to unhoused young adults in our community by providing services that were mostly non-existent before these programs. Metro Louisville now has a strong collaboration of partners and a by-name list that the community collectively works to serve. The community has a network of day programs with services targeted to needs identified by young adults including employment, education, and mental health.

Rental assistance with supports has increased from 21 to 195 units and 32 new units for young adults who are exiting foster care to attend school while in assisted housing have also been added (new total of 354 units for parenting and those exiting foster care). Louisville also added increased case management, housing navigation, peer support and mental health services (including in the public school system) for unhoused youth and young adults. And, they have identified and addressed disparities in the lack of services to Black youth and young adults. However, Louisville has much more to do and some goals identified in their “2019 Plan to Prevent and End Youth Homelessness” that cannot be met with existing resources.

This review and report seeks to review the outcomes of existing programs and listen to the voices of youth and young adults who have used these services to seek opportunities to improve programming and make the very best use of limited resources. It will also be used to identify gaps that can be addressed with additional funding.

HMIS Evaluation Questions

1. What percent of those served accessed housing?
2. What was the average length of time it took for those served to access housing?
3. What percent of those served had increased income?
4. What percent of those served had increased benefits?
5. What percent of those served had improved educational outcomes?
6. What percentage of those served identified as Black?
7. What percentage of those served identified as Black accessed housing?
8. What percentage of those served identified as LGBTQ?
9. What percentage of those served identified as LGBTQ accessed housing?

Summative Evaluation Methodology

The Coalition for the Homeless is the Homeless Management Information System (HMIS) database lead and is responsible for tracking the data provided by all homeless service agencies in Metro Louisville. This HMIS data input by the six YHDP programs was reviewed to understand grant performance against outcomes proposed in the original 2019 plan and by evaluating the difference in program outcomes between agencies.

The team also gathered qualitative data from young adults in the various YHDP programs. McNary Group led a focus group of ten young adults on July 25, 2024 and collected 92 surveys from participants of the six YHDP Programs to better understand the experience, needs, gaps and potential future direction of YHDP Programs and other future funds. McNary conducted a one-on-one interview with a young adult from the focus group to expand his input as a participant in YHDP. The Coalition for the Homeless also conducted a focus group with two members of the Youth Advisory Board (YAB) in August, 2024.

Young Adult Focus Group and Survey Questions

1. Agency where this survey was taken
2. How did you find out about services for unhoused young adults?
3. What resources or people have you found that are helping you to obtain stable housing?
4. What would make getting or keeping housing easier for you?
5. What barriers have you experienced in getting housing services in Louisville? (please list)
6. What advice would you give to newly unhoused young adults?
7. What is your hope for your future?
8. What was the greatest cause of homelessness in your situation?

YHDP Grantee Performance

Grant Spending

The initial grants to Metro Louisville YHDP grantees were made by a YHDP committee that reviewed all YHDP proposals against the plan and made the YHDP allocations that included three young adults with lived experience in the decision making. These original awards were for three years allowing agencies to move unspent dollars forward if unspent. This was very helpful to programming because grant start up and hiring as well as COVID caused delays in getting programs started and funds spent especially early in the programs. Additionally, YouthBuild Louisville left a large portion of housing dollars unspent in year three when they were awarded additional rental assistance by the housing authority and had trouble renting up both programs at the same time. However, with technical assistance and an opportunity to fully fill vacant staff positions, they are back on track to fully spend their award in year four.

Recipient Name (LOCCS)	Project Name	POP Start Date	POP End Date	Total Contracted	Total Balance (LOCCS)	% Unspent
YMCA	Youth Demonstration - Street Outreach	6/1/19	5/31/21	\$526,988.00	\$168,507.59	32%
YMCA	Youth Demonstration 2 - Case Management <18	12/1/19	11/30/21	\$131,000.00	\$91,860.79	70%
YouthBuild	YouthBuild Louisville Collaborative YHDP Services Program	10/1/19	9/30/21	\$609,727.00	\$0.00	0%
YouthBuild	YouthBuild Louisville Collaborative YHDP RRH Employment Program	10/1/19	9/30/21	\$348,273.00	\$0.00	0%
KentuckianaWorks	FY18, KentuckianaWorks, Youth ShelterWorks	12/1/19	11/30/21	\$200,000.00	\$49,513.15	25%
Seven Counties	Centerstone, YHDP, SSO	10/1/19	9/30/21	\$100,000.00	\$34,758.90	35%
Home of the Innocents	HOTI YHDP TH to RRH	10/1/19	9/30/21	\$1,308,000.00	\$450,088.31	34%
Family Scholar House, Inc.	FSH Homeless Young Adults and Youth Program	10/1/19	9/30/21	\$168,532.00	\$55,297.08	33%
YMCA	Youth Demonstration - Street Outreach	6/1/21	5/31/22	\$263,494.00	\$0.00	0%
YMCA	Youth Demonstration 2 - Case Management <18	12/1/21	11/30/22	\$65,500.00	\$39,949.14	61%

YouthBuild	YouthBuild Louisville Collaborative YHDP Services Program	10/1/21	9/30/22	\$304,864.00	\$10,902.44	4%
YouthBuild	YouthBuild Louisville Collaborative YHDP RRH Employment Program	10/1/21	9/30/22	\$188,525.00	\$39,111.24	21%
KentuckianaWorks	FY18, KentuckianaWorks, Youth ShelterWorks	12/1/21	11/30/22	\$100,000.00	\$0.00	0%
Seven Counties	Centerstone, YHDP, SSO	10/1/21	9/30/22	\$50,000.00	\$3,345.55	7%
Home of the Innocents	HOTI YHDP TH to RRH	10/1/21	9/30/22	\$688,260.00	\$41,288.93	6%
Family Scholar House, Inc.	FSH Homeless Young Adults and Youth Program	10/1/21	9/30/22	\$84,266.00	\$21,985.59	26%
YMCA	YMCA Street Outreach - Case Management Y&YA FY2021	6/1/22	6/30/23	\$328,994.00	\$11,341.86	3%
YouthBuild	YouthBuild Louisville Collaborative YHDP Services Program	10/1/22	9/30/23	\$304,864.00	\$0.00	0%
YouthBuild	YouthBuild Louisville Collaborative YHDP RRH Employment Program	10/1/22	9/30/23	\$194,885.00	\$105,721.82	54%
KentuckianaWorks	FY18, KentuckianaWorks, Youth ShelterWorks	12/1/22	11/30/23	\$100,000.00	\$10,356.05	10%
Seven Counties	Seven Counties Services Renewal YHDP	10/1/22	9/30/23	\$50,000.00	\$0.00	0%
Family Scholar House, Inc.	FSH Homeless Young Adults and Youth 2021	10/1/22	9/30/23	\$84,266.00	\$0.00	0%
Home of the Innocents	HOTI RRH YHDP	10/1/22	9/30/23	\$702,036.00	\$38,127.36	5%

Monitoring

The Coalition for the Homeless conducts annual program reviews/audits of all YHDP Programs. The Monitoring and Compliance Manager provided the following recommendations from her reviews:

- There is a need for a young adult specific shelter
- Non-congregate shelter space is also needed
- On-going staff training and compliance is needed for all programs especially with staff turn over
- A formal human resources and complaint filing system for service providers would make compliance review better

Additionally, the Monitoring and Compliance Manager is working with the Young Adult Action Board to develop a Young Adult Manual for service providers.

[Louisville Homeless Management Information System \(HMIS\) Data Evaluation](#)

The following data analysis was created using data from the Louisville Homeless Management Information System (HMIS). This data was input by participating YHDP program staff over the first three years plus data entered to date in year four.

1. Total Number of Clients Served Over the 4 Year Grant Term

Definition:

Total unduplicated young adults and youth served over the four (2019-2023) year grant period. Some clients were still enrolled in programming as of reporting end.

Data Analysis:

Over the first four years of the Metro Louisville YHDP Programs, 1199 unique youth and young adults were served, however some clients were served by multiple agencies for a total of 1819. Below are the numbers served by agency compared to the number proposed for that 4-year period.

Grantee	Actual Clients Served by Program Over 4 Years	Proposed Persons Per Year
Seven Counties	184	20
Family Scholar House	163	53
KentuckianaWorks	372	30
YouthBuild RRH	98	18
YouthBuild SSO	114	65
Home of the Innocents RRH	162	50
Home of the Innocents TH (joint)	113	48
Home of the Innocents TH (THYA)	106	26
YMCA Safe Place	507	320
Total	1819	630

Program Goals Versus Outcomes:

YHDP Grantees estimated they would serve 630 persons per year, which would be 2520 over four years, with some persons receiving services for multiple years. All of the grantees struggled in the first year due to covid. YMCA Safe Place, estimated they would 320 persons per year, but only ended up serving 507 total. YMCA Safe Place offers many services including street outreach, youth drop-in, and emergency shelter for individuals under 18. While the HMIS data entry for Street Outreach has been consistently good, other components have struggled with consistent data entry that could be impacting their outcomes.

Recommendations:

This outcome should be shared with the YHDP partners and the Louisville Continuum of Care Board to determine if this is an appropriate goal per year for the future.

2. Percent of Clients who Exited to Positive Housing

Definition:

Clients who exited the program to a permanent living situation, e.g., living permanently with friends or family, rental with or without a housing subsidy, or ownership with or without a subsidy.

Data Analysis:

Overall, 50% of YHDP clients accessed positive housing at exit. KentuckianaWorks had the lowest rate, at 16%. YouthBuild SSO had the highest rate, at 83%.

Grantee	% Positive Housing
Seven Counties	66%
Family Scholar House	40%
KentuckianaWorks	16%
YouthBuild RRH	76%
YouthBuild SSO	83%
Home of the Innocents RRH	56%
Home of the Innocents TH (joint)	75%
Home of the Innocents TH (THYA)	72%
YMCA Safe Place	40%
YHDP Total	50%

Program Goals Versus Outcomes:

There was not a proposed outcome for positive housing placement.

Recommendations:

Additional technical assistance should be provided to all YHDP grantees about HMIS data entry to ensure all housing outcomes are captured. Housing outcomes should be measured again after this technical assistance to determine if the poor outcomes from some programs are program or data entry related (especially service only programs).

3. Average Length of Time for Clients to Access Housing (if rapid rehousing [RRH])

Definition:

Average length of time to housing from entering the program in days, applicable only to rapid rehousing (RRH) projects.

Data Analysis:

This is applicable only to the two RRH grantees, YouthBuild and Home of the Innocents.

Grantee	Average Days
YouthBuild (RRH)	41
Home of the Innocents	73.9

Program Goals Versus Outcomes:

Metro Louisville’s goal for housing was 30 days for YHDP grantees. HUD’s was 80 days. Each grantee met HUD’s goals, but YouthBuild RRH, while higher than the target of 30 days, was lower due to their program design to place young adults in hotels during the housing search and partner with local landlords to set aside apartments. Program design also influences the Home of the Innocents TH-RRH because all clients entering TH are immediately assigned RRH placement as well and many are not prepared to move for 30-90 days to make the transition to RRH.

Recommendations:

New average days to stable housing goals should be created to differentiate between RRH and TH-RRH Programs.

4. Percent of Clients with Increased Income

Definition:

Percent of adults and heads of households who increased income.

Data Analysis:

Only 15% of adult clients exited YHDP programs with increased income.

Grantee	% Increased Income
Seven Counties	7%
Family Scholar House	17%
KentuckianaWorks	14%
YouthBuild RRH	37%
YouthBuild SSO	43%
Home of the Innocents RRH	20%
Home of the Innocents TH (joint)	13%
Home of the Innocents TH (THYA)	40%
YMCA Safe Place	9%
YHDP Total	15%

Program Goals Versus Outcomes:

The total goal for increased income and benefits for the six participating Metro Louisville YHDP grantees was 85% of households per year. YHDP planning partners anticipated better outcomes in regards to increased income because they anticipated greater focus on employment versus educational programming.

Recommendations:

Overall, 15% of clients increased their income. Many programs simultaneously increased education status among their clients (as shown in a subsequent table). The number of clients who increase their education status may increase their income in the future, but it will not be known until years in the future. Meanwhile, YHDP programs could consider ways to subsidize participants' income while they are spending more time on increasing their educational status.

We may see such disparities between organizations due to inconsistent data reporting. Additional technical assistance to encourage reporting accuracy may show that there is not as much difference in income between organizations as it seems.

Consider collaboration between YHDP committee and grantees working together to set goals, so that they are appropriate and relevant to clients' lives.

5. Percent of Clients with Increased Benefits

Definition:

Adult clients who exited the program with more non-cash benefits that they had at program entry (e.g. SNAP, WIC, or TANF services).

Data Analysis:

11% of adults exiting had increased income.

Grantee	% Increased Benefits
Seven Counties	16%
Family Scholar House	17%
KentuckianaWorks	7%
YouthBuild RRH	3%
YouthBuild SSO	6%
Home of the Innocents RRH	23%
Home of the Innocents TH (joint)	8%
Home of the Innocents TH (THYA)	14%
YMCA Safe Place	4%
YHDP Total	11%

Program Goals Versus Outcomes:

The total goal for increased income and benefits for the six participating Metro Louisville YHDP grantees was 85% of households per year. YHDP planning partners anticipated better outcomes in regards to increased benefits, but programs have instead focused more on education.

Since increased income goals are low due to a focus on education which is likely to improve outcomes in the future, grantees should focus more on ensuring every client is receiving all benefits they are eligible to receive. All grantees are still below that goal.

Recommendations:

When necessary, Metro Louisville YHDP Programs should focus on effective ways to increase benefits for young adults who are participating in education programs to help them address their immediate needs while increasing their opportunity for future income. Additional technical assistance should also be provided to all YHDP grantees about HMIS data entry to ensure all increased benefit outcomes are captured.

6. Percent of Clients with Improved School Status and Positive School Status

Definition:

Clients who exited the program with an improved school status (e.g. went from attending school irregularly to attending school regularly).

Clients who exited the program with a positive school status (e.g. attending school regularly, graduated or obtained GED).

Data Analysis:

Seven percent of clients improved their school status. 58% percent of clients exited with a positive school status.

Grantee	% Improved School Status	% Positive School Status
Seven Counties	5%	43%
Family Scholar House	3%	79%
KentuckianaWorks	6%	57%
YouthBuild RRH	5%	62%
YouthBuild SSO	30%	72%
Home of the Innocents RRH	3%	43%
Home of the Innocents TH (joint)	3%	54%
Home of the Innocents TH (THYA)	N/A	N/A
YMCA Safe Place	7%	62%
Average	7%	58%

Program Goals Versus Outcomes:

The total goal for positive school status for the six participating Metro Louisville YHDP grantees was 25% of households per year (There was not an established goal for improved school status). In fact, programs were much more focused on education and youth and young adults participated at a much higher rate of 58%.

Recommendations:

YHDP Programs greatly exceeded the goals for positive school status. These should be reevaluated along with employment goals to create a more appropriate balance for education versus employment for young adults. Ultimately, the best case is ensuring opportunities that allow for both.

7. Percent of Clients who Return to Homelessness

Definition:

Clients who exited to a positive housing destination and later sought homeless services in the Louisville CoC (e.g. street outreach, emergency shelter), indicating a return to homelessness.

Data Analysis:

Fifteen percent of clients subsequently sought homeless services after exiting a program.

Grantee	% Return to Homelessness
Seven Counties	6%
Family Scholar House	10%
KentuckianaWorks	3%
YouthBuild RRH	6%
YouthBuild SSO	9%
Home of the Innocents RRH	15%
Home of the Innocents TH (joint)	19%
Home of the Innocents TH (THYA)	9%
YMCA Safe Place	18%
YHDP Total	15%

Program Goals Versus Outcomes:

YHDP's goal was that less than 5% of youth and young adults return to homelessness. YMCA Safe Place has especially high return rates mostly due to program design allowing young adults to drop in as needed over time. The Home of the Innocents TH-RRH program had an unusually high rate of evictions in the TH portion, which may have also impacted the RRH portion due to data entry policies. This was corrected by a transition in programming to focus more on rapid rehousing. KentuckianaWorks is the only program meeting the original goal.

Recommendations:

YHDP could partner with grantees to identify and share best practices for maintaining clients in programs until they are stable.

8. Percent of Clients Served, by Race and by Sexual Orientation

Definition:

Total unduplicated young adults and youth served over the four year grant period who self identified and sexual orientation.

Data Analysis:

Of the total clients served almost two thirds were Black, and 14% identified as LGBTQ+.

Grantee	Clients Served by Race, %		
	White	Black	Other
Seven Counties	16%	63%	21%
Family Scholar House	21%	69%	10%
KentuckianaWorks	11%	76%	13%
YouthBuild RRH	4%	78%	18%
YouthBuild SSO	10%	70%	20%
Home of the Innocents RRH	20%	59%	21%
Home of the Innocents TH (joint)	23%	52%	25%
Home of the Innocents TH (THYA)	8%	77%	15%
YMCA Safe Place	31%	52%	17%
YHDP Total	20%	64%	16%

Grantee	Clients Served by Sexual Orientation, %
	LGBTQ+
Seven Counties	13%
Family Scholar House	7%
KentuckianaWorks	15%
YouthBuild RRH	13%
YouthBuild SSO	22%
Home of the Innocents RRH	18%
Home of the Innocents TH (joint)	24%
Home of the Innocents TH (THYA)	NA (data not collected)
YMCA Safe Place	19%
YHDP Total	14%

Program Goals Versus Outcomes:

The proposed goals for these two indicators are to make sure subpopulations are served equitably. Of all youth and young adults served by YHDP grantees, 64% were Black. By comparison, only 22% of the general population in Metro Louisville is Black and 42% of all persons in Metro Louisville served in the homeless service system.

There is quite a range in the number of LGBTQ+ youth and young adults served. Part of this is the focus of various programs.

Recommendations:

The percentage of LGBTQ+ youth and young adults served should be shared with the YHDP partners and the Louisville Continuum of Care Board and compared to local data on the percentage of persons who identify as LGBTQ+ to create a better goal for those served who identify as LGBTQ+ program wide.

9. Percent of Clients who Exited to Positive Housing, by Race

Definition:

Percent of clients who exited to positive housing, by race.

Data Analysis:

Overall, Black clients were more likely than white clients to have positive housing outcomes.

Grantee	Positive Housing Outcomes by Race, %	
	White	Black
Seven Counties	65%	68%
Family Scholar House	28%	44%
KentuckianaWorks	22%	15%
YouthBuild RRH	75%	74%
YouthBuild SSO	80%	83%
Home of the Innocents RRH	50%	64%
Home of the Innocents TH (joint)	69%	80%
Home of the Innocents TH (THYA)	50%	74%
YMCA Safe Place	33%	46%
YHDP Total	41%	53%

Program Goals Versus Outcomes:

The proposed goal for this indicator is that key subpopulations have equitable housing outcomes. In fact, and greatly due to the YHDP funding, Louisville’s YHDP Programs now have better housing service numbers and housing outcomes for Black youth and young adults than other populations.

Recommendations:

The success of this outcome should be reviewed to create recommendations for program focus and design on services targeted to the LGBTQ+ subpopulation below.

10. Percent of LGBTQ+ Persons Exited to Positive Housing

Definition:

Clients who identify as LGBTQ+ who exited to positive housing.

Data Analysis:

The outcomes for clients who identify as LGBTQ+ are promising. Note, however, that the total number of LGBTQ+ clients is small, which may skew the comparison with non-LGBTQ+ clients and inflate the positive outcomes.

Grantee	Positive Housing Outcome Sexual Orientation, %	
	LGBTQ+	non-LGBTQ+
Seven Counties	50%	69%
Family Scholar House	33%	41%
KentuckianaWorks	11%	16%
YouthBuild RRH	100%	72%
YouthBuild SSO	82%	84%
Home of the Innocents RRH	67%	54%
Home of the Innocents TH (joint)	81%	73%
Home of the Innocents TH (THYA)	NA (data not collected)	NA
YMCA Safe Place	39%	41%
YHDP Total	54%	50%

Program Goals Versus Outcomes:

The proposed goal for this indicator is that key subpopulations have equitable housing outcomes. In most cases, LGBTQ+ housing outcomes were not as positive as the outcomes of non-LGBTQ+ youth and young adults. The exception was programs with access to housing which had better outcomes.

Recommendations:

A review of programs with housing resources should be reviewed to create recommendations that can be shared with other programs to improve outcomes for LGBTQ+ youth and young adults in the future.

Young Adult Focus Group / Interviews

McNary Group led a focus group of ten young adults on July 25, 2024 to better understand the experience, needs, gaps and potential future direction of YHDP Programs and other future funds. McNary Group conducted a one-on-one follow-up interview with one of these young adults. The Coalition for the Homeless also conducted a focus group with two members of the Youth Advisory Board (YAB) in August, 2024.

The sessions highlighted the significant challenges faced by young adults in Louisville regarding housing, employment, and accessing essential services. While certain programs and individuals were praised for their support, there is a clear need for increased funding, improved shelter conditions, and more targeted resources to address the unique needs of this population.

What was the most useful resource?

- **Case Management:** Several participants expressed appreciation for their case managers and staff at various organizations, noting the importance of accountability and consistent support.
- **Family Scholar House and YMCA Support:** Specific staff members were praised for their ongoing support, helping participants stay on track with their goals.
- **Programs and Services:**
 - **Safe Place** is a highly valued resource, providing targeted support for young adults.
 - **Family Scholar House** was praised for helping individuals with education and housing, though the process can be lengthy.
 - **Job Corps:** Mixed feedback. Positive experiences included skill development and housing, while negative feedback highlighted issues during COVID-19, such as limited transportation and strict curfews.
 - **The Spot:** Recognized for helping individuals obtain driver's licenses, jobs, and housing. However, there were concerns about its overall efficacy.
 - **EBT/SNAP:** Experiences varied, with some participants receiving benefits quickly, while others faced significant delays and bureaucratic hurdles.

What were you unable to access?

- **Funding and Vouchers:** Participants highlighted the need for increased funding for housing programs. Delays in receiving housing assistance were a significant issue.
- **Employment:** There is a perceived lack of job opportunities and poor communication from potential employers.
- **Shelter Needs:** Participants called for non-congregate shelters for young adults, improved safety measures (e.g., security guards), and shelters specifically supporting young women.

YAB Participants shared the following themes:

The discussion among attendees highlights significant themes of discrimination, safety concerns, and systemic inefficiencies within the shelter system. Many participants expressed

frustration over being judged by their appearance, such as being too well-dressed or possessing nice items, which led to denial of services. This apparent bias extends to assumptions about their need for advancement or support based on superficial assessments, rather than actual need. Such experiences underscore a widespread issue where individuals who do not visibly appear to be in distress are often overlooked by service providers, suggesting a critical need for systemic changes to ensure equitable access to all who are in need, regardless of their outward appearance.

Safety within shelters was a paramount concern, with calls for the implementation of measures like the Prison Rape Elimination Act (PREA) to prevent abuse and ensure a secure environment. Participants reported feeling unsafe, experiencing harassment, and observing mismanagement and abuse of power by shelter staff. These concerns are exacerbated by overcrowded conditions and restrictive access policies, which further complicate the ability of individuals to receive adequate care. The suggestion to employ undercover agents to investigate discriminatory practices highlights the perceived depth of systemic bias and the necessity for accountability in service provision.

The dialogue also touched on the need for specialized services tailored to different demographic groups, including young adults, and the importance of transportation accessibility for those relying on public transit. Proposals such as a young adult manual for service providers and expanded youth services signify a proactive approach to addressing these gaps. Overall, the discussions indicate a clear call for reforms that prioritize safety, fairness, and responsiveness to the diverse needs of those experiencing homelessness, aiming to create a more inclusive and supportive system for everyone affected.

[What were major service barriers?](#)

Experiences with Local Shelters and Housing

- **Safety and Cleanliness Concerns:**
 - **Wayside Christian Mission:** Criticized for poor living conditions, including overcrowded and dirty facilities, inconsistent meal times, and concerns about hygiene (e.g., bed bugs, dirty bathrooms).
 - **Salvation Army:** Mixed reviews, with some noting good services but issues with respect and cleanliness. Food quality was a common complaint.
 - **St. Vincent de Paul (SVDP):** Mentioned as having 24-hour shelter services, but participants expressed discomfort with dormitory-style living and difficulties with specific accommodations (e.g., inability to use top bunks due to health issues).
 - Safety was brought up as a major need by the YAB members as well.

- **Specialized Shelters:** Participants brought up the lack of safe shelter space for young adults, lack of accountability in service providers and lack of services catered to young adults with no children.

- **Sweet Evening Breeze:** Noted as a positive space for the queer community, but under-resourced and lacking sufficient staff.
- **Taylor'd:** Compared to the Youth Detention Center (YDC) and described as underutilized.

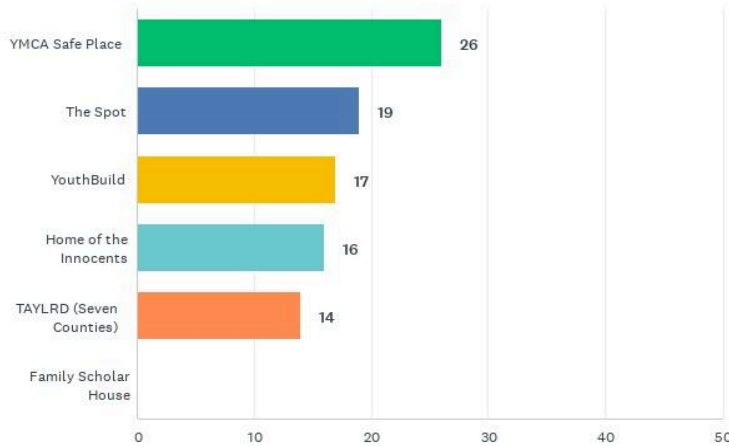
What are the biggest needs?

- Young adult specific shelter
- Better staff training and compliance
- A formal HR and complaint filing system for service providers
- Non-congregate shelter space
- Creation of a Young Adult Manual for Service Providers
- Safety and Cleanliness: Immediate improvements are needed in shelters to ensure they are clean and safe for all residents.
- Increased Funding: More resources are necessary to expedite housing and provide better support for job seekers.
- Dedicated Shelters: There is a strong need for more specialized shelters that cater to specific demographics, such as young adults and young women.
- Community Engagement: Suggestions included introducing a weekly downtown farmers market to increase community access to fresh food, especially for those who cannot easily access markets in other areas like the Highlands.

Young Adult Survey

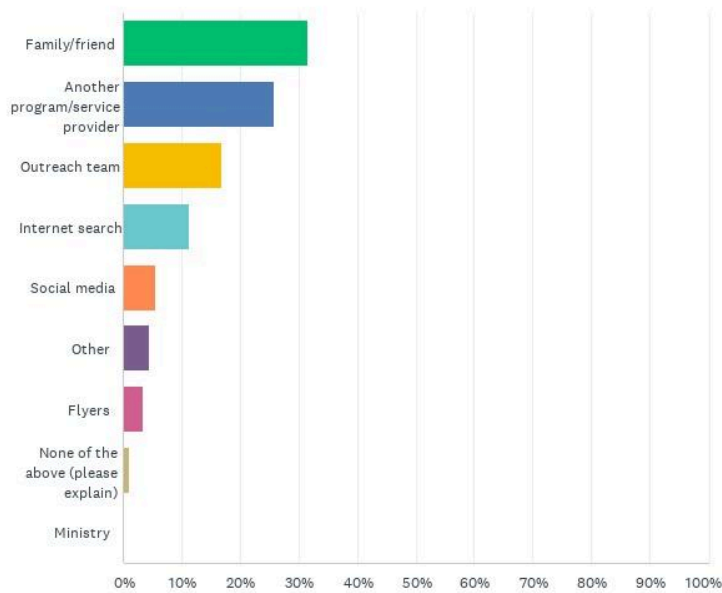
A short survey was distributed in July and August 2024 to the six sub-grantee agencies who provide services to young adults. There were 92 responses. The young people received a small compensation for their time and the survey was administered by a contact at the agency.

Q1 Agency where this survey was taken:



on

Q2 How did you find out about services for unhoused young adults?



Most Helpful Resources and Support for Obtaining Stable Housing

Community and Programmatic Support: The involvement of community programs like Youth Build, YMCA, and The Spot, which provide a variety of services from job support to daily necessities. These programs are critical in helping individuals navigate their paths to stable housing.

Individual Mentors and Case Managers: Specific individuals, such as case managers and mentors, are frequently mentioned as key supporters. Their roles in providing personalized guidance, support, and resources are highly valued by the respondents.

Financial and Housing Assistance: Access to financial aid and specific housing programs like Section 8, housing vouchers, and programs through organizations like Home of the Innocents and Pathways are vital. These resources are essential for bridging the gap between homelessness and stable housing.

Emotional and Psychological Support: Keeping a positive mindset and staying focused are recurring themes. Resources that support mental well-being, such as therapeutic procedures and inspirational figures are crucial in maintaining the motivation needed for enduring the process of securing stable housing.

Community Outreach and Peer Support: The importance of peer support and community outreach, including churches and non-profits like Seven Counties and Family Scholar House, illustrates a network of support that extends beyond formal programs and includes grassroots community involvement.

Barriers and Gaps in Support: Some respondents noted the absence of support or insufficient resources, highlighting the need for improved access and availability of services tailored to individual needs.

Top Needs Identified by Survey Respondents

Financial Stability and Employment: The most recurring theme across the responses is the need for stable and adequate income, which many see as directly linked to securing and maintaining housing. Respondents frequently mention the necessity of having a job, particularly one that pays well enough to cover rent and living expenses comfortably. This theme is often coupled with the need for jobs to be accessible and to have a reasonable commute, highlighting the interconnection between employment opportunities and housing stability.

Support Services and Education: Many respondents express a desire for more supportive services that could assist them in managing their financial responsibilities and navigating the housing process. This includes help with learning essential life skills such as budgeting, understanding how to manage bills, and filling out housing applications. Additionally, there is a

such as saving money, managing expenses wisely, and staying organized, which are seen as vital behaviors that contribute to overcoming homelessness.

Personal Planning: The third theme highlights the need for careful planning and making informed decisions. Newly unhoused individuals are advised to not rush into decisions but rather take time to understand their options, plan their next steps carefully, and prepare for potential setbacks. This includes understanding the specifics of housing agreements, choosing stable employment, and building a support network. Additionally, there's an emphasis on learning from others who are experienced, being cautious in choosing whom to trust, and taking control of one's journey towards stability.

[Survey Respondents' Hopes for the Future](#)

Stable Housing: A significant number of respondents express the desire for stable and permanent housing as a foundational element of their future aspirations. The need for a secure living environment resonates deeply, with many hoping to own their homes or simply achieve a consistent, stable living situation. This theme underscores the importance of housing stability as a critical stepping stone toward broader life goals, reflecting a universal longing for safety and security in one's living conditions.

Personal and Professional Development: Career aspirations and personal growth are also dominant themes. Respondents articulate goals ranging from completing education, such as obtaining a GED or college degree, to excelling in specific careers like music, therapy, or business. Professional success is often linked with personal aspirations of becoming financially stable, independent, and capable of contributing positively to society. Additionally, many express a desire to overcome personal challenges, including battling addictions and improving mental health, highlighting a comprehensive view of success that includes both professional achievements and personal well-being.

Family and Community: Many individuals envision a future where they can provide for their families and contribute to their communities. Hopes of raising children in a stable environment, supporting family members, and being good parents are prominent. Beyond individual family units, there is a strong sense of wanting to give back to the community and help others who may face similar challenges. This community-oriented mindset showcases a cycle of support and improvement, where personal gains are seen as opportunities to uplift others.

[Survey Respondents' Thoughts about their Greatest Causes of Homelessness](#)

Financial Insecurity and Poverty: Insufficient Income: Many respondents cited the inability to meet income requirements for housing or to afford rising rent costs. **Job-Related Issues:** Low-wage jobs, unemployment, or the inability to find suitable employment in one's locale were significant factors.

Substance Abuse and Mental Health Issues: Drug and Alcohol Abuse: A number of individuals attributed their homelessness directly to struggles with substance abuse, though many also

noted that they are seeking treatment. **Mental Health Challenges:** Mental health issues either directly or as a consequence of familial challenges (e.g., family members with mental health or substance issues) were cited.

Family and Relationship Problems: Lack of Family Support: Several responses highlighted the lack of support from family as a critical factor, including being kicked out by parents or the death of a close family member. **Domestic Issues:** Domestic violence and unstable family conditions were frequently mentioned.

Systemic and Structural Failures: Housing Market and Economic Conditions: Changes in housing affordability, such as rent increases, and broader economic conditions like the impact of COVID-19 were noted. **Systemic Neglect:** Some individuals felt that systemic failures, including the foster care system and insufficient social support structures, played a significant role.

Legal and Incarceration Issues: Legal Problems: Issues such as incarceration, legal disputes, or other interactions with the legal system were significant obstacles for some. **Eviction:** Legal eviction due to inability to pay rent or fulfill other tenancy obligations was also a noted cause.

Personal Accountability and Life Choices: Personal Decisions: A few individuals acknowledged that their own decisions, behaviors, or refusal to accept help led to their homelessness. **Life Transitions:** Significant life changes, including aging out of foster care without a safety net, were pivotal moments leading to homelessness.

Lack of Support Networks: Social Isolation: The absence of a supportive social network to turn to in times of crisis was a recurring theme among the respondents.

Discussion

Successes and Strengths of YHDP in Louisville

- Staff's ability to engage young adults in the survey - great response
- Success with getting LGBTQ+ populations housed
- Louisville has several successful programs
- Relationships formed by young people (service providers, peers, community supports)
- Comprehensive approaches built in to services and programs for young adults

Challenges with YHDP in Louisville

- Could serve more LGBTQ+ clients
- YHDP goals need to be realistic and feasible
- Incorporate youth and young adults in the planning and monitoring
- Data entry from the grantees
- Barriers in realizing a coordinated approach addressing youth homelessness

Greatest Needs for Young People who are Vulnerable in Louisville

- Assistance with "soft skills" and supportive services for youth and young adults to navigate the system
- Marketing of the services - most young people noted that they learned about services from friends and family
- Youth and young adults specific shelter
- Safety and cleanliness of existing shelter spaces
- Reducing limitations connected to services not being available (e.g. hours open, weekends, etc.)

Recommendations

- Better training and monitoring around data entry and best practices
- Include evaluation and monitoring throughout the grant period
- There is a need for a young adult specific shelter
- Non-congregate shelter space is also needed
- On-going staff training and compliance is needed for all programs especially with staff turn over
- A formal human resources and complaint filing system for service providers would make compliance review better
- Develop a Young Adult Manual for service providers


For Reference

SSO: supportive services only

<https://www.hudexchange.info/resource/6551/ending-youth-homelessness-emerging-practices-in-supportive-service-only-projects/>

RRH - Rapid Rehousing

<https://www.hudexchange.info/resource/6274/yhdp-th-rrh-joint-component-project/>

Spreadsheet:  Copy of YHDP Evaluation Plan

Appendix

Data Notes

1. What percent of those served accessed housing?

Calculated using the FY2024 CoC Annual Performance Report (“APR”) available in the Reports section of the Kentucky HMIS. An APR was run on each grant for the four-year reporting period the grant was being reviewed for. The number and percentage of clients who accessed positive housing destinations is listed at the bottom of APR section **23c, Exit Destinations - All persons**.

2. What was the average length of time it took for those served to access housing?

Calculated using APR section **22c, Length of Time Between Project Start Date and Housing Move-in Date**. The average length of time to housing for the project is located at the bottom of this section.

3. What percent of those served had increased income?

Calculated using APR section **19a2, Client Cash Income Change - Income Source - by Start and Exit**.

The number and percent of clients who increased their income is located under the final two section columns, **Performance Measure: Adults who Gained or Increased Income from Start to Exit, Average Gain** and **Performance measure: Percent of Persons who Accomplished this Measure**, in row labeled **Number of Adults with Any Income (i.e., Total Income)**. The percent is taken as a percentage of adult exits during the reporting period for each project.

4. What percent of those served had increased benefits?

Calculated using custom report built in SAP Business Objects integration with KY HMIS. Clients who were active in the YHDP programs during the reporting period were pulled along with their benefit status at entry and exit for each benefit recorded in HMIS. Adult clients whose benefit status for any benefit changed from ‘No’ at entry to ‘Yes’ at exit were counted. The percent was taken as a percentage of adult exits during the reporting period for each project.

The Business Objects report created to generate these results is named **YHDP Four Year Outcomes** and is located in the KY HMIS Business Objects file path **Public Folders/khcart_live_folder/Louisville Reports/Coalition for the Homeless/CFH Admin/Chris Spurlock**.

5. What percent of those served had improved educational outcomes?

Calculated using custom report built in Business Objects. Clients who were active in the YHDP programs during the reporting period were pulled along with their school status at entry and exit. Clients were counted in this metric if:

- They went from status **Attending School Irregularly** at entry to **Attending School Regularly, Graduated High School** or **Obtained GED** at exit
- They went from Attending School Regularly at entry to Graduated High School or Obtained GED at exit
- They went from **Dropped Out** or **Expelled** at entry to Attending School Irregularly or Regularly, Graduated High School or Obtained GED at exit

The percent was taken as a percentage of all clients exited during the reporting period for each project.

6. What percentage of those served identified as Black?

Calculated using APR section **12, Race and Ethnicity**. The number of clients under the **Total** column who identified as **Black, African American, or African** were counted. The percentage of clients served who are black was taken as a percentage of all clients served for each project.

7. What percentage of those served identified as Black accessed housing?

Calculated using APR section **23e, Exit Destination Type by Race and Ethnicity**. Clients identifying as **Black, African American, or African** with a **Permanent Situation** as their destination were counted. The percentage was taken as a percentage of all black clients who exited their program during the reporting period, located in the **Total** row of this section.

8. What percentage of those served identified as LGBTQ?

Calculated using custom report built in Business Objects.

Clients who were active in the YHDP programs during the reporting period were pulled along with their identified gender and sexual orientation. Clients who provided a sexual orientation other than Heterosexual were counted (this includes responses of Gay, Lesbian, Bisexual, Questioning/Unsure and Other). Clients who identified their gender as Transgender, Questioning, or Non-Binary were also counted. The percent was taken as a percentage of all clients served for each project.

9. What percentage of those served identified as LGBTQ accessed housing?

Calculated using custom report built in Business Objects. Among the population above, exit destinations for each client were also pulled. Clients who accessed a positive housing destination were counted toward this metric. The percent was taken as a percentage of all LGBTQ clients who exited their program during the reporting period.

Survey Tool

📄 Final Survey Tool .pdf

YHDP Youth Survey

FOR YHDP GRANTEES ADMINISTERING THIS SURVEY

Hello and thank you so much for assisting with this survey for the YHDP grant. We are asking you to administer this short survey to 20 young adults that you work with by August 5th. The participants must be 18 -24 years of age. You will read them the opening introduction and be present during survey completion. After they complete the survey you will give them a thank you "gift" Speedway (\$5) card that you received from the Coalition for the Homeless. We will follow up with you to see what young adults would be interested in the additional opportunities.

**If you have any questions please reach out to Natalie Harris
nharris@louhomeless.org.**

TO READ TO THE YOUNG ADULT PARTICIPANT:

Thank you for participating in this short survey. This is an anonymous survey to learn more about your experiences in getting or staying in housing in Louisville. You are free to stop the survey at any time if you are uncomfortable. You will be compensated with a \$5 Speedway card for your time in completing this short survey. Do you have any questions?

1. Agency where this survey was taken:

- Family Scholar House
- YouthBuild
- The Spot
- Home of the Innocents
- TAYLRD (Seven Counties)
- YMCA Safe Place

2. How did you find out about services for unhoused young adults?

- Family/friend
- Ministry
- Another program/service provider
- Outreach team
- Flyers
- Social media
- Internet search
- Other
- None of the above (please explain)

Other (please specify)

3. What resources or people have you found that are helping you to obtain stable housing?

4. What would make getting or keeping housing easier for you?

5. What barriers have you experienced in getting housing services in Louisville? (please list)

6. What advice would you give to newly unhoused young adult?

7. What is your hope for your future?

8. What was the greatest cause of homelessness in your situation?

YHDP Youth Survey

Additional Opportunities

- **If you are interested in sharing more of your experience with a phone call with the evaluators let the agency know and give them your contact information. Compensation will be provided for your time.**
- **If you are interested in joining a board of young adults that is working to make it easier for young adults to thrive in Louisville let the agency know and give them your contact information. Compensation will be provided for your time.**

[More themes from the Survey](#)

here is the link to the responses - can delete in the final draft if desired-

[Survey Data_All_240814.pdf](#)

The barriers experienced in accessing housing services in Louisville

1. **Resource Limitations:**
 - **Lack of Housing Units:** Several respondents cite the unavailability of enough housing units as a major barrier.
 - **Long Wait Times:** Many individuals mention long wait lists, especially for programs like Section 8, indicating a bottleneck in accessing housing support.
2. **Financial Challenges:**
 - **High Costs:** Affordability is a recurrent issue, with many noting high costs of living and the mismatch between wages and rent.
 - **Lack of Financial Resources:** Individuals mention the lack of money and financial instability as barriers to securing housing.
3. **Systemic Issues:**
 - **Bureaucratic Hurdles:** Issues like long waiting times for inspections, paperwork, and required documentation are frequently mentioned.
 - **Disorganization and Inefficiency:** Complaints about disorganized services, non-responsive staff, and poor management by housing authorities and support services are common.
4. **Personal Circumstances:**
 - **Legal and Background Issues:** Legal problems and lack of rental history pose significant barriers for some individuals.
 - **Social and Health Issues:** Drug abuse, mental health challenges, and the need for family support are also cited as obstacles.
5. **Discrimination and Bias:**
 - **Racial and Economic Discrimination:** A few responses touch on experiences of discrimination based on race or economic status, affecting their ability to secure adequate housing.
6. **Knowledge and Skills Deficits:**
 - **Lack of Information and Guidance:** Several individuals express difficulty due to not knowing how to navigate the housing system, apply for support, or manage housing-related tasks.
7. **Logistical Issues:**
 - **Transportation and Location:** Challenges related to finding a job or affordable housing in convenient locations, as well as transportation difficulties, are noted as barriers.

The themes from the advice given to newly unhoused young adults

1. **Resource Utilization:**

- **Leverage Available Programs:** Advising the use of existing programs and resources to aid in stabilizing their situation.
 - **Find Safe and Appropriate Shelters:** Recommendations to seek out shelters and safe places that can provide immediate relief and safety.
2. **Employment and Financial Management:**
 - **Secure Employment:** Emphasizing the importance of getting a job as a priority to ensure financial stability.
 - **Save Money:** Suggestions to save money diligently to help with future housing and emergencies.
 - **Financial Prudence:** Being cautious with money, avoiding unnecessary expenditures, and planning for the long term.
 3. **Mental and Emotional Well-being:**
 - **Stay Positive and Hopeful:** Keeping a positive mindset is recurrently mentioned as critical to overcoming challenges.
 - **Patience and Persistence:** Advising patience and the need to be persistent, recognizing that the process of securing stable housing can be slow and frustrating.
 4. **Strategic Planning:**
 - **Plan Carefully:** Encouragement to plan strategically, from choosing the right housing to managing day-to-day challenges.
 - **Be Organized and Focused:** Importance of staying organized, keeping focus on goals, and managing responsibilities effectively.
 5. **Community and Social Engagement:**
 - **Ask for Help and Engage with Community Resources:** Encouragement to reach out for help from local organizations, community centers, and social services.
 - **Build Networks:** Suggesting building a support network that can offer help, advice, and potential resources.
 6. **Self-Reliance and Independence:**
 - **Learn and Grow:** Encouragement to learn life skills, like bill management and navigating housing applications.
 - **Self-care and Independence:** Stresses on maintaining personal hygiene and taking care of oneself to stay healthy and presentable.
 7. **Caution and Safety:**
 - **Avoid Risky Behaviors and Environments:** Advice to stay away from potentially harmful situations or behaviors that could jeopardize their chances of securing stable housing.
 - **Keep Personal Affairs Private:** Some suggest keeping personal challenges private initially to avoid exploitation or negative judgments.

The responses regarding hopes for the future

1. **Stable and Independent Living:**
 - **Secure Housing:** A common theme is the desire for stable housing, with many hoping to own homes or simply have consistent, reliable living conditions.

- **Financial Independence:** Achieving financial stability and independence is frequently mentioned, with aspirations to be self-sufficient and not reliant on external support.
2. **Personal and Professional Growth:**
 - **Career Aspirations:** Many responses focus on career goals, such as becoming a therapist, musician, business owner, or entering the military. These goals are tied to broader aspirations of success and personal fulfillment.
 - **Educational Goals:** Completing education, whether it's obtaining a GED, college degree, or specialized training, is seen as a pathway to better opportunities.
 3. **Family and Community:**
 - **Family Life:** The desire to raise children, support a family, and have a happy family life is prominent. This includes aspirations for a loving and supportive partnership.
 - **Community Contribution:** Some individuals express a desire to give back to the community or help others who have faced similar challenges.
 4. **Health and Well-being:**
 - **Mental and Physical Health:** Hopes include being mentally and physically healthy, with some specifically aiming to manage or overcome personal health challenges.
 - **Emotional Well-being:** General happiness and contentment are important, with many expressing the hope to be happy and content in life.
 5. **Overcoming Challenges:**
 - **Resilience:** There's a strong theme of overcoming current difficulties and using the experience to fuel future success and stability.
 - **Avoiding Past Mistakes:** Some explicitly mention the hope not to fall back into homelessness or past negative situations.
 6. **Lifestyle Aspirations:**
 - **Aspirational Goals:** Owning businesses, becoming successful in specific fields, and achieving notable lifestyle milestones like owning a mansion or luxury items.
 - **Adventure and Experience:** Hopes for traveling, exploring new careers, or engaging in fulfilling activities.