
FRANKLIN/ESSEX HOUSING COALITION ON HOMELESSNESS: CONTINUUM OF CARE WRITTEN STANDARDS

Preamble

The Continuum of Care (CoC) is responsible for establishing and consistently following written standards for administering assistance. Written standards provide a reference for coordinating and implementing a system to meet the needs of the population and subpopulations experiencing homelessness within the geographic area of the Franklin/Essex Housing Coalition (FEHC) the CoC for Franklin and Essex Counties. Both the Emergency Solutions Grant (ESG) and the Homeless Emergency Assistance and Rapid Transition to Housing Act (HEARTH) Continuum of Care Project Interim Rules and Regulations state that CoCs, “in consultation with recipients of ESG project funds within the geographic area, are intended to coordinate service delivery...and assist CoCs and their recipients in evaluating the eligibility of individuals and families consistently and administering assistance fairly and methodically” § 578.7(a)(9).¹

All projects that receive ESG or CoC funding are required to abide by these written standards. The CoC strongly encourages projects that do not receive either of these sources of funds to accept and utilize these written standards. The goals of the FEHC written standards are to:

- Establish community-wide expectations and standards
- Clarify local priorities, which will ensure a transparent system
- Document the system for prioritizing assistance per project type
- Outline a strategy for use of limited resources
- Establish important community-wide policies in implementing CoC- and ESG-funded programs, such as an anti-discrimination, Move-On, and Emergency Transfer Plan Policies

The FEHC written standards have been established to ensure that persons experiencing homelessness who enter projects throughout the CoC will be given unvarying information and support to access and maintain permanent housing and enable the CoC to end homelessness.

For each project type, the standards outline:

1. Purpose of the project type
2. Eligibility criteria
3. Prioritization
4. Minimum standards of assistance
5. Client access
6. Performance standards.

As a baseline, the FEHC has adopted current minimum standards set by HUD for all CoC funded projects and has worked collaboratively with CoC recipients/sub recipients. Requirements set by HUD for CoC projects include:

- Projects must have written policies and procedures and consistently apply them to all participants
 - Projects that serve households with children must comply with the following:

¹ 24 CFR § 576.400(e)(1) If the recipient is a metropolitan city, urban county, or territory, the recipient must have written standards for providing Emergency Solutions Grant (ESG) assistance and must consistently apply those standards for all program participants. The recipient must describe these standards in its consolidated plan; (2) if the recipient is a state: the recipient must establish and consistently apply or require that its sub recipients establish and consistently apply, written standards for providing ESG assistance.

- A staff person must be designated as the educational liaison that will ensure children are enrolled in school, connected to appropriate services in the community, including early childhood projects such as Head Start, Part C of the Individuals with Disabilities Education Act, and the McKinney Vento education services
- The age and gender of a child under age 18 must not be used as a basis for denying any family's admission to a project that provides shelter for families with children
- Programs receiving CoC funding must participate in HMIS (Homeless Management Information System); however, all homeless programs are strongly encouraged to participate in HMIS and meet the minimum HMIS data quality standards
- Programs must coordinate and collaborate with other service providers within the geographic area (such as housing, social services, employment, education and youth programs, etc.)
- Programs are required to participate in the Coordinated Entry System and use the prioritization criteria established in this document
- Programs must keep documentation of homelessness on file
- Programs must keep documentation of amount, source and use of resources for each match contribution
- Programs must keep documentation of use of HMIS
- Programs must keep documentation for all eligible costs charged to the grant
- Eligibility requirements as defined by CoC funding are the standard for receiving assistance. Additional project requirements for eligibility are not the standard and cannot be grounds for rejection. Project participants can only be rejected because the eligibility criteria as defined by CoC funding and noted in the written standards is not met
- Programs must follow RCHSC's anti-discrimination policy
- Programs must implement RCHSC's Emergency Transfer Plan
- Programs must have a formal procedure for terminating assistance to a participant that abides by all project funding, state and federal regulations
- All HUD funded projects must ensure equal access in housing to all eligible individuals and families regardless of sexual orientation, gender identity, or marital status. Equal access must be granted to individuals in accordance with the individual's gender identity, and in a manner that affords equal access to the individual's family

The *Continuum of Care Written Standards* are implemented in coordination with *the Coordinated Entry Policies and Procedures*. Specifically, the following written standards for administering assistance within the CoC geographic area serve as a reference to:

- Assist with the coordination of service delivery across the geographic area and are the foundation of the Coordinated Entry system
- Assist in assessing individuals and families consistently to determine project eligibility
- Set prioritization standards for administering assistance that are in line with strategies outlined by the CoC's vision and guiding principles for local targets that are complementary to those within the United States Interagency Council on Homelessness (USICH) *Home Together* federal strategic plan to prevent and end homelessness.
- Assist in administering projects fairly and methodically to meet funding regulations
- Establish common core performance measures for all CoC component types
- Provide the basis for monitoring CoC funded projects
- Establish how standards will be reviewed regularly and evaluated for effectiveness

Ongoing Review & Evaluation

As a document that represents the CoC, its available housing and services, populations, as well as local goals and values, these standards serve as a resource for providing assistance across the continuum in order to end homelessness.

The standards are to be reviewed annually in order to ensure the system of providing assistance is transparent, local priorities are clear to all recipients, and CoC limited resources are being used strategically. To guarantee the written standards are implemented comprehensively, project performance, HMIS data, Coordinated Entry tracking, as well as project participant and stakeholder input, will all be considered when evaluating the written standards for effectiveness. As noted in the FEHC Governance Charter, ongoing review and evaluation will be completed at least annually.

Accessing Assistance

The FEHC on Homelessness' *Coordinated Entry Policies and Procedures* is to be referenced per assistance type as it relates to *accessing assistance*. The *Policies and Procedures* outline the standardized access, assessment, and referral process for housing and other services across agencies in a community. This process is not intended to determine acceptance into a program; it is meant to prioritize community services based on need. Coordinated Entry assesses the person's housing needs, preferences, and vulnerability. During assessment, the person's needs and level of vulnerability may be documented for purposes of determining prioritization. Prioritization helps the CoC manage its inventory of community housing resources and services, ensuring that those persons with the greatest need and vulnerability receive the supports they need to resolve their housing crisis. Following prioritization, persons are referred to available CoC housing resources and services in accordance with the CoC's prioritization guidelines.

The Coordinated Entry Process is intended to assure household eligibility for waiting list acceptance with programs having the ability and responsibility to ensure that household needs are best served by their program. The goal of Coordinated Entry is to link all Emergency Solutions Grant, CoC funded, and non-CoC funded programs in order to best assess households to effectively and efficiently refer households to services.

HUD Required Fundamentals

- Full coverage - The Coordinated Entry Process must cover the CoC's entire geographic area with access points that are accessible and well-advertised to the people living there.
- Outreach - Any street outreach efforts must be linked to the Coordinated Entry Process.
- Emergency Services – The Coordinated Entry Process must allow people experiencing a housing crisis to access emergency services with as few barriers as possible.
- Standardized Access and Assessment – The Coordinated Entry Process must use the same assessment process at all access points.
- Marketing and Non-Discriminatory Access – CoC's and recipients of HUD Coc Programs are required to affirmatively market their housing and supportive services projects to eligible persons who are least likely to apply in the absence of special outreach.
- Safety Planning – The CoC's access must ensure the safety of persons who are fleeing, or attempting to flee, domestic violence (as well as dating violence, sexual assault, trafficking, or stalking).
- Privacy – The Coordinated Entry Process must ensure adequate privacy protections are extended to and enforced for all participants from the first point of access, through assessment and prioritization, and after participants have been offered permanent housing and even exited CoC projects.

The *Coordinated Entry Policies and Procedures* can be found on the FEHC website: caresny.org/wp-content/uploads/2019/02/NY520-FEHC-CE-PolicyProc-Approved2018.06.pdf

Prioritization Standards

These written standards establish the community-wide expectation of how resources are to be targeted within the community. This is separate from meeting eligibility requirements, and specific to prioritizing assistance to those in need. Project participants must always meet eligibility criteria while all individuals and household types can be prioritized for a type of assistance. As prescribed in the *Coordinated Entry Policies & Procedures*, CoCs prioritize assistance based on vulnerability and severity of service needs to ensure that people who need assistance the most can receive it in a timely manner. All CoC funded PSH programs accept referrals only through a single prioritized list that is created through the CoC's Coordinated Entry process. The CoC's *Coordinated Entry Policies & Procedures* and process are in alignment with HUD guidance and notices, namely:

- 24 CFR Part 578 – *Homeless Emergency Assistance and Rapid Transition to Housing: Continuum of Care Program* (specifically: 578.3 and 578.7(a)(8))
- CPD-016-11- *Notice on Prioritizing Persons Experiencing Chronic Homelessness and Other Vulnerable Homeless Persons in Permanent Supportive Housing*
- [CPD-017-01- Notice Establishing Additional Requirements for a Continuum of Care Centralized Coordinated Assessment System](#)

The CoC will refer to and implement guidance based on any subsequent notices that update or replace prior notices and guidance

In accordance with these notices and guidance, populations and households prioritized for assistance include:

- Those prioritized in CoC funded PSH beds **Dedicated** to Persons Experiencing CH or PSH **Prioritized** for Occupancy by CH Persons are, in order of prioritization:
 - First Priority- Chronically Homeless Individuals and Families with the Longest History of Homelessness and with the Most Severe Service Needs
 - Second Priority- Chronically Homeless Individuals and Families with the Longest History of Homelessness are prioritized in CoC funded PSH beds **Dedicated** to Persons Experiencing CH and PSH **Prioritized** for Occupancy by CH Persons.
 - Third Priority - Chronically Homeless Individuals and Families with the most severe service needs are prioritized in CoC funded PSH beds **Dedicated** to Persons Experiencing CH and PSH **Prioritized** for Occupancy by CH Persons.
 - Fourth Priority - All other Chronically Homeless Individuals and Families
 - Fifth Priority- Non-chronically homeless households, as long as the recipient of CoC Program-funded PSH documents how it was determined that there were no chronically homeless households identified for assistance within the CoC's geographic area at the point at which a vacancy became available.
- Those prioritized in PSH beds that are NOT Dedicated or Prioritized for Persons Experiencing Chronic Homeless, in order of prioritization:
 - First Priority - Homeless Individuals and Families with a Disability with Long Periods of Episodic Homelessness; fewer than four occasions where they have been living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter but where the cumulative time homeless is at least 12 months, **and** Severe Service Need.
 - Second Priority - Homeless Individuals and Families with a Disability with Severe Service Needs. No minimum length of time required.
 - Third Priority - Homeless Individuals and Families with a Disability Coming from Places Not Meant for Human Habitation, Safe Haven, or Emergency Shelter Without Severe Service Needs. No minimum length of time required.

- Fourth Priority—Homeless Individuals and Families with a Disability Coming from Transitional Housing who prior to residing in the TH had lived in a place not meant for human habitation, in an emergency shelter, or safe haven. This priority also includes individuals and families residing in TH who were fleeing or attempting to flee domestic violence, dating violence, sexual assault, or stalking prior to residing in that TH project even if they did not live in a place not meant for human habitation, an emergency shelter, or a safe haven prior to entry in the TH.
- Fifth Priority- All others that meet a lower priority of order, as long as the recipient of CoC Program-funded PSH documents how the determination was made that there were no eligible individuals or families within the CoC’s geographic area that met a higher priority.

Housing First is a proven approach, applicable across all elements of systems for ending homelessness, in which people experiencing homelessness are connected to permanent housing swiftly and with few to no treatment preconditions, behavioral contingencies, or other barriers. Programs ensure that no potential clients are screened out or terminated based on any criteria outlined below.

- Access to programs is not contingent on sobriety, minimum income requirements, lack of a criminal record, completion of treatment, participation in services, or other unnecessary condition.
- Programs or projects do everything possible not to reject an individual or family on the basis of poor credit or financial history, poor or lack of rental history, minor criminal convictions, or behaviors that are interpreted as indicating a lack of “housing readiness.”
- People with disabilities are offered clear opportunities to request reasonable accommodations within applications and screening processes and during tenancy and building and apartment units includes special physical features that accommodate disabilities.
- Programs or projects that cannot serve someone work through the Coordinated Entry Process to ensure that those individuals or families have access to housing and services elsewhere.
- Housing and service goals and plans are highly tenant – driven.
- Supportive services emphasize engagement and problem- solving over therapeutic goals.
- Participation in services or compliance with service plans are not conditions of tenancy but are reviewed with tenants and regularly offered as a resource to tenants.
- Services are informed by a harm-reduction philosophy that recognizes that drug and alcohol use and addiction are part of some tenants’ lives. Tenants are engaged in non-judgmental communication regarding drug and alcohol use are offered education regarding how to avoid risky behaviors and engage in safer practices.
- Substance use in and of itself, without other lease violations, is not considered a reason for eviction.
- Tenants in supportive housing are given reasonable flexibility in paying their share of rent on time and offered special payment arrangements for rent arrears and/or assistance with financial management, including representative payee arrangements.
- Every effort is made to provide a tenant the opportunity to transfer from one housing situation, program, or project to another if a tenancy is in jeopardy. Whenever possible, eviction back into homelessness is avoided.

Strategic Planning Objectives Specific to CoC Funded Projects

- Increase the number of beds dedicated and prioritized to serve chronically homeless individuals
- Increase housing stability
- Increase project participant income
- Increase the number of participants obtaining mainstream benefits
- Increase the number of individuals and families served by Rapid Rehousing

Anti-Discrimination Policy

Anti-Discrimination Policy in Administering Housing and Service Assistance

All CoC and ESG Program-funded projects within the CoC shall market to and serve all eligible persons regardless of race, color, national origin, religion, sex, age, familial status, or disability who are least likely to apply in the absence of special outreach or accommodation and without regard to actual or perceived sexual orientation, gender identity, or marital status.

It shall be the policy of the Continuum of Care (CoC) to maintain and promote a safe environment for all persons in all CoC- and ESG-funded programs and beyond. All staff, volunteers, and contract providers are prohibited from engaging in any form of discrimination against or harassment of persons on the basis of actual or perceived race, ethnicity, immigration status, national origin, sex, disability, sexual orientation, gender identity, or gender expression. The CoC is committed to providing a healthy and accepting setting for all persons accessing services through its programs by hosting a mandatory training for all CoC- and ESG-funded agencies annually. Any discrimination against or harassment of staff or clients within a CoC- and ESG-funded program will not be tolerated. The provision of services to lesbian, gay, bisexual, transgender, and gender nonconforming persons in CoC- and ESG-funded programs shall be free of institutional and personal bias. CoC- and ESG-funded programs shall recognize and address the individual needs of each client and shall apply policies and practices fairly to all clients. If you have experienced harassment or discrimination in violation of this policy, please file a grievance according to facility policy. All grievances will be reviewed and investigated immediately.

All CoC and ESG Program-funded projects within CoC shall also comply with all State of New York and Federal statutes relating to nondiscrimination. These include but are not limited to:

- *Fair Housing Act (Title VIII of the Civil Rights Act of 1968)*, which prohibits discriminatory housing practices based on race, color, religion, sex, national origin, disability, or familial status.
- *Title VI of the Civil Rights Act of 1968*, (P.L. 88-352, 42 U.S.C. § 2000d, and implementing regulations) which prohibits discrimination on the grounds of race, creed, color, sex, religion, ancestry, age, condition of physical handicap, marital status, political affiliation, or national origin in programs and activities receiving federal financial assistance.
- *24 CFR 5.105(a)(2) – Equal Access to HUD-Assisted or -Insured Housing*, which states housing assisted by HUD or subject to a mortgage insured by HUD shall be made available without regard to actual or perceived sexual orientation, gender identity, or marital status.
- *Equal Access to Housing in HUD Programs Regardless of Sexual Orientation or Gender Identity Final Rule (2012)*, which ensures that HUD programs are open to all eligible individuals and families regardless of sexual orientation, gender identity, or marital status.
- *Equal Access in Accordance with an Individual's Gender Identity in Community Planning and Development Programs Final Rule (2016)*, which ensures equal access for individuals in accordance with their gender identity in programs and shelter funded under programs administered by HUD's Office of Community Planning and Development (CPD).
- *Sections 503 and 504 of the Rehabilitation Act of 1973*, as amended (29 U.S.C. § 794, 45 C.F.R. Part 84), which prohibits discrimination on the basis of handicaps.
- *Americans with Disabilities Act*
 - *Title II*, which prohibits public entities, which includes states and local governments, and special purpose districts, from discriminating against individuals with disabilities in all their services, programs, and activities, which include housing, and housing-related services such as housing search and referral assistance.
 - *Title III*, which prohibits private entities that own, lease, and operate places of public accommodation, including shelters, social service establishments, and other public

accommodations providing housing, from discrimination on the basis of disability.

- NYS *Sexual Orientation Non-Discrimination Act (SONDA)* (2012), which prohibits discrimination on the basis of actual or perceived sexual orientation in employment, housing, public accommodations, education, credit and the exercise of civil rights in NYS.
- NYS *Gender Expression Non-Discrimination Act (GENDA)* (2019), which prohibits discrimination, harassments, and retaliation on the basis of gender identity or expression, including a persons' actual or perceived gender-related identity, appearance, behavior, expression, or other gender-related characteristic regardless of the sex assigned to that person at birth.
- Any other nondiscrimination provisions in the specific statute(s) under which application for Federal assistance is being made.

Affirmatively Furthering Fair Housing

CoC- and ESG-funded programs shall implement programs in a manner that affirmatively furthers fair housing, which means that the agency will:

- (1) Affirmatively market their housing and supportive services to eligible persons regardless of race, color, national origin, religion, sex, age, familial status, or handicap who are least likely to apply in the absence of special outreach, and maintain records of those marketing activities;
- (2) Where a recipient encounters a condition or action that impedes fair housing choice for current or prospective program participants, provide such information to the jurisdiction that provided the certification of consistency with the Consolidated Plan; and
- (3) Provide program participants with information on rights and remedies available under applicable federal, State and local fair housing and civil rights laws.

Integrated Settings

In alignment with HUD guidance, CoC- and ESG-funded programs will provide housing in integrated settings appropriate to the needs of qualified individuals with disabilities. This "integration mandate" requires that HUD-funded programs or activities enable individuals with disabilities to interact with nondisabled persons to the fullest extent possible.

Targeting Subpopulations

Please note, there are certain situations in which a recipient or subrecipient may limit housing to a specific subpopulation, so long as admission does not discriminate against any protected class, as well as instances where recipients or subrecipients may limit admission or provide a preference to certain subpopulations of homeless persons and families who need the specialized services provided in the housing.

Implementing the Anti-Discrimination Policy

All CoC- and ESG-funded programs shall conduct the following in order to be in compliance with the CoC Anti-Discrimination Policy:

- Have an active Anti-Discrimination Policy as part of their own agency policies and procedures, outlining alignment with the above listed New York State and Federal statutes, including a policy and procedure for those who require alternative means of communication for program information (i.e. Braille, large print, audiotape, American Sign Language, a language other than English).
- Publicly post adherence to anti-discrimination statutes, affirming an environment in which housing and services are provided all to eligible persons regardless of race, color, national origin, religion, sex, age, familial status, or disability; and information on who to contact if it is believed your civil rights have been violated.
- Affirmatively market housing and services to those least likely to apply.

- Annually participate in a mandatory antidiscrimination training for all CoC- and ESG-funded agencies.

Fair Housing Violation Contact Information

If you believe you, your staff, or a client's civil rights have been violated, a fair housing complaint shall be filed online by completing the Housing Discrimination Complaint form (HUD form 903) found at <https://portal.hud.gov/FHEO903/Form903/Form903Start.action>. If you have questions regarding Fair Housing in New York State or believe you have been a victim of housing discrimination, contact the Civil Rights Bureau of the New York State Attorney General's Office at **212-416-8250** or civil.rights@ag.ny.gov.

Written Standards by Project Type

The project types directly providing homeless housing and services included within the written standards and their location within the document are listed below.

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PERMANENT SUPPORTIVE HOUSING

Permanent Supportive Housing (PSH) for persons with disabilities is permanent housing with indefinite leasing or rental assistance paired with supportive services to assist homeless persons with a disability or families with an adult or child member with a disability achieve housing stability.

Eligibility Criteria

- Participants must meet the HUD definition of homelessness
- PSH can only provide assistance to individuals with disabilities and families in which at least one adult or child has a disability

Minimum Standards of Assistance

- There can be no predetermined length of stay for a PSH project
- Supportive services designed to meet the needs of the project participants must be made available to the project participants throughout the duration of stay in PSH
- Project participants in PSH must enter into a lease (or sublease) agreement for an initial term of at least one year that is renewable and is terminable only for cause. Leases (or subleases) must be renewable for a minimum term of one month

Performance Standards: Strategic Planning Objectives

- 80% or more of all participants will remain stable in PSH or exit to other permanent housing destinations
- 56% or more of adult participants will have mainstream (non-cash) benefits
- 54% or more of adult participants will have income from sources other than employment
- 54% or more of adult participants will increase income from sources other than employment
- 20% or more of adult participants will have income from employment
- 20% or more of adult participants will increase income from employment

Priorities

Order of Priority in CoC Program-funded Permanent Supportive Housing

A. Order of Priority in CoC Program-funded Permanent Supportive Housing Beds Dedicated to Persons Experiencing Chronic Homelessness and Permanent Supportive Housing Prioritized for Occupancy by Persons Experiencing Chronic Homelessness

1. For CoC Program-funded PSH that is dedicated or prioritized for persons experiencing chronic homelessness, the following order of priority is in effect:

First Priority—Chronically Homeless Individuals and Families with the Longest History of Homelessness and with the Most Severe Service Needs. A chronically homeless individual or head of household as defined in 24 CFR 578.3 for whom both of the following are true: **i.** The chronically homeless individual or head of household of a family has been homeless and living in a place not meant for human habitation, a safe haven, or in an emergency shelter for at least 12 months either continuously or on at least four separate occasions in the last 3 years, where the cumulative total length of the four occasions equals at least 12 months; and **ii.** The CoC or CoC Program recipient has identified the chronically homeless individual or head of household, who meets all of the criteria in paragraph (1) of the definition for chronically homeless, of the family as having severe service needs

(a) Second Priority—Chronically Homeless Individuals and Families with the Longest History of Homelessness. A chronically homeless individual or head of household, as defined in 24 CFR 578.3, for which both of the following are true:

- i. The chronically homeless individual or head of household of a family has been homeless and living in a place not meant for human habitation, a safe haven, or in an emergency shelter for at least 12 months either continuously or on at least four separate occasions in the last 3 years, where the cumulative total length of the four occasions equals at least 12 months; and,
- ii. The CoC or CoC program recipient has **not** identified the chronically homeless individual or the head of household, who meets all of the criteria in paragraph (1) of the definition for chronically homeless, of the family as having severe service needs.

(b) Third Priority—Chronically Homeless Individuals and Families with the Most Severe Service Needs. A chronically homeless individual or head of household as defined in 24 CFR 578.3 for whom both of the following are true:

- i. The chronically homeless individual or head of household of a family has been homeless and living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter on at least four separate occasions in the last 3 years, where the total length of those separate occasions equals less than one year; and
- ii. The CoC or CoC program recipient has identified the chronically homeless individual or the head of household, who meets all of the criteria in paragraph (1) of the definition for chronically homeless, of the family as having severe service needs.

(c) Fourth Priority—All Other Chronically Homeless Individuals and Families. A chronically homeless individual or head of household as defined in 24 CFR 578.3 for whom both of the following are true:

- i. The chronically homeless individual or head of household of a family has been homeless and living in a place not meant for human habitation, a safe haven, or in an emergency shelter for on at least four separate occasions in the last 3 years, where the cumulative total length the four occasions is **less than** 12 months; and
- ii. The CoC or CoC program recipient has **not** identified the chronically homeless individual or the head of household, who meets all of the criteria in paragraph (1) of the definition for chronically homeless, of the family as having severe service needs.

2. Where a CoC or a recipient of CoC Program-funded PSH beds that are dedicated or prioritized is not able to identify chronically homeless individuals and families as defined in 24 CFR 578.3 within the CoC, the order of priority in Section B. 1a.-d. of this document, as adopted by the CoC, may be followed.

3. Recipients of CoC Program-funded PSH should follow the order of priority above while also considering the goals and any identified target populations served by the project. For example, a CoC Program-funded PSH project that is permitted to target homeless persons with a serious mental illness that has been identified as a project that will prioritize a portion or all of its turnover beds to persons experiencing chronic homelessness should follow the order of priority under Section III.A.1. of this document to the extent in which persons with serious mental illness meet the criteria.

4. Recipients must exercise due diligence when conducting outreach and assessment to ensure that persons are served in the order of priority in this document. HUD recognizes that some persons—particularly those living on the streets or in places not meant for human habitation—might require significant engagement and

contacts prior to their entering housing and recipients are not required to keep units remain vacant where there are persons who meet a higher priority within the CoC and who have not yet accepted the PSH opportunities offered to them. Street outreach providers should continue to make attempts to engage those persons and the CoC and CoC Program-funded PSH providers are encouraged to follow a Housing First approach to the maximum extent practicable. For eligibility in dedicated or prioritized PSH serving chronically homeless households, the individual or head of household must meet all of the applicable criteria to be considered chronically homeless per 24 CFR 578.3.

B. Order of Priority in Permanent Supportive Housing Beds Not Dedicated or Prioritized for Persons Experiencing Chronic Homelessness

1. Recipients of non-dedicated and non-prioritized PSH will offer housing to chronically homeless individuals and families first, but minimally will be required to place otherwise eligible households in an order that prioritizes, in a nondiscriminatory manner, those who would benefit the most from this type of housing, beginning with those most at risk of becoming chronically homeless. For eligibility in non-dedicated and non-prioritized PSH serving non-chronically homeless households, any household member with a disability may qualify the family for PSH.

(a) First Priority—Homeless Individuals and Families with a Disability with the Most Severe Service Needs.

An individual or family that is eligible for CoC Program-funded PSH who has been living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter for any period of time, including persons exiting an institution where they have resided for 90 days or less but were living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter immediately prior to entering the institution **and** has been identified as having the most severe service needs.

(b) Second Priority—Homeless Individuals and Families with a Disability with a Long Period of Continuous or Episodic Homelessness. An individual or family that is eligible for CoC Program-funded PSH who has been living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter continuously for at least 6 months or on at least three separate occasions in the last 3 years where the cumulative total is at least 6 months. This includes persons exiting an institution where they have resided for 90 days or less but were living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter immediately prior to entering the institution and had been living or residing in one of those locations for at least 6 months or on at least three separate occasions in the last 3 years where the cumulative total is at least 6 months.

(c) Third Priority—Homeless Individuals and Families with Disability Coming from Places Not Meant for Human Habitation, Safe Havens, or Emergency Shelters. An individual or family that is eligible for CoC Program-funded PSH who has been living in a place not meant for human habitation, a safe haven, or an emergency shelter. This includes persons exiting an institution where they have resided for 90 days or less but were living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter immediately prior to entering the institution.

(d) Fourth Priority—Homeless Individuals and Families with a Disability Coming from Transitional Housing. An individual or family that is eligible for CoC Program-funded PSH who is coming from transitional housing, where prior to residing in the transitional housing lived on streets or in an emergency shelter, or safe haven. This priority also includes homeless individuals and homeless households with children with a qualifying disability who were fleeing or attempting to flee domestic violence, dating violence, sexual assault, or stalking and are living in transitional housing—all are eligible for PSH even if they did not live on the streets, emergency shelters, or safe havens prior to entry in the transitional housing.

2. Recipients of CoC Program-funded PSH are to follow the order of priority above, while also considering the goals and any identified target populations served by the project. For example, in CoC Program-funded PSH where the beds are not dedicated or prioritized and which is permitted to target homeless persons with a serious mental illness should follow the order of priority under Section B. 1a-d. of this document, to the extent in which persons with serious mental illness meet the criteria.

3. Due diligence should be exercised when conducting outreach and assessment to ensure that persons are served in the order of priority in these standards. HUD recognizes that some persons—particularly those living on the streets or in places not meant for human habitation—might require significant engagement and contacts prior to their entering housing and recipients are not required to keep units vacant where there are persons who meet a higher priority within the CoC and who have not yet accepted the PSH opportunities offered to them. Street outreach providers should continue to make attempts with those persons using a Housing First approach to place as few conditions on a person’s housing as possible.

HOMELESS MANAGEMENT INFORMATION SYSTEM

Under the HEARTH Act, HMIS participation is a statutory requirement for all CoC funded projects. Victims service providers cannot participate in HMIS; these providers must use a comparable database that produces unduplicated and aggregate reports in its place. The FEHC is responsible for designating the HMIS lead who is responsible for the operation and administration of the HMIS.

Minimum Standards

- Produce an unduplicated count of persons experiencing homelessness for the CoC
- Describe the extent and nature of homelessness within the CoC
- Identify patterns of service use
- Measure program effectiveness

Performance Standards: Expected Outcomes

- Increase and Maintain Data Quality within HMIS
- No more than 5% error rate for all required fields

MOVE ON STRATEGY FOR RECOGNITION OF TENANT INDEPENDENCE

Franklin-Essex Housing Coalition (FEHC, the Continuum of Care for Franklin and Essex Counties) has created a Move On Strategy to transition households in Supportive Housing (including Permanent Supportive Housing (PSH) and Rapid Rehousing (RRH)) who no longer need intensive services to affordable housing. This strategy is broken into Phase I and Phase II, and sets out the actions FEHC will take to ensure the community has suitable long-term, affordable housing options for tenants ready to move on, and that tenants have the skills and are empowered to make this decision. The fundamental goal of the Move On Strategy is to promote the highest levels of independence and choice for tenants, as well as to create flow in supportive housing units to ensure these units are available for currently homeless families and individuals with disabilities who need housing combined with services. Promoting economic mobility and self-sufficiency, the Move On Strategy is first and foremost about celebrating growth, recovery and tenant success, and ensures all services are provided using strengths-based language and a recovery-focused model. Below details the CoC's process for identifying tenants who are eligible to move on; documentation needed to request ideal candidates for the strategy; and providing guidance for tenants on safety and security while prioritizing resources where they are most needed. The plan is based on a model Move On strategy discussed by the U.S. Department of Housing and Urban Development (HUD) and the Corporation for Supportive Housing. The FEHC Community Outreach and Governance Committees will be responsible for providing regular trainings, resources, relationship building, and outcome tracking to support implementation of and monitor the Moving On Strategy.

Recruiting Affordable Housing Providers

The Move On Strategy targets existing tenants in supportive housing who are stable and require only minimal supportive services. These tenants are, with client choice, assisted to transition to a mainstream rent subsidy (typically the Housing Choice Voucher program) or an affordable housing unit, which frees up their subsidy for someone who is chronically homeless and needs the intensive services and long-term subsidies offered in supportive housing. The mainstream rent subsidy may include programs like Public Housing Authorities (PHAs), multifamily assisted housing owners, Low Income Tax Credit (LIHTC) developments, and local low-income housing programs. Phase I of the Move On Strategy is currently being implemented and includes recruiting local affordable housing providers to participate in the program, by setting preferences for tenants moving on from supportive housing. Phase II of the Move On Strategy will include advocating to New York State to incorporate a preference for individuals and families moving on from supportive housing units in the NYS Affordable Housing Corporation Plan.

Identifying Households for Moving On

Housing providers identify households in supportive housing that may be ready to move on through ongoing case management with tenants. Specifically, program staff meet with tenants on an ongoing basis to establish tenant goals and set a plan towards meeting those goals, utilizing strengths-based language and a recovery-focused model. Program staff implement a client-choice model by ensuring tenants know there is a voluntary option to move on. Program staff ensure tenants interested in moving on (1) have demonstrated the ability to live stably and maintain housing, (2) will meet PHA or other affordable housing providers screening criteria, and (3) understand the decision to move on from supportive housing is voluntary. During Phase II of this strategy, a standardized assessment for moving on will be developed and implemented.

Program staff work with tenants to create a formal and comprehensive transition plan that identifies tenant strengths, living skills and the supports necessary to help them meet transition goals. Pre-transition plans are individualized to meet the specific needs of each household. Some common resources or supports tenants often need and are connected to include: employment supports, benefits counseling, activities of daily living skills, community living skills, and connection to community-based services. As households volunteer, housing providers make referrals to the PHA or other affordable housing providers.

Eligibility Considerations for Tenants

Individuals are identified by housing provider program staff who work directly with clients in the housing programs. Clients should meet four basic criteria in order to be recommended to move on: 1) a good rental history of on-time payments, 2) evidence of “good neighbor” behavior without any complaints or property management conflicts, 3) supported progress of quantitative areas and 4) low service needs.

Housing providers identify households in supportive housing who may be candidates for moving on by analyzing observations (interviews/survey’s, demonstrated ability to live stably and maintain housing or any other mitigating circumstances) combined with quantitative key areas for assessing tenant capacity, motivation, confidence and emotional readiness. These key quantitative areas include:

- Emotional independence (interest and confidence in moving on),
- Financial Capacity (employment, income, savings, budgeting skills),
- Housing history (housing tenure, rent arrears, past evictions, neighbor/landlord relationships)
- Intensity of service use (need for on-site services),
- Health/behavioral health (substance use, mental health, medication management, treatment engagement, mobility),
- Connection to mainstream resources (rental supports if needed),
- Connection to family or other natural supports,
- Community living skills (self-managing behavior, limit setting relating to drugs, etc.),
- Activities of daily living skills (ability to get meals, keep apartment clean, follow lease), and
- Housing goals (location, size, affordability, live with family/friends).

Transition Services

Housing Providers are required to provide: assistance with locating and securing a housing unit; case management to support transition including but not limited to assistance building linkages to community supports and services, such as mental and physical health services, substance use treatment, stores for groceries and other necessities, recreational activities and public transportation options; and support with landlord negotiations. Services offered may also include: providing funds to cover moving services, utility deposits/arrears and furniture/household items; and assistance with family reunification.

Aftercare Supports

FEHC recommends housing providers offer voluntary aftercare services to individuals who have moved on for at least six months after their move-out, and track types of supports provided and outcomes of those supports. It is recommended housing providers provide a minimum of two check-ins per month that can be in-person, by phone or by email.

Creating a Culture of Moving On

FEHC believes a programmatic reward/incentive structure for Moving On can assist in further promoting a culture of independence and self-sufficiency. The CoC will develop a variety of strategies to publicize and build interest in Moving On opportunities, including providing trainings on and working with providers to: post fliers in highly visible locations; host community meetings on Moving On; conducting one-on-one outreach to tenants; and encourage Moving On peers to talk about their experiences and engage tenants.

Moving on Timing and Availability

FEHC understands a Move On request may not be able to be satisfied immediately due to a variety of variables. However, the housing program will act as quickly as possible with community partners to move a tenant into appropriate affordable housing.

Ongoing CoC Assessment of Move On Strategy

Once annually FEHC will assess the success of this Move On Strategy, reviewing number/percentage of persons who have moved on and rate of retention in affordable housing destinations. FEHC will also discuss strengths/weaknesses related to the strategy's recommendations for recruiting affordable housing providers, identifying households for moving on, eligibility considerations for tenants, transition services, aftercare supports, and creating a culture of moving on.

EMERGENCY TRANSFER PLAN FOR VICTIMS OF DOMESTIC VIOLENCE, DATING VIOLENCE, SEXUAL ASSAULT OR STALKING

Emergency Transfers

The Franklin Essex Coalition on Homelessness (FEHC) Care Continuum of Care is concerned about the safety of the tenants of the housing programs within its geographic area that are funded by Continuum of Care (CoC) Grant funds and such concern extends to tenants who are victims of domestic violence, dating violence, sexual assault, or stalking. In accordance with the Violence Against Women Act (VAWA), CoC-funded programs providing permanent housing or transitional housing, except safe havens, must allow tenants who are victims of domestic violence, dating violence, sexual assault, or stalking to request an emergency transfer from the tenant's current unit to another unit.

The ability of a housing program to honor such a request for tenants currently receiving rental assistance, however, may depend upon a preliminary determination that the tenant is or has been a victim of domestic violence, dating violence, sexual assault, or stalking, and on whether the housing provider has another dwelling unit that is available and is safe to offer the tenant for temporary or more permanent occupancy.

This plan identifies tenants who are eligible for an emergency transfer; the documentation needed to request an emergency transfer; confidentiality protections; and how an emergency transfer may occur. In addition, it provides guidance for tenants on safety and security. The plan is based on a model emergency transfer plan published by the U.S. Department of Housing and Urban Development (HUD), the federal agency which ensures that FEHC and the CoC funded providers within its geographic area in compliance with VAWA.

Eligibility for Emergency Transfers

A tenant who is a victim of domestic violence, dating violence, sexual assault, or stalking, as provided in HUD's regulations at 24 CFR part 5, subpart L, is eligible for an emergency transfer, if: The tenant reasonably believes that there is a threat of imminent harm from further violence if the tenant remains within the same unit; or The tenant is a victim of a sexual assault, and the sexual assault occurred on the premises within the 90-day period preceding a request for an emergency transfer. A tenant requesting an emergency transfer must expressly request the transfer in accordance with the procedures described in this plan.

To request an emergency transfer, a tenant must notify the housing program's administrator or manager and submit a written request for a transfer to that individual. The tenant's written request for an emergency transfer should include either:

1. A statement expressing why the tenant reasonably believes that there is a threat of imminent harm from further violence if the tenant remains in the same dwelling unit assisted under the housing provider's program; or
2. A statement that the tenant was a sexual assault victim and that the sexual assault occurred on the premises during the 90-day period preceding the tenant's request for an emergency transfer.

The housing program may request additional documentation from a tenant in accordance with the documentation policies of HUD's regulations at 24 CFR part 5, subpart L.

Confidentiality

The housing program will keep confidential any information that the tenant submits in requesting an emergency transfer, unless the tenant gives the housing program written permission to release the information or disclosure of the information is required by law or in the course of an eviction or termination proceeding. This includes keeping confidential the new location of the dwelling unit of the tenant, if one is provided, from the person or persons that committed the act or acts of domestic violence, dating violence, sexual assault, or stalking against the tenant.

Emergency Transfer Timing and Availability

The housing program cannot guarantee that a transfer request will be approved or how long it will take to process a transfer request. However, the housing program will act as quickly as possible to move a tenant who is a victim of domestic violence, dating violence, sexual assault, or stalking to another unit, subject to the availability and safety of a unit. If the housing program does not expect to have another unit available within a reasonable period of time, it will contact other housing programs in the area to determine whether they have an available unit. If a unit is available, the tenant must agree to abide by the terms and conditions that govern occupancy in the unit to which the tenant is being transferred.

Safety and Security of Tenants

Pending processing of the transfer and the actual transfer, if it is approved and occurs, the tenant is urged to take all reasonable precautions to be safe. The tenant is encouraged to contact the National Domestic Violence Hotline at 1-800-799-7233, or a local domestic violence shelter, for assistance in creating a safety plan. For persons with hearing impairments, that hotline can be accessed by calling 1-800-787-3224 (TTY).

Attachment 1: LOCAL FRANKLIN, ESSEX ORGANIZATIONS OFFERING SERVICES TO VICTIMS OF DOMESTIC VIOLENCE

ATTACHMENT 1

LOCAL FRANKLIN, ESSEX ORGANIZATIONS OFFERING SERVICES TO VICTIMS OF DOMESTIC VIOLENCE

Behavioral Health Services North, Inc. – a not-for-profit organization and regional leader in assisting persons who are physically, emotionally, verbally, sexually, and/or financially abused by their intimate partners.

24-hour Domestic Violence Hotline 1-800-799-SAFE OR 1-800-799-7233

<https://www.thehotline.org/help/>

All calls are confidential. We provide information, crisis intervention, counseling, referral, and/or shelter. **The hotline is available to victims, friends, family, and other concerned individuals. Collect calls accepted.**

People

Domestic Violence Services are available to all victims and their dependent children, regardless of gender, age, ethnicity, or sexual orientation.

Programs

All Domestic Violence services are confidential and free of charge. 24-Hour Hotline Services, 24-Hour Safe Housing, Support and Assistance in Decision Making, Advocacy and Referrals: Legal, Medical, Dental, Housing, Counseling and Social Services, Information & Education: Spouse Abuse, Child Abuse, Family Violence, Self Esteem and Parenting, Peer Support Groups and Child care. Follow-up Support Services, Temporary Emergency Shelter for Pets, Community Preventions, Outreach & Education, Jemison Place Transitional Housing Program.

Purpose

Statistical studies show that one in seven people and one in four families will experience a serious emotional disability. While the Northern New York Center provided clinical treatment, rehabilitation and support services, the Mental Health Association provided non-clinical prevention, education, referral, counseling and supportive services for populations at risk for emotional disability. Although both entities had been serving the individuals and families of Clinton, Essex and Franklin counties, the merger brought together the leaders in the behavioral health field offering clients a continuum of seamless services.