

## **Seattle Human Services Department**

Response to Seattle City Council Statement of Legislative Intent: 65-4-A-1  
Regional Review of Shelter or Interim Housing Capacity  
November 30, 2011

### **I. Introduction**

As part of the 2011-2012 budget process, the Seattle City Council issued Statement of Legislative Intent (SLI) 65-4-A-1, requesting the Executive in collaboration with the Committee to End Homelessness (CEH), King County, United Way of King County, faith-based organizations, and service providers to examine the supply and demand for shelter or interim housing (including shelter, car camping, etc.) and consider the possible location of new housing in geographic areas currently lacking availability of such housing. The City Council also requested that the review incorporate the work being done by an organization selected by the CEH to help faith-based communities expand information and education on what these communities can provide in the way of housing and services for homeless people.

The City of Seattle is engaged in discussions with regional partners through leadership on the CEH. CEH work programs have been established as part of the 2011 CEH Mid-Plan Review of the Ten-Year Plan to End Homelessness and the adoption of the CEH work priorities for 2011-2015. Initiatives are under way to identify and respond to the housing and service needs of homeless individuals through targeted initiatives for families with children, homeless veterans, and chronically homeless adults. In addition, a number of special task forces are examining issues of homeless youth and young adults, immigrants and refugee populations, and the single adult shelter system.

All of these activities are influencing the ways in which the CEH and region responds to the needs for shelter and housing. Therefore, this SLI response includes a status report of these initiatives, rather than a set of specific recommendations on possible locations of new housing in geographic areas. Consideration for possible locations of new housing will not be made until after the initiatives and CEH task force deliverables are available.

In response to the SLI, this report provides: (1) background information and context for the regional response to homelessness; (2) a description of the shelter/interim housing inventory in the county; (3) unmet needs and (4) regional response to addressing services needed, including the implementation of new CEH initiatives.

This paper highlights the work of the CEH Single Adult shelter Task Force, co-chaired by the CEH leaders from City of Seattle's Human Services Department (HSD), the City of Bellevue and the City of Kent; the implementation of a new Coordinated Entry and Assessment system for families experiencing and at risk of homelessness in King County; and a CEH-funded program to support faith-based organizations working to end homelessness.

### **II. Background and Context**

Homelessness is a national, state and local problem that cannot be ended without significant resources from all levels of government. In November 2010, the Seattle City Council issued a Statement of Legislative Intent 65-4-A-1, Regional Review of Shelter or Interim Housing Capacity, noting that the "City [of Seattle] invests over \$32 million a year in homeless services. In addition, the City has spent millions

of dollars over the last 5 years for the development of permanent housing for the homeless.”

In the SLI, the City Council recognized that the City of Seattle was providing funding for the majority of adult shelter beds in King County and “advocates continue to request additional shelter beds or interim housing be provided to assist all of the region’s homeless.”

The City Council recognized that addressing unmet needs of people who are homeless requires a countywide response, stating that “the determination as to whether new shelter beds or interim housing are needed should be made through conversations with our regional partners, including: King County, United Way, Committee to End Homelessness, faith-based organizations, and service providers who have an interest in better understanding the needs for additional shelter and interim housing and the appropriate location for such housing, given the geographic nature of homelessness and the location of the current shelter beds.” Within this context, the City Council requested that the supply and demand for shelter and interim housing be examined, with consideration given to possible locations for new housing in geographic areas currently lacking availability of such housing.

The timing of Council’s request coincided with CEH’s efforts to engage the community in an extensive “mid-plan review” of the King County Ten-Year Plan to End Homelessness. The SLI response was originally slated for September 2011 and City Council extended the report deadline to November 30, 2011 in order to incorporate the regional CEH’s mid-plan review, and new priorities established through CEH priorities for 2011-2015.

#### **King County Ten-Year Plan to End Homelessness: Mid-Plan Review**

The City of Seattle is one of the founding partners of the CEH and a major investor in implementing the Ten-Year Plan to End Homelessness in King County. Seattle HSD and the Seattle Office of Housing (OH) leaders participated on the Steering Committee for the community mid-plan review process. This process started in late 2010 with a review of original Ten-Year Plan goals, a broad evaluation of successes and shortfalls in meeting those goals, and identification of the actions needed in the second half of the plan.

The recommendations from the review process were incorporated into a comprehensive Mid-Plan Review Report (posted on the CEH webpage: <http://cehkc.org/MidPlanReview.aspx>). The CEH Funders Group, in consultation with the Governing Board, the Interagency Council and the Consumer Advisory Council has developed priorities, work plans, and timelines for implementing the recommendations contained in the Mid-Plan Report.

The CEH Bodies of Work 2011-2015 and Vision for the Second Half of the Ten-Year Plan were approved by the CEH Governing Board in July and October 2011. Over the next five years, Funders Group work includes five investment priorities: (1) Housing Production; (2) Implementation of the King County Initiative to End Family Homelessness; (3) HEARTH/Performance Measures and HMIS Implementation; (4) Implementation of the Five-Year Plan to End Veteran Homelessness in King County; and (5) Client Care Coordination. In addition to these priorities, three task forces have been created to explore specific needs related to: homeless youth and young adults; immigrants and refugees; and emergency shelter for single adults.

CEH Ten-Year Plan and Mid-Plan Review priorities focus on increasing access to affordable, permanent housing, homelessness prevention efforts, and system change that will increase the efficiencies within the homeless service system. These efforts, in combination, are designed to reduce the pressure on the emergency shelter system by “closing the front door” to homelessness and “opening the back door” out of homelessness and into housing. Current initiatives that identify and address shelter/interim housing needs are described in *Section V: Regional Response*.

### III. Shelter & Interim Housing Supply: Beds & Unit Inventory

The *Committee to End Homelessness Inventory of Homeless Units and Beds*<sup>1</sup> reports the number and type of facility-based emergency shelter, transitional housing, Safe Haven programs in King County for persons who are homeless. The inventory report is compiled by the King County Department of Community and Human Services using data collected in conjunction with Seattle/King County’s consolidated application for federal McKinney Homeless Assistance Program funds.

Seattle/King County facility-based shelters had a capacity to provide 1,890 units with 2,465 beds for individuals and families who are homeless, as shown in Table 1, below. The vast majority of emergency shelter units and beds are located within the city of Seattle: 90% of the units or 85% of the total emergency shelter bed capacity (1,692 households or 2,085 persons). HSD prepared a report in May 2011 to City Council that focused on the City of Seattle’s shelter investments.<sup>2</sup>

**Table 1: Facility-Based Emergency Shelter Capacity, Spring 2011**

Population	City of Seattle	South King County	East King County	North King County	TOTAL
Youth/Young Adults	50	4	19	5	78
Single Women	305	11	12	0	328
Single Men	855	50	30	0	935
Co-Ed (Single Adults)	349	0	0	0	349
Women with Children	61 units 189 beds	7 units 23 beds	14 units 58 beds	0	82 units 270 beds
Families with Children	72 units 337 beds	29 units 109 beds	8 units 32 beds	9 units 27 beds	118 units 505 beds
<b>Total</b>	1,692 units 2,085 beds	101 units 197 beds	83 units 151 beds	14 units 32 beds	1,890 units 2,465 beds
<b>Percent</b>	90% of units 85 % of beds	5% of units 8% of beds	4% of units 6% of beds	1% of units 1% of beds	100%

Source: *Committee to End Homelessness, Inventory of Homeless Units and Beds*

<sup>1</sup> *The Committee to End Homelessness Inventory of Homeless Units and Beds*, compiled by the King County Community Services Division, Housing & Community Development Program is available at [http://www.kingcounty.gov/socialservices/Housing/PlansAndReports/HCD\\_Reports.aspx](http://www.kingcounty.gov/socialservices/Housing/PlansAndReports/HCD_Reports.aspx)

<sup>2</sup> City of Seattle Investments in Shelter Programs, Seattle Human Services Department, May 2011: [www.seattle.gov/humanservices/documents/SeattleInvestmentReportHSDEmergencyShelterPrograms05202011Final.pdf](http://www.seattle.gov/humanservices/documents/SeattleInvestmentReportHSDEmergencyShelterPrograms05202011Final.pdf)

*Notes to Table 1: The table above includes capacity routinely available for use throughout the year. It does not include units/beds under development, winter/severe weather beds, hotel/motel vouchers, or tent cities. The inventory includes projects that are publicly funded, as well as those that do not receive/accept public funding.*

*Program capacity is represented by both units and beds in Table 1. The unit number represents the number of households that a given program can serve at one time, while the bed number represents the maximum number of individual persons who could sleep in or live in those units. For programs serving family households (young parents, women with children, and families with children) these two figures differ, while for programs serving youth / young adults, single women, single men, and single adults, the number of units and the number of beds are the same.*

#### **IV. Demand for Services and Unmet Need**

It is important to recognize that creating long term affordable housing is the goal for meeting unmet needs. At the same time, the lack of shelter cannot be ignored. The demand for shelter services and unmet need in King County is difficult to determine. There is no centralized system in place that can provide an unduplicated account of individuals and families who are homeless. The tools we employ for estimating needs include the Safe Harbors Homelessness Management Information System (HMIS), which reports on unduplicated numbers of people who receive services from publicly funded programs, and the “One Night Count,” our community’s annual, point-in-time count of persons provides a snapshot of those who are unsheltered in King County.

##### **Safe Harbors HMIS Data**

Safe Harbors is King County’s Web-based Homeless Management Information System (HMIS) used to measure the extent of homelessness in our community. Data collected is used to create statements of need to funders at the local, state and federal level through a variety of reports created from the information collected by our partner programs.

Safe Harbors is operated by the City of Seattle HSD, and is a joint project of the City, King County’s Department of Community and Human Services, and United Way. Safe Harbors is a key partner in the Ten-Year Plan to End Homelessness in King County. Safe Harbors was fully implemented in January 2007 and is being used in emergency shelters, transitional and permanent housing programs as well as supportive service and homeless prevention programs that receive public funding. Safe Harbors does not collect data on those who have not received services and are unsheltered.

Each year, Safe Harbors provides a report to the U.S. Department of Housing & Urban Development (HUD) on persons served by shelter, transitional housing, permanent supportive housing and service programs during the federal fiscal year. During the 12-month period from October 1, 2009 to September 31, 2010, there were 8,361 unduplicated individuals served in Seattle emergency shelters for single adults and 1,161 persons who were assisted by emergency shelters for families in Seattle. Shelters outside of Seattle, throughout King County, served 798 single adults and 865 persons in families.<sup>3</sup>

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<sup>3</sup> 2010 Annual Homeless Assessment Report (AHAR) report to the U.S. Department of Housing and Urban Development from Safe Harbors, Homelessness Management Information System.

A summary of the demographic data included in the HUD Annual Homeless Assessment Report (AHAR) is included in Attachment A.

### One Night Count

The One Night Count of People who are Homeless is conducted each January to produce a snapshot of the total number of unsheltered individuals on the streets of King County. The efforts are coordinated by the Seattle/King County Coalition on Homelessness (SKCCH) in conjunction with the Committee to End Homelessness. The One Night Count consists of two parts: a street count of people without any shelter and a count of those living in emergency shelters and transitional housing programs.

Street count of people without shelter: Between 2006 and 2010, the One Night Count has documented between 1,946 and 2,827 people sleeping outside, with an average of 2,461 people counted without shelter. In January 2011, there were at least 2,442 people living on the streets of King County. The number of people who were counted outside was down 11% compared to the prior year. The volunteer counters were organized through 10 area headquarters throughout the county, with volunteers counting unsheltered people living in Bellevue, Redmond, Kirkland, Woodinville, Shoreline, Kenmore, Bothell, Seattle, White Center, Federal Way, Kent, Renton and Auburn. The 2011 One Night Count also collected information from selected hospitals about emergency room usage, and from Metro night owl buses operating throughout the county. (See Attachment B: Seattle/King County One Night Count).

One Night Count documents the number families in need of shelter: During the One Night Count, SKCCH also conducts a survey of providers to identify the number of families who are unable to access emergency shelter. The 2011 Family Turn Away Survey took place from Thursday, January 27<sup>th</sup> to Friday, January 28<sup>th</sup> (8:00 a.m. to 8:00 a.m.). Twenty-nine agencies participated, including emergency shelters, transitional housing programs and referral agencies throughout King County. The survey provides another look at unmet needs at a point-in-time. After removing duplicates or calls without sufficient information, SKCCH found that there were at least 141 calls representing a total of 430 individuals (253 children and 177 adults) in families who were turned away from shelters during the One Night Count. Two-thirds of the households that provided information indicated they had spent the previous night indoors with families or friends (53 families), five were in motels, 11 were in emergency shelter, and 14 were in a vehicle, on the bus or the streets.

Estimating the number of homeless youth and young adults: According to a 2007 estimate in a CEH report on homeless young adults, on any given night there are 1,013 young adults who are homeless or unstably housed in King County; this estimate includes young adults 18 to 25 years old and does not take into account youth under the age of 18.<sup>4</sup> The One Night Count collects minimal demographic information on persons who are unsheltered, relying on visual assessment of age and gender. Since it is difficult to determine the age of those unsheltered during this point-in-time count, youth and young adult service providers created a Point-In-Time Count of Homeless Young People.

On May 25, 2011, a collaboration of homeless youth service providers and key community members from across the county orchestrated a synchronized event called "Count Us In." The goal was to achieve a more accurate count of the number of homeless and unstably housed

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<sup>4</sup>"A Plan to End Young Adult Homelessness in King County." Building Changes, May 2008.

youth/young adults in King County, as well as to identify which resources they use and what services they need. Event partners included United Way and the eight agencies and organizations who agreed to be site partners: Auburn Youth Resources, Friends of Youth, New Horizons Ministries, Peace for the Streets by Kids from the Streets, Seattle Parks and Recreation with Seattle Human Services Department, Teen Feed, YMCA Young Adult Services, and YouthCare. The eight different site partners, each running their own site with funding from Teen Feed, offered free meals and other community activities the night of the count in order to draw in youth from the surrounding area to the meal sites.

During the first “Count Us In” event, sites recorded 338 people who filled out a survey. The survey results and the outreach efforts of “Count Us In” have been released in a report prepared by United Way. Of those who completed the survey, 261 were between the ages of 12 and 24 years old. Eighty-three percent reported living in an unstable housing situation on the previous night, including 21% who were on the streets. The places where youth/young adults reported they spent the previous night were distributed in fairly even proportions among transitional housing, on the streets, temporarily with friends or family or in a youth/young adult shelters.

Persons who are living in cars: The One Night Count (ONC) provides an account of the minimum number of individuals living in their vehicles a point-in-time. During the January 2011 ONC, volunteers counted 767 people who were sleeping in vehicles throughout King County in the ONC areas; 66% (506) of these individuals were in Seattle; 26% (203) were in communities in South King County (Kent, White Center, Renton, Federal Way, and Auburn); 4% (28) were in North and 4% (30) in East King County.

The proportion of those who were living in their cars during the One Night Count, represents more than half of the totals counted in many South and East King County communities: 47% in Auburn, 55% in Renton, 56% in Kent, 80% in North King County, and 89% in White Center, compared to 21% in East King County, 28% in Federal Way, and 29% of those counted in Seattle.

There is limited data on the people who are residing in vehicles. There are community efforts in Seattle’s Ballard neighborhood to create safe parking program. A pilot program was launched during the summer of 2011 in East King County (City of Kirkland) to provide a safe parking zone for a small number of cars for households who had no place to live. Research by a University of Washington graduate student found that many individuals do not identify themselves as “homeless” and may not seek traditional homeless system services.

## **V. Regional Response**

The regional response is shaped by the CEH Ten-Year Plan and Mid-Plan Review goals. The countywide response to shelter/interim housing needs is being guided by CEH priorities for 2011-2015 and a vision for the second half of the Ten-Year Plan that includes a set of basic principles.

These basic principles recognize that the CEH community knows the best practices and programs for many segments of the homeless population; there has been success in creating over 4,500 affordable units of housing, but the demand has been far greater than was anticipated at the start of the Ten-Year Plan. With housing and social services funding being cut at every level, the efforts to end homelessness will have to be opportunistic, taking advantage of funding opportunities as they become available; and

within the context of diminishing resources, system change remains a key strategy to increase effectiveness in preventing and ending homelessness.

In addition, the principles state “although we can easily quantify the number of households and persons we help – and know that we have reduced homelessness by at least that number, three factors make it extremely difficult to predict the degree to which our efforts will reduce overall homelessness. First, data and information on the unmet need and newly homeless is fragmented and in some cases, unknowable (e.g. couch surfers/doubled up families). Second, it is very difficult to predict the effects of the continuing recession on households. Finally, we can only guess at what additional cuts will be made in the social safety net. What we do know is that ending homelessness cannot be done at a regional level alone. Given the difference between wages and housing costs, additional federal investment in housing supports is a critical piece of ending homelessness.”

There are a number of initiatives under way that are influencing how the CEH Interagency Council, Governing Board and Funders Group can help quantify the demand for shelter and respond to these needs. This section highlights the following local CEH initiatives: (1) regional plans in East King County, South King County and Seattle; (2) 2011-2012 CEH Single Adult Shelter Task Force and other exploratory task forces for Immigrant/Refugees and Youth/Young Adults; (3) Family Homelessness Initiative Coordinated Entry and Assessment System; and (4) CEH’s Faith Community Initiative.

### **Regional Plans to End Homelessness**

Within the Ten-Year Plan framework, regional plans for East King County and South King County have been developed to outline specific strategies to end homelessness in east and south county cities. In September 2007, East King County stakeholders developed the *East King County Plan to End Homelessness*. In January 2008, South King County created the *South King County Response to Homelessness: A Call for Action*. The CEH Mid-Plan Report notes that there have been important regional successes since the East and South King County plans were initiated, including the opening of the South Sound Dream Center, a shelter and day center connecting participants to services, case management and connections to housing; expansion of the Men’s Shelter program in South King County, providing 20 more shelter units; success of Bellevue’s Sophia’s Way and Bellevue Congregational Church to create a nighttime shelter in one location, with full staffing and case management; and development of severe weather and winter shelters in East and South King County.

In 2012, Seattle HSD will release the *Communities Supporting Safe & Stable* investment plan for City of Seattle human service investments in preventing and ending homelessness. The plan is expected to be completed in February 2012. It will provide a framework for the next Request for Investment (RFI) process in 2012 which will include shelter/interim housing programs. The investment plan and RFI are incorporating work from regional planning for individuals, families and youth/young adults.

### **CEH Single Adult Shelter Task Force**

HSD along with East King County and South King County funders from the City of Bellevue and the City of Kent are currently co-chairing a CEH Single Adult Shelter Task force created by recommendations from the Mid-Plan Review. During the Mid-Plan Review, the charrette focused on emergency shelter for single adults, found different responses to shelter needs within the county. The review emphasized the importance of linking shelter more closely with housing placement and shelter diversion strategies and

recommended that new investments be targeted to creating pathways out of shelter as the most critical component of success for this strategy:

“King County’s various cities have diverse responses to crisis among adults who experience homelessness. As in many counties with urban centers the response in Seattle will be different than in cities in South or East King County. Safety and basic services are an important component in the overall systems that house and serve homeless adults, and emergency shelter is most successful when tied to other systems responding to and helping end homelessness among adults.

During the next several years of King County implementation of its Ten-Year Plan, support for new models of shelter provision that promote individual and agency success through increased housing placement, diversion, and rapid re-housing will advance the overall goal of ending homelessness in King County.

Moving forward, it is critical to support shelters as they refine their focus on housing placement and rapid re-housing. King County, and particularly Seattle, has an opportunity to reorient the business and program model of the emergency shelter system as a whole, and to provide flexible housing and service assistance dollars to move people out of shelter and into housing. Targeting new resources and pilots for creating the ‘back door’ for the system, or a pathway out of shelter, is the most critical component of this strategy. With many adults ‘caught’ in shelter, a shelter cycle, or not even turning to shelter as an option, it is vital that new investments focus on opening up the [back door] to allow more exits out of emergency housing.”

The CEH created a countywide Single Adult Shelter Task Force (SATF) to explore issues related to transitioning the emergency shelter system for single adults towards an emphasis on diversion and/or placement into housing. The SATF plan is included as Attachment C. The SATF is co-chaired by HSD, the City of Bellevue, and the City of Kent with members representing more than 20 organizations, including consumer and advocacy groups, the Committee to End Homelessness, United Way of King County, Seattle King County Coalition on Homelessness, Downtown Seattle Association, local government agencies, and faith-based and nonprofit shelter, housing and service providers (Catholic Community Services/Catholic Housing Services, Compass Housing Alliance, Congregations for the Homeless, Domestic Abuse Women’s Network, Mary’s Place, Millionair Club, SHARE/WHEEL, The Sophia Way, and the YWCA).

The Mid-Plan Review identified an extensive list of tasks for exploration by the SATF. The SATF is focusing attention on data analysis of shelter and people who are accessing shelter services. The SATF is gathering and analyzing data on shelters and people who access shelter services and will issue a report on its finding and recommendations in March 2012.

The SATF’s current research to inform its report includes:

1. Data analysis of people staying in shelter to determine percentage and characteristic of these individuals, particularly those with longer stays and frequent use of shelter. This research involves integrating the work of CEH system-wide planning for federal HEARTH Act implementation. A separate CEH work group is looking at HEARTH performance measurements

and has established a policy and methodology to collect data consistently when people “exit” program services. The new policy went into effect in November 2011 and data is not yet available for analysis.

2. An inventory of the emergency shelter programs, including a new analysis of characteristics of shelter programs and models for single adults. The CEH Inventory of Homeless Beds and Units includes general information on the geographic location of shelters (Seattle/South King/East King/North King County), population served by programs; and number of units/beds).

The SATF is taking a closer look at the inventory to examine shelter characteristics such as funding models, physical space (congregate or private), service levels (case management to client ratios), and hours of operation (24-hour or overnight only).

3. Review of 2006 Shelter Task Force Report and 2011 Mid-Plan strategies. CEH convened task forces in 2006 and 2011 to recommend strategies addressing shelter needs. The 2011 SATF reviewed recommended strategies from 2006 and the Mid-Plan Review, noting data needs and sources and listing national best practice models.
4. Review of Winter Weather Shelter programs in Seattle, East and South King County and discussion of how winter weather response fits within the broader context of shelter and access to housing. The SATF is reviewing Safe Harbors HMIS and program data from winter weather shelter, program models and challenges.

The CEH has also created exploratory task forces that are examining the unique needs of Youth & Young Adults and of Refugee and Immigrant populations. Reports from these task forces are also anticipated in the spring of 2012. While the work of these task forces is not limited to shelter, their discussions and potential recommendations on access/entry to services and strategies for prevention and rapid re-housing and coordination to other systems, including the homeless adult systems, will inform the way the CEH, regional funders and community stakeholders respond to unmet needs in the upcoming years of the Ten-Year Plan.

### **CEH Family Homelessness Initiative**

The CEH Family Homelessness Initiative is leading change within the family system and across the larger homeless system that will impact the regional response to unmet needs.

In 2008, the Bill & Melinda Gates Foundation and United Way engaged King County to lead CEH’s countywide family homelessness initiative to implement a process to dramatically revise the way in which family homelessness is addressed. *Moving Forward: A Strategic Plan for Preventing and Ending Family Homelessness* sets a course to create a more streamlined, accessible system to prevent families in crisis from becoming homeless, rapidly house those who experience homelessness, and link families to the right level and type of services they need to remain stably housed. The landscape assessment, strategic plan, and implementation plan for the initiative are available on the King County Homeless Families Web page:

<http://www.kingcounty.gov/socialservices/Housing/ServicesAndPrograms/Programs/Homeless/HomelessFamilies.aspx>.

The five strategies at the core of the Family Homelessness initiative include: (1) streamlined and quick access to services by families in need through coordinated entry and assessment; (2) increased focus on prevention; (3) rapid re-housing; (4) supportive services that focus on housing stability; and (5) collaboration with mainstream systems.

As agencies shift their current practices to new ways of delivering services (with technical assistance and support provided through the Initiative in its systems change planning work), the county and other public funders will begin a multi-year process of using locally controlled grant resources to phase in change. It is important to note that the plan indicates that “while the intention is not to abandon the current system of shelter and transitional housing and rebuild a new system,” the focus will be to support the current network of family homeless assistance providers in realigning existing programs. The investment of new resources will be directed to fill gaps, such as rental assistance and permanent affordable housing, not toward creating new interim housing.

One of the five core strategies to implement this change is Coordinated Entry and Assessment (CEA). CEA is a key component of more organized, efficient approach to providing homeless families with services and housing by creating streamlined linkages to programs and matching families’ needs to providers’ strengths and capacity. The new system will collect data (through Safe Harbors) and use accurate system-level data regarding the true number of families with housing needs in the community to inform planning and funding of programs.

King County led the CEH work to create a plan for the CEA system and recently released a Request for Qualifications (RFQ) to select an agency to implement the new system. Catholic Community Services was selected through the competitive RFQ process to administer the CEA system countywide. A description of the new coordinated entry and assessment system for families experiencing and at risk of homelessness was outlined in King County’s RFQ. An excerpt of the RFQ is included in Attachment D.

### **Outreach and Technical Assistance to Faith Communities**

In 2010, CEH awarded a contract to Catholic Community Services (CCS) to engage and provide technical assistance to faith communities working to increase services being provided by those communities. CCS’ FAITH program is under a two-year contract which includes specific activities:

- Identify a countywide approach to engage faith communities to act in addressing homelessness, particularly in areas where there are limited shelter, housing and services resources.
- Partner with other faith-based organizations to reach out to communities that have not traditionally been engaged in the issue of ending homelessness.
- Educate faith-based communities on the Ten-Year Plan to End Homelessness in King County and opportunities to become involved in efforts to end homelessness in King County, including adopting addressing homelessness as a social action goal or endorsing the Ten-Year Plan.
- Provide one-on-one technical assistance, assisting them in the development of their particular response to ending homelessness, or facilitating their connection with available resources, including other groups who have carried out similar activities.

The program has made a significant number of contacts in its first year and laid the groundwork for building church partnerships that will lead to direct service involvement. The program has expanded its

network of contacts and has been included in more city and church planning meetings regarding winter shelter, church shelter networks and community education events.

The program reports that the work to bring new church communities into a large commitment requires time, relationship building and training. Creating connections and being a presence in communities is critical in order to increase involvement.

FAITH has initiated direct service meetings with 22 faith-based organizations since October 2010. Congregations were from Presbyterian, Evangelical, Catholic, Lutheran, United Methodist, Christian Reformed, American Baptist, and Independent traditions. Many of the communities have been in contact with FAITH over multiple months, and as of September 2011 were moving toward their first direct service activity. The informal nature of their relationship with FAITH means that these faith-based organizations do not report on their progress and are not under any obligation to continue to work with FAITH.

Currently there is no single database with detailed information about volunteer opportunities with the King County area homeless service agencies, so FAITH has been conducting site visits throughout the greater Seattle area to build relationships with sites needing volunteers and inquire how they might be able to partner with faith community volunteers. FAITH held three direct-service fairs throughout King County in the fall of 2011, to invite churches and direct service providers to join together in one place, allowing face-to-face contact and collaboration and learn about the role of the faith community in direct-service work. In many cases, churches are not aware of the direct partnership opportunities in their neighborhoods.

### Attachment A: 2010 Emergency Shelter Population

Emergency Shelters for Families	Seattle		King County (excluding Seattle)	
<i>Age</i>	#	%	#	%
Children Under 18 yrs	591	51%	365	42%
Adults	416	36%	281	32%
Unknown	154	13%	219	25%
<i>Total</i>	<i>1161</i>	<i>100</i>	<i>865</i>	<i>100</i>

  

<i>Gender</i>	#	%	#	%
Female (adult)	300	30%	185	29%
Male (adult)	106	11%	96	15%
Female (children under age 18)	305	30%	179	28%
Male (children under age 18)	286	28%	187	29%
Missing	10	1%	0	0%
<i>Total</i>	<i>1007</i>	<i>100</i>	<i>647</i>	<i>100</i>

  

<i>Race</i>	#	%	#	%
White, non-Hispanic	144	12%	255	29%

White, Hispanic	53	5%	191	22%
Black or African American	639	55%	213	25%
Asian	34	3%	22	3%
American Indian or Alaska Native	39	3%	23	3%
Native Hawaiian or Other Pacific Islander	36	3%	31	4%
Multiple Races	44	4%	21	2%
Missing	172	15%	109	13%
<i>Total</i>	<i>1161</i>	<i>100</i>	<i>865</i>	<i>100</i>

*Source: Safe Harbors HMIS, 2010 Annual Homeless Assessment Report to the U.S. Department of Housing & Urban Development*

**Attachment A: 2010 Shelter Population (Continued)**

Emergency Shelters for Individuals		Seattle		King County (excluding Seattle)	
<i>Age</i>		#	%	#	%
	13-17	41	0%	63	8%
	18-30	1702	20%	310	39%
	31-50	3437	41%	276	35%
	51-61	2494	30%	110	14%
	62+	560	7%	23	3%
	Missing information	127	2%	16	2%
	<i>Total</i>	<i>8361</i>	<i>100</i>	<i>798</i>	<i>100</i>

	#	%	#	%	
<i>Gender</i>					
	Female (adult)	1940	23%	114	14%
	Male (adult)	5875	71%	602	76%
	Missing information for adults	378	5%	3	0%
	Missing information for children	0	0%	2	0%
	Female (children)	34	0%	34	4%
	Male (children)	54	1%	37	5%
	<i>Total</i>	<i>8281</i>	<i>100</i>	<i>792</i>	<i>100</i>

	#	%	#	%	
<i>Race</i>					
	White, non-Hispanic	2986	36%	386	48%
	White, Hispanic	244	3%	28	4%
	Black or African American	2219	27%	216	27%
	Asian	157	2%	20	3%
	American Indian or Alaska Native	307	4%	26	3%
	Native Hawaiian or Other Pacific Islander	88	1%	10	1%
	Multiple Races	151	2%	44	6%
	Missing	2209	26%	68	9%
	<i>Total</i>	<i>8361</i>	<i>100</i>	<i>798</i>	<i>100</i>

*Source: Safe Harbors HMIS, 2010 Annual Homeless Assessment Report to the U.S. Department of Housing & Urban Development*

Attachment B: Seattle/King County 2011 One Night Count

**Summary of the 2011 Unsheltered Homeless Count in Selected Areas of King County**

	Seattle	Kent	North End	East Side	White Cntr	Fed. Way	Renton	Night Owl Buses	Auburn	Total
<b>Men</b>	620	26	2	83	6	13	13	93	4	860
<b>Women</b>	144	6	0	22	0	2	3	13	1	191
<b>Gender unknown</b>	957	76	33	40	48	109	54	0	40	1357
<b>Minor (under 18)</b>	32	0	0	1	0	0	1	0	0	34
<b>Total</b>	1753	108	35	146	54	124	71	106	45	2442
<b>Benches</b>	18	0	0	3	0	0	0	0	0	21
<b>Parking Garages</b>	21	2	0	0	0	0	0	0	0	23
<b>Cars/Trucks</b>	506	60	28	30	48	35	39	0	21	767
<b>Structures</b>	196	8	1	7	2	27	8	0	0	249
<b>Under roadways</b>	174	7	0	4	0	0	10	0	1	196
<b>Doorways</b>	121	1	2	0	0	3	4	0	0	131
<b>City Parks</b>	20	0	0	0	0	0	0	0	5	25
<b>Bushes/Undergrowth</b>	66	13	2	0	0	7	1	0	0	89
<b>Bus stops</b>	18	0	0	6	0	2	0	0	16	42
<b>Alleys</b>	15	6	0	0	0	0	0	0	0	21
<b>Walking Around</b>	234	7	2	7	4	3	4	0	0	261
<b>Other</b>	364	4	0	89	0	47	5	106	2	617
<b>Total</b>	1753	108	35	146	54	124	71	106	45	2442

<b>11% decrease when comparing similar count areas</b>	
<b>2011</b>	<b>2442</b>
<b>2010</b>	<b>2759</b>
<b>(without new areas)</b>	

For more information contact the Seattle/King County Coalition on Homelessness

[www.homelessinfo.org](http://www.homelessinfo.org)

Alison Eisinger (206) 357- 3148

**Attachment C: Committee to End Homelessness Single Adult Shelter Task Force  
Countywide Planning for Single Adult Shelter**

**Purpose/Charter Statement:**

The Countywide Shelter Planning for Single Adults task force will explore issues related to transitioning the emergency shelter system for single adults towards an emphasis on diversion and/or placement in permanent housing. This task force will discuss and further research the recommendations made as part of the CEH mid-plan review and will explore if/how these recommendations can be put into action.

**Task Force Chair(s):** Dannette Smith, City of Seattle  
Emily Leslie, City of Bellevue  
Jason Johnson, City of Kent

**Task Force Members and Affiliations:**

Bill Hallerman / Flo Beaumon – Catholic Community Services	Janice Hougen, King County
Bill Block, Committee to End Homelessness (CEH)	Marty Hartman, Mary’s Place
Daniel Forte, CEH Consumer Advisory Council	Rene Franzen, King County MHCADS
Nancy Sherman, CEH Consumer Advisory Council	Angele Leaptrot, Millionair Club
Andrea Akita, Seattle Human Services Department	Ralph Forquera, Seattle Indian Health Board
Colleen Kelly, City of Redmond	Monte Smith, SHARE/WHEEL
Rob Beem, City of Shoreline	Jarvis Capucion, SHARE/WHEEL
MJ Kiser, Compass Housing Alliance	Alison Eisinger, Seattle/King County Coalition on Homelessness
Steve Roberts, Congregations for the Homeless	Helen Leuzzi, The Sophia Way
Cheryl Bozarth, Domestic Abuse of Women’s Network	Mike Johnson, Seattle Union Gospel Mission
Dan Malone, Downtown Emergency Service Center	Derek Wentorf, United Way of King County
Kate Joncas, Downtown Seattle Association	Patricia Hayden / Rochelle Calkins, YWCA

**Tasks/Strategies**

The anticipated outcomes / work products arising from this task force are to:

1. **Conduct a data analysis** of people staying in shelter to determine percentages of long-term stayers and frequent users, and whether people are cycling from shelter to shelter. Check data analysis against how programs understand how to interpret entering data into system to help ensure accuracy.
2. **Conduct an audit/inventory of the emergency and transitional beds** for single adults and whether beds are being used to best capacity (e.g., assess whether some transitional units be converted to permanent supportive housing and if others can use of a more streamlined model to ensure throughput.)
3. **Explore resources targeting long-term stayers and frequent users with disabilities.** Currently, there is a supportive housing placement priority focusing on frequent users of other systems, but the supports for moving a frequent user of shelter, or long-term shelter stayer, are less available. Including frequent use and long stays as a factor in prioritization can ensure greater access.
4. **Line up a supply of short-term rental supports and assistance** targeted to non-disabled single adults (see Systems Level Prevention and Production). With an understanding that King County needs ongoing crisis response and capacity to provide a safe place for shelter, many single individuals are stuck in the current shelter system or unable to access it at all. Meeting the needs of any household is best done in permanent housing, not while housed in shelter.

## Attachment C: Committee to End Homelessness Single Adult Shelter Task Force Countywide Planning for Single Adult Shelter

5. **Explore additional investments focused on getting people out of shelter.** There will always be a need for a strong and responsive crisis response in King County, with the capacity to provide immediate shelter and services. Particularly in areas with a high number of shelter beds, investment and creative partnerships may be more effective in creating opportunities for people to leave the street if focused on getting people out of existing shelter (thus freeing up beds) rather than creating new shelter beds.
6. **Break down administrative barriers that contribute to longer length of stays** including lengthy and uncoordinated applications. Work with housing providers and/or county agencies to streamline and reduce paperwork required for housing options so that shelter and triage staff can quickly complete the necessary information for all housing options and consumers do not need to be asked for the same information on multiple occasions. Develop shelter protocols that support rapid re-housing approaches enabling families & individuals to move quickly into permanent housing options.
7. **Explore Implementation of performance-based contracts with consistent measures.** The measures should follow HEARTH and the National Strategic Plan to Prevent and End Homelessness and focus on placement into stable housing, reduced length of stay in shelter, reduced recidivism in shelter, and fewer new entries into shelter (see Performance Measures and Accountability section).
8. **Draw from examples of other jurisdictions that have made creative changes to their shelter and housing systems** including Columbus, Oh, Chicago, IL, and New York City, NY. For suburban cities that are exploring methods to formalize the structure of their emergency beds, moving from 12 hour shelter to 24/7 hour shelter can also solve the issue of not having day space for people to manage and organize their day. This might also be a consideration for some Seattle beds if the structure makes sense.
9. **Explore using learning collaboratives** as a process for working through the system changes. Develop a series of in-person and webinar trainings to support and educate staff.

### **Anticipated Policy Issues**

1. How will this shelter conversation include transitional housing?
2. Severe Weather Sheltering, how can we make this activity consistent countywide?
3. Coordinated/Central Intake for Single Adults (Pierce County and Client Care Coordination)
4. Performance Based Contracting needs to be timed to work with coordinated funding and contracting of municipalities outside of Seattle (2013)

**Resources Needed:** Time for meeting attendance, facilitation, staff time for preparation of handouts and final report

### **Date Established/Projected Completion Date**

Established: July, 2011

Completion: May, 2012

**Documentation / Product Expected from the Task force:** The task force will have a report outlining its findings and action items by October/November 2011.

**Meeting Frequency:** The first meeting of the Countywide Shelter Task Force Meet is scheduled for Wednesday July 20<sup>th</sup>, 2011. The Task Force is scheduled to meet on the third Wednesday of each month through April 2012. Each meeting will be two hours long.

**Recommendations and Reporting:** Recommendations and Activities will be reported to the Interagency Council and Funders Group by April 2012.

## Attachment D: King County Coordinated Entry and Assessment for Families with Children

*Attachment D is an excerpt from the “2011 Request for Qualifications (RFQ) for Coordinated Entry and Assessment for Families with Children Experiencing or at Imminent Risk of Homelessness in King County.” The RFQ issued by the Committee to End Homelessness, King County, Building Changes, and United Way of King County (June 2011) describes the expectations and goals for the implementation and administration of a new system to assess needs of families with children who are experiencing or at imminent risk of homelessness.*

King County, in collaboration with Building Changes, United Way of King County, and the Committee to End Homelessness, is seeking a lead agency to administer a countywide Coordinated Entry and Assessment (CEA) system for families with children who are experiencing homelessness or residential instability and are at a high risk of homelessness. Funding available through this Request for Qualifications (RFQ) process will pay for project staffing and administration of the CEA system for families.

National research identifies centralized intake as a key component in effective homeless programs because it improves the quality of client screening and assessment, and provides for better matching of clients with appropriately targeted services and resources, thus utilizing scarce resources more efficiently. The goal of a coordinated triage approach, is to ultimately assist families in resolving their housing crisis without having to enter shelter, thereby helping them to avoid homelessness altogether.

Currently, there is no “system-wide” approach in King County for determining what kind of assistance families should receive when they are at-risk to or have become homeless. The response depends on where a family initially seeks assistance, which program has an opening, and the eligibility criteria for that particular program. This randomness leads to inefficiency for both the families and the providers. Families don’t necessarily end up in the program with the most appropriate level of support. There are families with high needs and barriers who don’t access the services in the first place or who may be screened out of certain housing programs and not provided appropriate alternative housing options. Additionally, there are many families who don’t access the services in the first place. These families and many others who do not receive assistance may be lost to the system because families turned away from programs are not currently tracked.

CEA is a first step in realigning our community’s response to homelessness and is a key piece in transforming our system to an approach that centers on quickly providing families experiencing homelessness with housing and then providing services as needed to remain stably housed. This approach provides an immediate and primary focus on helping families quickly access and sustain permanent housing.

Although the housing stabilization approach seeks to place people into housing rapidly, the reality is that locating an appropriate unit takes time and in the meantime, families need somewhere to stay – interim housing fills that role. While in interim housing, families receive assistance to help them locate housing in the least restrictive setting possible and case management to assess their circumstances and identify other service needs. As much as possible, a family’s service needs should not delay entry into non-time limited housing. The goal is for families to be in interim housing for the absolute minimum time necessary to access permanent housing.

## Attachment D: King County Coordinated Entry and Assessment for Families with Children

### II. GOAL

Coordinated entry offers a more organized, efficient approach to providing homeless families with services and housing by creating streamlined linkages to programs and matching families' needs to providers' strengths and capacity.

The CEA system will introduce a significant change in how families currently access homeless housing services in King County by giving families system-wide a more streamlined and standardized way to find the services and housing they need as quickly as possible. Key components include:

- Creating a centralized and universally accessible process for families to seek and gain housing stability assistance.
- Enabling the system to uniformly assess families and match them with housing resources and services that best fit their circumstances and preferences.
- Providing consistent and appropriate client referrals to agencies and reduce the amount of time agencies spend on the "intake process" (answering phones, locating program applicants, gathering information and filling out forms).
- Collecting and using accurate system-level data regarding the true number of families with housing needs in the community to inform planning and funding of programs.

### III. SCOPE OF WORK

Approximately \$700,000 in funding per year, for three years, is available for staffing and related costs to operate the countywide Coordinated Entry and Assessment program. The funding sources for this project are Building Changes Washington Families Fund – Systems Innovation Grants, King County Homeless Housing and Services Fund, and United Way of King County. In addition, up to \$250,000 is available for one-time project start-up costs. The start-up contract will begin as early as **November, 2011**, with on-going administration of the program beginning as early as **March 1, 2012**, for an initial funding period of three years. The final budget for this program will be negotiated with the selected agency as the final contracts are written.

The start-up period includes hiring the staff, identifying co-locations to serve families, and conducting the initial assessments of families currently residing in shelters located throughout King County. The on-going administration of the program is estimated to begin on or near **March 1, 2012**, coinciding with the screening and referrals by 211.

The funders will work directly with the selected organization to further refine the program design and develop the program policies (including referral and acceptance protocols) and partnership agreements. The assessment tool will be developed separately as part of the Ending Family Homelessness Initiative.

#### A. Program Model

In the new CEA system, families with a housing crisis call one central number (Crisis Clinic's 211). From there:

- Information and referral specialists perform a preliminary screening to determine a household's need for housing resources. Eligible households are scheduled an appointment with CEA staff

## Attachment D: King County Coordinated Entry and Assessment for Families with Children

for an assessment that will be conducted in a face to face interview at one of several pre-established countywide locations. The assessment locations will be co-located where services are already being provided for families, such as food banks, community centers, etc. Ineligible households are provided information and referrals to appropriate services over the phone by 211.

- Due to limited system capacity, initially, prevention resources will continue to be screened for eligibility through existing programs. Although it is expected that eventually, all housing crisis interventions will be coordinated through the CEA program.
- Households with language and/or cultural barriers will have an additional option for the initial screening; they will be screened by community agencies trained by the CEA program staff (henceforth referred to as Lead Agency) on the proper use of the screening tool, who will then refer eligible households directly to the Lead Agency for the assessment.
- Households with immediate safety concerns due to domestic violence will have an additional option for the initial screening; they will be screened by community agencies trained by the CEA program staff on the proper use of the screening tool, who will then refer eligible households directly to the Lead Agency for the assessment.
- At the face to face interview, the household meets with the Assessment Specialist who conducts a culturally appropriate strength-based assessment of the household's housing needs.
- This uniform assessment will assist the Lead Agency in matching the household with the appropriate level of services and housing resources. If there is capacity, the Assessment Specialist connects the family to the most appropriate agency for housing stability services (agencies/programs are determined by a combination of need, agency capacity and client choice). Case Managers work with the family to develop a plan for housing stability and continue to work with the family until housing has stabilized. If the system does not have the capacity to refer clients in real time, the household's information will be stored in the housing placement roster until appropriate resources are available.
- The Lead Agency will manage the housing placement roster and will have the ability to filter by level of housing need, family size, geographic preference, etc. Programs participating in CEA (shelter and transitional housing, rapid re-housing, permanent supportive housing, and eventually prevention, etc.) will agree to no longer accept referrals from outside CEA (i.e. no self referrals by clients and no inter-agency program referrals etc.).
- When a program anticipates an opening, they will contact the Lead Agency and indicate the program availability (final protocol mechanism is undetermined at this point).
- Specific program criteria will already be entered into and available to the CEA program (includes for example: target population, level of clients served, residency restrictions, geographic area, specialized services etc.).
- The Lead Agency will utilize the housing placement roster to identify a pool of appropriate households based on program criteria and client preference.
- The Lead Agency will be responsible for identifying and contacting families and connecting families to the program agency.
- The program will receive the referral and make the final determination for program entry.
- Households placed in "interim housing" programs will remain on the housing placement roster until placement into non-time limited housing.