Toward a System Response to Ending Youth Homelessness

New Evidence to Help Communities Strengthen Coordinated Entry, Assessment, and Support for Youth

November 2018

The number of youth experiencing homelessness each year in the United States far exceeds current resources to house them. As a result, communities must move toward a system-level response to the broad challenge of youth homelessness. To support communities’ efforts toward a system response, we analyzed the largest national data set combining risk assessments with homelessness systems data on youth. We found that a common risk assessment tool for youth can effectively help local systems prioritize limited housing resources. We also found positive outcomes associated with housing programs for youth. Yet, far too many youth languish in homelessness and wait long and harmful periods to get critical supports. Moreover, youth of color were more likely to come into homelessness systems. These youth also remained in homelessness systems for longer periods, and they tended to have fewer successful exits from homelessness by returning to their families. These findings highlight further opportunities for systems to focus on racial equity in addressing the homelessness challenge. Overall, the lessons from this analysis bolster the idea that communities can build collective intake and assessment (“coordinated entry”) systems, develop creative service delivery approaches for youth who do not immediately receive housing, and strengthen data to measure and improve long-term outcomes.
INTRODUCTION

The primary aim of this work was to understand how communities use a common risk assessment and prioritization tool for youth experiencing homelessness (the TAY-VI-SPDAT: Next Step Tool). We also looked at how risk assessment scores related to services offered to young people and to their exits from homelessness. Finally, we examined how many youth receiving different types of services remained out of homelessness systems and which youth were most likely to return. This Research-to-Impact brief summarizes key findings and implications for action. Further details on methods and results will soon be available in a Cityscape journal article (Rice et al., forthcoming).

Motivation

In its first Research-to-Impact brief, Chapin Hall's national research initiative, Voices of Youth Count, estimated that nearly 4.2 million youth and young adults in America experienced some form of homelessness during a 12-month period. This is especially concerning given that adolescence and early adulthood represent key developmental periods that set the stage for long-term well-being. Yet the number of youth experiencing homelessness each year in this nation far exceeds communities’ current resources to house them. As a result, communities must make smart decisions with their resources to achieve the greatest impact.

Increasingly, with encouragement and incentives from federal agencies, communities are developing and implementing coordinated entry systems that provide common entry points for young people experiencing homelessness. This involves coordinating local housing resources and assessing each youth’s degree of risk for continued homelessness to inform prioritization (or “triage”) of those limited housing program spaces for youth with the greatest need.

The U.S. Interagency Council on Homelessness (USICH) Criteria and Benchmarks for Achieving the Goal of Ending Youth Homelessness includes as one of its criteria that the “community uses coordinated entry processes to effectively link all youth experiencing homelessness to housing and services solutions that are tailored to their needs” (USICH, 2018).

Many communities have very limited coordinated entry and response systems for youth experiencing homelessness. In these communities, supports tend to be program-based and fragmented, rather than delivered through a system-level response to ending youth homelessness. A few innovative communities have coordinated entry and response systems in place for youth. However, there has been little analysis of the youth data from risk assessment tools and homelessness systems within or across these communities. This has left major blind spots regarding how these tools work for youth and the extent to which homelessness systems are helping young people get to better outcomes.

Coordinated entry is one component of a comprehensive community response. As communities across the country work toward coordinated crisis-response systems for youth experiencing homelessness, they need stronger evidence on how these risk assessment tools work. Communities also need better information on which youth are more and less likely to succeed with different types of services so that they can tailor and target supports more effectively to support long-term housing stability.

Approach

We analyzed the largest national data set combining risk assessments with homelessness systems data on youth. Local homelessness systems across 16 communities from 10 states collected the data as part of routine intake and monitoring processes. The communities include urban, suburban, and rural areas.
What do the NST Scores mean?

The research presented in this brief is based on a specific risk assessment tool for youth experiencing homelessness—the Next Step Tool (NST). Our findings are not necessarily generalizable to other risk assessment tools. While this research was not designed for validation (i.e., a full scientific assessment of a tool’s accuracy and reliability) of the NST, it does examine how well risk assessment scores predict service placements and outcomes of young people coming into homelessness systems. Further validation research is needed on the NST and other relevant tools.

The NST asks whether a young person has experienced a range of research-informed risk factors during their lives or during periods of homelessness. The tool aims to identify youth and young adults with high risk for long-term homelessness. Every time a risk factor is present, the assessor is instructed to score “1.” Example risk factors include the youth being a minor, inability to meet basic needs, mental health or substance use difficulties, and sleeping frequently in couch surfing arrangements or outdoors (as opposed to in shelters, transitional housing, or a safe haven). The more risk factors present, the higher the total score. Currently, all risk factors are treated equally. It is possible that some risk factors might be more important than others in reality, and our analysis with the tool could increase the precision of scoring models based on this kind of information in the future.

OrgCode offers the following service recommendations by total score ranges:

- 0–3: no moderate- or high-intensity services be provided at this time
- 4–7: assessment for time-limited supports with moderate intensity
- 8–17: assessment for long-term housing with high service intensity

The firm OrgCode compiled the data to understand uses of their risk assessment tool, the Transition Age Youth-Vulnerability Index-Service Prioritization Decision Assistance Tool (TAY-VI-SPDAT): Next Step Tool for homeless youth (NST), which is the most widely used risk assessment tool for youth coming into homelessness systems in the U.S. This dataset contains 2 to 3 years of intake assessments and homelessness management information system (HMIS) data on nearly 11,000 young people. It includes information on dates and types of transitions between homelessness and housing stability. These data were collected between January 2015 and May 2017 on youth ages 15 to 24. We examined housing stability as the main outcome of interest. For the purpose of this analysis, housing stability is defined as not returning to the local homelessness system following a first exit from homelessness (and the homelessness system) for at least 12 months.¹

Notably, there are unstably housed youth who would not have completed a coordinated entry assessment and have been included in these data. There are a few reasons for this. Youth may find it logistically difficult to undergo assessment, they may feel uncomfortable seeking help from the homelessness system, or they may not know about the system or how to access it. For example, 60% of youth in Connecticut who were referred by the state’s 2-1-1 helpline for coordinated entry assessment did not attend their assessment appointments.² Further, some youth experiences of homelessness do not meet the U.S. Department of Housing and Urban Development’s (HUD) criteria for homelessness (this often includes youth, for example, who lack stable housing and are primarily couch surfing or doubled up with others without meeting specific other criteria established by HUD). These youth may not be eligible to participate in coordinated entry assessments that prioritize youth for HUD-funded housing. Given these realities, the statistics presented in this brief represent only a subset of youth experiencing homelessness or housing instability.

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Key actions for communities and funders based on this evidence

This research shines light on the opportunities communities have to improve coordinated responses to end youth homelessness. The findings support key actions for communities and funders to expand their impact.

- Use research-based risk assessment tools, along with local data, to improve community decisions on prioritizing limited housing resources. See Finding 1.

- Improve and use research-based assessment tools to capture young people’s risk, for the purpose of prioritizing housing resources, and their strengths and needs for the purposes of service planning and outcomes monitoring. See Finding 1.

- To avoid long and harmful waits, increase housing and service resources for youth experiencing homelessness and experiment with progressive engagement approaches—such as starting youth with shorter-term or lower service intensity housing programs and stepping them up to longer-term or higher service intensity housing programs, as needed, when those resources become available. See Findings 2 and 4.

- Collect better and longer-term follow-up data on youth who exit homelessness systems to build better service delivery models around sustained housing stability. See Finding 2.

- Develop and evaluate early intervention strategies that support all young people coming into homelessness systems, including youth with lower risk scores who still need assistance with stable housing. See Finding 3.

- Develop and evaluate homelessness prevention models across public systems—such as schools, child welfare, and justice systems—to curb the inflow of youth into under-resourced crisis-response systems. See Finding 3.

- Collect and use data on race and ethnicity by homelessness entry, exits, and program outcomes to devise better system strategies to address inequities. See Finding 5.
Finding 1. Risk assessment scores successfully predict likelihood of continued housing instability

As risk scores increased, young people’s chances of remaining housed after exiting the homelessness system decreased. High scoring youth were also less likely to exit homelessness without housing intervention. Indeed, very few youth (5%) in the low-score range who exited by resolving their own housing situations ("self-resolve") or going back to living with families ("family exits") reentered the local homelessness system. Yet, the majority (55%) of those in the highest scoring range that had these types of exits wound up homeless again. This percentage was even higher among youth with the highest risk scores within the top range. These findings show that using risk assessment scores to inform prioritization of communities’ limited housing resources increases the odds that those resources are offered to youth who need them most.

Communities can also use local data to inform prioritization guidelines and targeted interventions. For example, controlling for overall risk scores, nonwhite youth were 43% less likely than white youth to remain out of the homelessness system for at least six months after a family exit. Similarly, youth who reported experiencing conflict around their sexual orientation or gender identity and youth who had been pregnant or had gotten someone pregnant were also much less likely to remain stably housed following family exits. This type of information can help communities consider more strategic targeting of housing resources or enhanced family interventions for subpopulations of young people.

Communities appear to be largely following OrgCode guidance on how to apply risk scores. Of all exits to permanent supportive housing (PSH), a long-term housing program model with high-intensity services, 97% were among youth who scored 8 and above on the risk assessment. Conversely, of exits to rapid rehousing (RRH), a short- to medium-term housing assistance program model generally paired with moderate-intensity services, only 20% were among youth who scored 8 and above and 80% were among those who scored 4–7. Very few youth who scored in the 0–3 range received either PSH (0.2%) or RRH (0.1%). This indicates that communities have essentially been using the guidance offered by OrgCode for making decisions based on score levels. Fortunately, our analysis suggests that OrgCode’s guidance is largely justified by the data.

Five Major Findings

Finding 1. Risk assessment scores successfully predict likelihood of continued housing instability

Finding 2. Most youth participating in housing programs remain out of homelessness systems for at least a year after starting those programs

Finding 3. Strategies are needed for many youth who await placements

Finding 4. Youth face long wait times for critical services

Finding 5. Racial and ethnic disproportionalities point to the need to address inequities in homelessness responses
Implications

Communities can use research-based risk assessment tools, along with local data, to improve prioritization decisions for limited housing resources in coordinated entry systems. Risk assessment scores by themselves only offer limited information about a youth and should be used in conjunction with other information. In general, a high score appears to successfully predict higher risk for remaining homeless or returning to homelessness without adequate support. As such, in the context of insufficient housing resources to meet a very high level of need, it makes sense for communities to triage those limited resources and use risk assessment scores to help guide prioritization decisions unless, and until, communities have enough housing program resources for all young people who may need them.

Policymakers and funders should acknowledge the evidence that youth with high levels of assessed risk are unlikely to exit homelessness without the support of low-barrier housing programs. They should work to make these resources more widely available for young people in need. Risk assessment tools can also help target family supports for those who have a higher likelihood of resolving with family or other “light touch” early intervention supports such as trauma-informed crisis intervention.

Additional information beyond overall scores can sharpen assessment, prioritization, and service delivery models. Prioritization of housing resources is different from matching youth with specific housing arrangements, supports, and services. Prioritization can be informed by a risk assessment triage tool like the NST, but tailored service and support matching requires more detailed assessment tools and structured case management conversations regarding young people’s individual strengths, needs, aspirations, and preferences. Additionally, many programs have specific eligibility requirements on which coordinated entry systems also need to collect information.

This tool is only as valid as the process for administering it. Youth-friendly coordinated entry points need to be established carefully with staff trained to administer the tool in a safe and effective manner for youth. Communities should examine youths’ experiences with these entry points and processes and make adjustments informed by young people’s feedback. Without this, youth will not divulge accurate or credible information, no matter the tool. Nationally, there remains a clear need to develop local capacity and processes for conducting assessments that yield the best possible information.

Finding 2. Most youth participating in housing programs remain out of homelessness systems for at least a year after starting those programs

The data suggest that housing resources tend to make a difference for young people. Overall, 91% of youth who exited the homelessness system into PSH and 83% of youth who exited into RRH did not reenter the local homelessness systems within at least 12 months of entering those programs. Moreover, even higher scoring young people (8–9) tended not to reenter the homelessness system for at least a year following exits from homelessness into RRH. This is encouraging, although longer-term data on youth outcomes is needed following the end of RRH subsidies.

It is important to note that while the results are promising, this is not a formal impact study—and there is a general shortage of rigorous evaluations of these types of housing interventions for youth. There are important limitations to these data that warrant caution. First, the data do not include information on how long rapid rehousing rental assistance lasted for each youth, so we cannot assess how many youth remained stably housed beyond the end of the rental assistance or for how long. It is possible that, in practice, rapid rehousing and permanent supportive housing for youth look quite similar in terms of services and supports offered while rapid rehousing rental assistance is in place.
The major difference may be that the rapid rehousing assistance ends and permanent supportive housing does not. A longer time horizon to follow outcomes, along with information on the duration of rapid rehousing subsidies, will be important to strengthen this kind of analysis in the future.

Second, because these particular HMIS data provided by OrgCode only include housing program exits for rapid rehousing and permanent supportive housing, we cannot examine placements and outcomes associated with other types of housing programs, such as transitional living programs. Improving and integrating data to include other types of interventions would allow for more comprehensive analytics to inform future system and policy decisions.

Third, the indicator of returns to homelessness or housing instability is based solely on available administrative (HMIS) data. It involves young people coming back into the same Continuum of Care’s homelessness system from which they exited and this reentry being recorded in HMIS. If one of the following conditions are met, the youth’s return to homelessness would be unaccounted for in this analysis: (1) the young person does not go back to the homelessness system; (2) the youth goes back to the homelessness system but is not recorded by system personnel as having reentered; or (3) the youth enters the homelessness system in a different community than the one from which they exited.
As such, it is likely that the percentages reported underestimate the rates of youth who return to homelessness, but we have no way of knowing how small or large the underestimate might be.

Overall, these analyses of outcomes associated with program models should be seen as an important step forward based on the best available data. This work should lead to more strategic experimentation with, and rigorous evaluation of, these kinds of interventions for youth.

**Implications**

Our analysis suggests that time-limited housing and service programs like RRH—or perhaps transitional housing (though we do not have data on this type of program)—could be used to help higher-scoring youth get out of homelessness quickly, rather than languishing unnecessarily on waitlists (see Finding 4).

For some higher-scoring youth, this might involve a progressive engagement model whereby higher-scoring youth with greater needs are quickly housed in RRH and, if needed, could later participate in PSH when a space becomes available.

Communities should analyze their local HMIS and coordinated entry data to understand returns to homelessness. Overall, findings on outcomes associated with program models should be seen as an important step forward based on the best available data and should lead to more strategic experimentation with, and rigorous evaluation of, these kinds of interventions for youth. This data set does not include information on how long rental assistance lasted for rapid rehousing for each youth.

This is significant given that rapid rehousing assistance can last from as short as 2 or 3 months to as long as 24 months, depending on the community’s arrangements and resources.

However, local communities can use existing HMIS and coordinated entry data to assess how many youth remained stably housed beyond the end of the RRH rental assistance and for how long. Moreover, these data do not include any information on services provided other than RRH or PSH. Communities should investigate which supportive services promote better outcomes in RRH and PSH placements and explore the effects of using other housing models such as transitional housing, host homes, and shared housing for youth with different levels of risk and characteristics. Notably, HMIS data often vary in quality and completeness. However, the more communities use these data, the more they will find ways and reasons to improve the data.
Finding 3. Strategies are needed for many youth who await placements

Fairly high percentages of youth presenting themselves to their local homelessness systems remain “pending” (awaiting placements) or become “unknown” (lost to, or disconnected from, the system before having their situations resolved) at all acuity levels: 32% of those scoring 0–3, 37% of those scoring 4–7, and 43% of those scoring 8–17. This demonstrates opportunities to address significant levels of unmet need. Further, this does not include the youth experiencing homelessness who—for a variety of reasons—do not come into communities’ coordinated entry systems. Youth who had a higher number of homelessness episodes in the past three years were more likely to remain pending or unknown to the system than those who had fewer episodes.

**Implications**

Immediate strategies are needed to address the high numbers of youth remaining pending or unknown regardless of risk score. Providers remain concerned about the ethics of conducting risk assessments when there is little chance of housing being available even for youth assessed at high risk levels—much less for those assessed at lower levels of risk. The lists of youth who remain homeless are long and housing resources nationally are scarce. Policymakers and funders need to work to substantially increase the availability of housing resources for youth experiencing homelessness. Meanwhile, communities need to continue to work to innovate, improve, and evaluate interventions to help youth exit homelessness so that any new resources can be directed toward evidence-based solutions.

Early intervention options for young people with low risk scores should be tried and evaluated. Even among youth scoring at low risk levels, 1 in 3 remain pending or unknown. For youth with lower risk scores, however, many communities do not have any support or early intervention programs. Left unsupported, these young people could continue to experience homelessness and adversity, raising the chances that they will return to the homelessness system with increased levels of risk. With the support of funders, communities should evaluate innovative early intervention strategies, such as ongoing case management and service navigation, family intervention, cash assistance, community-based housing arrangements like host homes, and career assistance.
Finding 4. Youth face long wait times for critical services

Among youth who were assessed by coordinated entry systems in our data set, only 35% were offered a housing program space. Most of these young people had to wait significant time periods from getting assessed to getting placed into housing (i.e., moving into housing) during their time of crisis. The average wait time from coordinated entry assessment to being housed was 140 days (about four and a half months) for PSH and, similarly, 132 days for RRH. For many young people, the waits were even longer. For example, 25% of youth placed into PSH waited 196 days (about six and a half months) or more from assessment to housing placement.

Further, our analysis suggests that youth who wait longer for housing placements have a higher risk for reentering homelessness systems even after receiving those placements. For every type of program exit, and controlling for overall risk scores, the longer young people waited for an exit, the more likely they were to reenter the homelessness system after exiting. Every additional day of waiting between assessment and housing placement is associated with a 2% increase in a youth’s likelihood of returning to the homelessness system after exiting into a housing program.

This underscores the likely harm that youth in crisis experience while having to wait for critical services. The longer young people have to endure housing instability, the more they are exposed to numerous adversities, traumas, and survival risk behaviors. In turn, these can have serious consequences for young people’s long-term stability and well-being. As young people’s well-being diminishes, so too does their capacity to contribute to vibrant and productive communities and economies.

Implications

There is a critical need to increase housing resources and reduce wait times. We now know that every day of homelessness puts youth at greater risk. This confirms what many communities know and see on a daily basis: far too many young people languish far too long in homelessness in the context of scarce housing resources, insufficient affordable housing units, difficulty engaging landlords to accept these young people as tenants, and, in some cases, poorly coordinated existing resources. At the community level, there is a compelling need to immediately employ protective strategies such as early intervention and progressive engagement for youth who will inevitably face harmful wait times.

These findings also underscore an urgent need for cross-systems work on youth homelessness prevention. While greater housing resources are needed to help homelessness and housing systems better cope with the scale of the challenge, it is especially important for policymakers and communities to take bolder steps to reduce the number of youth coming into homelessness and crisis response systems in the first place.

Our analyses reveal that homelessness systems simply do not have nearly enough resources to quickly and effectively support all youth who come into crisis. Risk assessment tools can help triage in order to optimize limited resources, but they don't address the overall problem of far too many youth in crisis. Prior evidence from Chapin Hall's national research initiative on youth homelessness, Voices of Youth Count, reveals that youth with histories of child welfare and justice systems involvement are at especially high risk for homelessness, as are youth who left high school before completion. We also know that racial inequities, poverty, family instability and conflict, loss of a parent, and LGBTQ-related discrimination and tension are all important early conditions that contribute to risk for homelessness.

Improving screening and intervention models across key public systems, in collaboration with community organizations, can make it possible to identify and support youth at risk for homelessness and curb the inflow of youth into crisis-response systems.
Finding 5. Racial and ethnic disproportionalities point to the need to address inequities in homelessness responses

Youth of color were disproportionately represented among youth in homelessness systems across the 16 communities. Nearly one in three youth (31%) in this sample identified as black, 3% identified as American Indian or Alaska Native, and 48% identified as white, non-Hispanic. By comparison, U.S. Census Bureau data indicate that 13% of general U.S. population identify as black, 1–2% as American Indian or Alaska Native, and 63% as white, non-Hispanic. Such disproportionalities in homelessness have been found in broader research, including through Voices of Youth Count.

Yet our analysis reveals broader facets of inequity in homelessness experiences that have not been previously documented. In particular, controlling for overall risk scores, black and Hispanic youth were more likely than white non-Hispanic youth to remain pending in the homelessness system as opposed to getting housed through self-resolution or family exits. White youth were more likely than black youth to exit homelessness situations back into families, even when controlling for risk scores. White and black youth were about equally as likely to have exits into PSH and RRH when controlling for risk scores. However, black and Hispanic youth were significantly more likely than white, non-Hispanic youth to re-enter the homelessness system after family exits, controlling for risk scores.

Implications

Homeless systems and policies can be improved by analyzing racial and ethnic differences. Such strategies include, for instance, better documenting of and addressing the reasons that youth of color are more likely to remain awaiting placement (“pending”) in the homelessness system after initial assessment, and the reasons that their family exits are less likely to be successful.

Additionally, an individual-level risk assessment is only one way to gauge youths’ needs. A fuller assessment and understanding of family situations could determine whether a family exit, rather than a housing program, would likely be viable. Many young people who do exit to families may need additional support, such as through evidence-supported family interventions or social or economic assistance, for those placements to be successful.
**Black youth** have a 16% increased risk of remaining pending/unknown, and a 78% increased risk of reentering homelessness after a family exit, compared to white non-Hispanic youth.

**Hispanic youth** have a 23% increased risk of remaining pending/unknown, and a 72% increased risk of reentering homelessness after a family exit, compared to white non-Hispanic youth.

These results were produced controlling for risk scores.

**Addressing inequities in homelessness requires the involvement of broader systems.** These data suggest that further efforts are needed to address inequities related to homelessness. Much of this has to happen well before young people engage with homelessness systems. The fact that youth of color come into homelessness systems in disproportionate numbers underscores that much of the work in addressing systemic inequity needs to occur in more upstream policy areas. These areas, such as education, employment, child welfare, criminal justice, affordable housing, and neighborhood investment, among others, may be essential to reducing disproportionalities in homelessness.

**CONCLUSION**

Far too many young people experience homelessness in the United States. This is particularly concerning given that adolescence and early adulthood represent key developmental periods that set the stage for long-term well-being. This brief presents new analysis of risk assessment and homelessness systems data from youth and young adults in multiple communities and provides important insights that can contribute to broader efforts to end youth homelessness. We find that a research-based risk assessment tool for youth experiencing homelessness can help communities make smarter decisions about the difficult task of prioritizing limited housing resources. Further, we find positive outcomes associated with housing programs for youth. However, the data also show that far too many youth remain homeless or are waiting long and harmful periods to get the support they need.

This is a first step. More and better data are needed to fill key knowledge gaps. Yet, with this analysis, we now better understand how communities use a common risk assessment tool; how they can sharpen assessment, prioritization, and service delivery; and how policy actions can help.

This evidence should inform better coordinated crisis-response systems for young people across the country to increase the exits of youth from homelessness. At the same time, these findings also remind us that we cannot end youth homelessness without prevention. The fact that systems must triage small numbers of housing resources for large numbers of youth experiencing homelessness is unacceptable and must be remedied. By working across systems and policies related to education, employment, child welfare, juvenile and criminal justice, and public health, we can intervene earlier so that far fewer young people reach the point of crisis in the first place.

Communities and funders now have a better basis for advancing coordinated responses to the urgent challenge of youth homelessness. We encourage communities to take similar steps with their own data and to engage with the team behind this initiative as they work to convert evidence to action to end youth homelessness.
ENDNOTES

1. In some cases, we analyze returns to homelessness over at least a 6-month period. We do this for more granular analyses that require a larger sample size (since we have to omit a larger share of the sample if we restrict our analysis to those who were in the data set for at least 12 months following their first exit from the homelessness system). We always indicate whether we are using at least 6 or at least 12 months for the stable housing outcome.


3. At 15% of the sample, Hispanic youth were underrepresented compared to their share of the general population. This has been found in other HHS and HUD data related to youth homelessness, however, and probably reflects additional hiddenness of this population’s homelessness experiences. The VoYC national survey, which involved a population-based survey and young people’s self-reports of homelessness, found that Hispanic youth were overrepresented among those experiencing homelessness.

4. Black youth had modestly higher average acuity scores than white youth (6.7 versus 6.3); the difference was small but statistically significant.

REFERENCES


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