



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

September 19, 2005

Ordinance 15284

Proposed No. 2005-0371.1

Sponsors Patterson, Lambert, Edmonds and
Phillips

1 AN ORDINANCE adopting a ten-year plan to end
2 homelessness in King County, designating the Committee
3 to End Homelessness as the local homeless and housing
4 task force pursuant to state law and the body to coordinate
5 and oversee implementation of the ten-year plan, accepting
6 an initial county action plan in support of the ten-year plan
7 and committing county health, human services and law and
8 justice programs to work with each other and the
9 Committee to End Homelessness to achieve the ten-year
10 plan goals.

11
12
13 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

14 SECTION 1. Findings.

15 A. Homelessness is recognized as a growing problem in King County and other
16 places in the nation. Our regional one-night count of homeless persons estimates that
17 approximately eight thousand three hundred King County residents experience

18 homelessness on any given night. Estimates suggest that over twenty-four thousand King
19 County residents will experience at least one episode of homelessness during the
20 upcoming year.

21 B. King County finds it unacceptable that such a high number of our citizens
22 cannot find safe, decent, affordable and non-time-limited housing.

23 C. Seattle/King county has been relatively successful as a metropolitan area in
24 developing housing and service programs but is still experiencing growth in
25 homelessness while some other areas have shown success in reducing homelessness . A
26 comparison of the one night count between 2001 and 2004 indicates there has been a
27 thirteen percent overall increase in the number of homeless persons living on the streets
28 or in shelters in King County.

29 D. Further analysis of the one night count information indicates that the current
30 increase in homelessness is primarily related to increases among the subpopulations of
31 people who have been homeless for more than two years and single males.
32 Homelessness has decreased for people who have been homeless less than six months
33 and has not increased among youth and families with children.

34 E. The Committee to End Homelessness, a community committee formed by
35 representatives of King County, the city of Seattle and other cities, foundations, the faith
36 community, the business community, nonprofit organizations and homeless individuals,
37 has completed a plan that seeks to end homelessness, not simply manage homelessness,
38 by working together to improve the use of existing housing and service resources as well
39 as generating necessary additional resources. The plan developed by the Committee to
40 End Homelessness, entitled A Roof Over Every Bed in King County: Our Community's

41 Ten-Year Plan to End Homelessness, a copy of which is Attachment A to this ordinance,
42 calls for the county and other jurisdictions in the region to formally endorse the plan and
43 agree to help implement the plan in a continued partnership under a reconstituted
44 Committee to End Homelessness with a formalized governing structure including a
45 policy and oversight group, which is the governing board, an implementation group,
46 which is the interagency council and which is supported by working committees, and a
47 consumer advisory council, the charter for which is Attachment B to this ordinance.

48 F. Motion 12115 directed the executive to submit the Ten Year Plan to End
49 Homelessness to the council for review and approval along with a related county action
50 plan.

51 G. King County was selected by the Committee to End Homelessness as the
52 entity to facilitate joint implementation of the plan with financial and in-kind staff
53 contributions from the city of Seattle and United Way of King County for a two year start
54 up period.

55 H. King County has established and filled two positions to support the plan
56 governance and implementation process and has appointed the governance board and
57 interagency committee with the advice of the original Committee to End Homelessness
58 members as called for in the plan.

59 I. King County has key regional service system responsibilities for mental illness,
60 substance abuse, developmental disabilities, HIV/AIDS and other acute and chronic
61 health conditions, conditions that place people most at risk for homelessness, particularly
62 repeated or long-term homelessness.

63 J. Federal and state governmental entities have also issued requirements that local
64 planning areas create ten-year plans to end homelessness in their communities, including
65 the passage of Chapter 484, Laws of Washington 2005 (Engrossed Second Substitute
66 House Bill 2163) the Homelessness Housing and Assistance Act.

67 K. Chapter 484, Laws of Washington 2005 provides a new source of funding for
68 services and housing programs implemented as part of a homeless housing plan adopted
69 for a county or other local area and developed with the advice of a local homeless
70 housing task force with volunteer members including at a minimum representatives of
71 county and city government and homeless or formerly homeless individuals. Sections 8,
72 of Chapter 484, Laws of Washington 2005 requires that homeless housing plans be
73 approved by the appropriate local legislative body by December 31, 2005. King County
74 estimates that the recording fee will generate approximately three million dollars per year
75 for the region to spend on a wide range of services and housing designed to prevent and
76 reduce homelessness.

77 L. King County government plans to continue to be a key participant of the
78 regional Committee to End Homelessness, through participation of council and executive
79 representatives in the Committee to End Homelessness governing structure, by providing
80 staff support to, and coordinating county managed resources with, Committee to End
81 Homelessness initiatives and by funding the committee to end homelessness positions
82 and project in partnership with the city of Seattle and United Way.

83 M. It is the desire of the Committee to End Homeless and King County to meet
84 all requirements necessary to use the newly authorized recording fee revenue to help
85 implement the regional plan to end homelessness

86 SECTION 2. A. A Roof Over Every Bed in King County: Our Community's
87 Ten-Year Plan to End Homelessness, a copy of which is Attachment A to this ordinance,
88 is adopted as the King County homeless housing plan pursuant to Chapter 484, Laws of
89 Washington 2005 and endorsed as the guide by which the county and other members of
90 the Committee to End Homelessness will work to reduce and eliminate homelessness
91 over the next ten years.

92 B. The Committee to End Homelessness is designated as the local homeless
93 housing task force pursuant to Sections 3(9) and 8 of Chapter 484, Laws of Washington
94 2005 and is recognized as the body to coordinate and oversee implementation of the ten-
95 year plan by the county and the other members of Committee to End Homelessness.

96 C. As the joint body overseeing implementation of the ten-year plan, the
97 Committee to End Homelessness is charged with responsibilities for:

98 1. Recommending policies, priorities and procedures for the allocation of new
99 revenues available pursuant to Chapter 484, Laws of Washington 2005 and appropriated
100 and contracted by the county;

101 2. Recommending realignment of existing resources, development of new
102 resources and changes in policies and regulations necessary to achieving the goals of the
103 ten-year plan to funders, providers and the broader community; and

104 3. Developing and overseeing action planning, evaluation and progress
105 reporting processes.

106 D. The Committee to End Homelessness, in conjunction with the department of
107 community and human services shall submit a report to the council by December 31,
108 2005, describing the policies, priorities and procedures for allocating fund available

109 under Chapter 484, Laws of Washington 2005, the action planning and evaluation
110 processes the committee will be using and the content and schedule for an annual
111 progress report, based on review of key performance measures, to the community,
112 member organizations represented on the Committee to End Homelessness and the state
113 pursuant to requirements of Chapter 484, Laws of Washington 2005. The report due
114 December 31, 2005, shall be filed with the clerk of the council, who shall distribute
115 copies of the report to all councilmembers.

116 E. King County's Response to the Ten-Year Plan to End Homelessness in King
117 County, a copy of which is Attachment C to this ordinance , is accepted as an initial
118 county action plan in support of the region's ten-year plan to end homelessness.

119 F. As its major contribution to the effort to end homelessness in the region, King
120 County commits to bring its substance abuse, mental health, developmental disabilities,
121 HIV/AIDS, health care for the homeless and other health safety-net services, community
122 services, housing, veterans services, community corrections and other law and justice
123 services together to work with each other and the Committee to End Homelessness to
124 create more effective housing and service partnerships with the goal of reversing the
125 growth trends in homelessness for persons with disabling conditions along with
126 continuing to reduce unnecessary, expensive and ineffective involvement in the law and
127 justice and emergency medical systems.

128 G. To achieve the goals of reducing homelessness and criminal justice
129 involvement among persons with disabling conditions, county programs are directed to
130 work together with each other and their community partners to create a system that is
131 client-centered rather than program-centered and that:

132 1. Recognizes the unique and often multiple needs of each individual and,
133 therefore, coordinates and integrates individual assessment, case planning and service
134 delivery to the maximum extent possible;

135 2. Strives to prevent homelessness and criminal justice involvement for all
136 persons in care and reaches out to persons in need but not in care, including those on the
137 streets, in shelters and in the criminal justice system or leaving state and local
138 institutions;

139 3. Strives to move those who are homeless into permanent housing as quickly as
140 possible; and

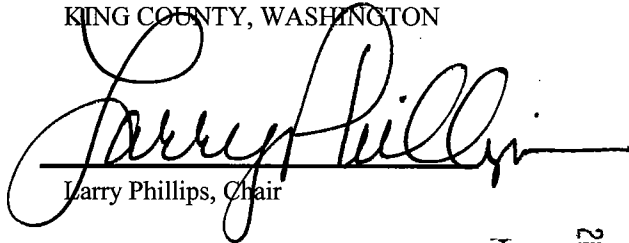
141 4. Promotes maximum possible recovery and self-sufficiency.

142 H. The department of community and human services shall provide the council
143 with the Committee to End Homelessness's annual report.
144


Ordinance 15284 was introduced on 8/29/2005 and passed by the Metropolitan King
County Council on 9/19/2005, by the following vote:

Yes: 13 - Mr. Phillips, Ms. Edmonds, Mr. von Reichbauer, Ms. Lambert, Mr.
Pelz, Mr. Dunn, Mr. Ferguson, Mr. Hammond, Mr. Gossett, Ms. Hague, Mr.
Irons, Ms. Patterson and Mr. Constantine
No: 0
Excused: 0


KING COUNTY COUNCIL
KING COUNTY, WASHINGTON


Larry Phillips, Chair

ATTEST:


Anne Noris, Clerk of the Council

APPROVED this 29 day of September, 2005.


Ron Sims, County Executive

RECEIVED
2005 SEP 29 AM 9:52
CLERK
KING COUNTY COUNCIL

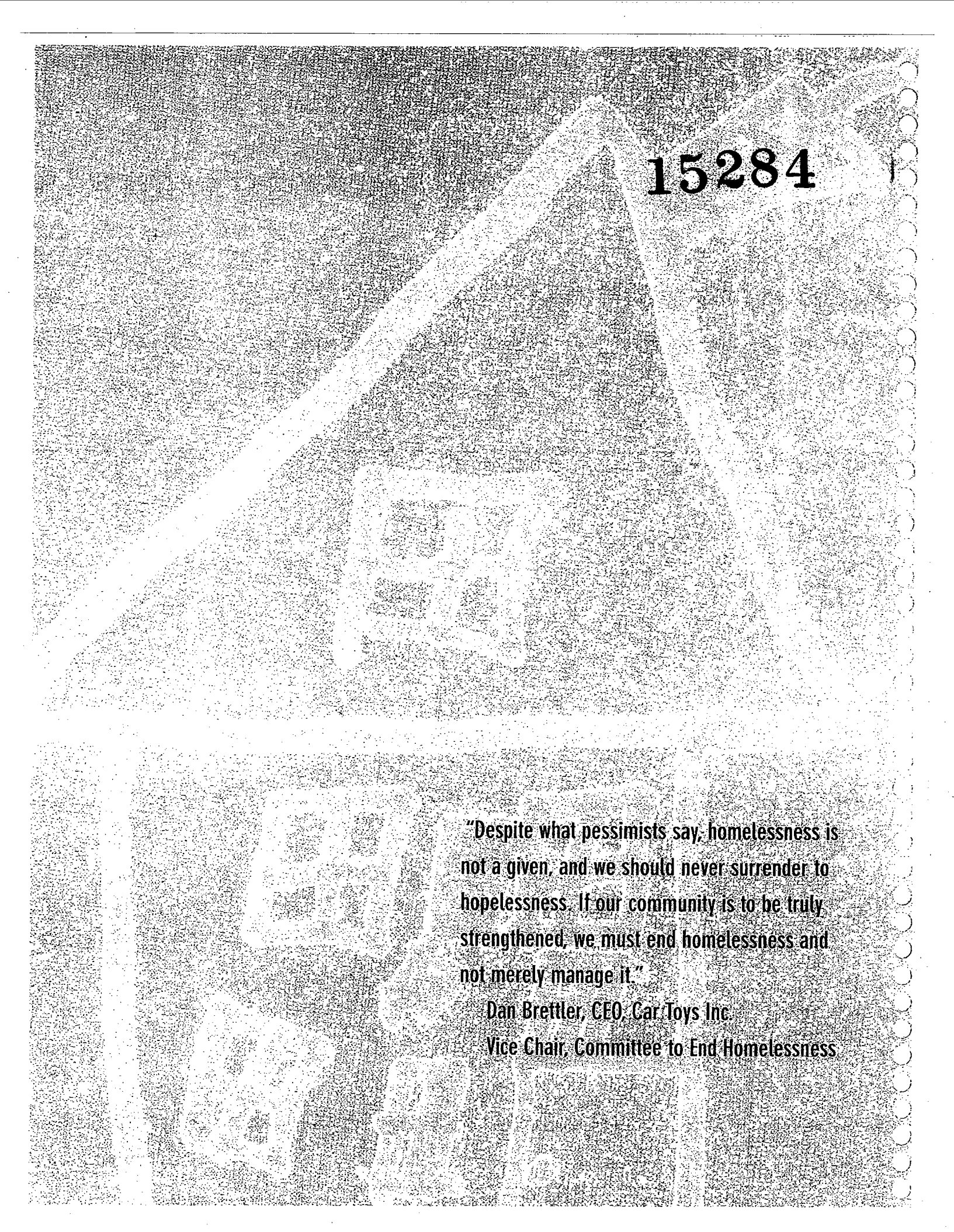
Attachments A. A Roof Over Every Bed In King County, B. Charter Agreement-Committee to End
Homelessness In King County, C. King County's Response to the Ten-Year Plan to
End Homelessness in King County--July 11, 2005

15284
A ROOF OVER
EVERY BED IN
KING COUNTY

ATTACHMENT A
2005-371



OUR COMMUNITY'S TEN-YEAR PLAN TO END HOMELESSNESS



15284

"Despite what pessimists say, homelessness is not a given, and we should never surrender to hopelessness. If our community is to be truly strengthened, we must end homelessness and not merely manage it."

Dan Brettler, CEO, Car Toys Inc.

Vice Chair, Committee to End Homelessness

Committee to End Homelessness in King County

During 2000-2001 St. Mark's Cathedral convened a community dialogue focused on the crisis of homelessness in our community. A feasibility committee was established to investigate the possibility of creating a region-wide response to homelessness. Through these efforts, the Committee to End Homelessness in King County was formed.

In 2002, eight organizations, coalitions, and local governments came together in a unified effort to provide the vision and leadership required to develop and implement a plan to end homelessness in King County, Washington. Committee members and stakeholders in the planning process include homeless or formerly homeless youth and adults, faith communities, philanthropy, businesses, local governments, non-profit human service providers, non-profit housing developers, and advocates.

The eight founding organizations of the Committee to End Homelessness in King County are:

- Church Council of Greater Seattle
- City of Seattle
- Eastside Human Services Alliance
- King County
- North Urban Human Services Alliance
- Seattle-King County Coalition for the Homeless
- South King County Council of Human Services
- United Way of King County

The leadership and commitment of these entities is gratefully acknowledged.

The Committee to End Homelessness in King County is comprised of representatives from throughout the county. A number of organizations dedicated staff time and resources to support the efforts of the Committee. Committee members, staff circle, and advisors are listed in the following pages. In addition to those listed, many others participated in planning meetings or provided feedback. The continued participation of these individuals and organizations is essential to ensuring that *Our Community's Ten-Year Plan to End Homelessness* is successful.

This document is available upon request in alternate format for people with disabilities. Call (206) 296-7689.

Opposite: Many children at First Place, a school for homeless children, have visions of a dream house. Art by First Place student.

A new resident of The Morrison in Seattle welcomes guests into his apartment. Photo by J. Owenby, Seattle Housing Authority staff, courtesy of the Downtown Emergency Service Center.

Back: A Morrison resident enjoys the simple pleasure of watering his houseplants. Photo by J. Owenby, Seattle Housing Authority staff, courtesy of the Downtown Emergency Service Center.

Plan Structure and Content

Our Community's Ten-Year Plan to End Homelessness documents our commitment to ending homelessness in King County by 2014 and outlines strategies that will support this goal.

Chapter 1 introduces the reader to the impact of homelessness on our communities and the reasons we must work together to end homelessness.

Chapter 2 presents an overview of the six principal actions proposed by the Committee to End Homelessness in King County to prevent homelessness, move homeless people quickly into housing, and sustain our progress over time. This chapter also includes the anticipated outcomes over ten years.

Chapter 3 provides an estimate of the number of homeless people in King County and an overview of key strategies for ending homelessness in each of the major subpopulations.

Chapters 4, 5, and 6 are organized around the three primary populations of people who experience homelessness in King County: single adults, families, and youth and young adults. These chapters describe the current circumstances and causes of homelessness, followed by additional recommended actions steps specific to each population.

The hallmark of this plan is the unprecedented coordinated approach to planning, funding, and delivering housing and services to people who experience homelessness throughout King County. Chapter 7 details a proposed leadership model, strategies for building political will and community support, measuring success, and reporting outcomes.

Upon release of this plan, the Committee to End Homelessness in King County will convene a Governing Board that will develop a detailed work plan that outlines specific first year activities and areas of focus, responsible entities, and initial measures of success. Yearly action plans will be developed and progress updates issued regularly.



Creating community is a significant healing feature within permanent supportive housing. Above photo by Stefanie Felix, courtesy of Plymouth Housing Group. Photo at right by Gabriel Rozycki, courtesy of the Downtown Emergency Service Center.



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Companion materials to *Our Community's Ten-Year Plan* are available at www.cchke.org or by calling (206) 205-5506. They include:

- Ten-Year Plan Fact Sheet
- Homelessness Fact Sheet
- Overview of Factors that Influence Homelessness
- Summary of Continuum of Care
- Inventory of Existing Homeless Programs
- Projection of Need for Housing Units and Related Methodologies
- Glossary of Terms

EXECUTIVE SUMMARY

More than 8,000 people experience homelessness on any given night in the suburban cities, urban centers, and rural towns of King County according to our local One Night Count. It is recognized that many other members of our community experience homelessness but are not included in this point in time count.

Our Community's Ten-Year Plan to End Homelessness is an expression of our collective commitment to actively seek long-term and sustainable solutions to the issue, rather than continuing to simply manage episodes of homelessness as they occur. It is a commitment to ensure that there is an appropriate, affordable roof over the bed of everyone living in King County — whether young or old, living alone or with families, sick or well.

Eight organizations, coalitions, and local governments came together in 2002 to form the Committee to End Homelessness in King County, a unified effort to provide the vision and leadership required to develop and implement a plan to end homelessness in King County, Washington. Homeless or formerly homeless youth and adults, faith communities, philanthropy, businesses, local governments, non-profit human service providers, non-profit housing developers, advocates, and other stakeholders from throughout the county were involved in the planning process.

Our Vision for the Future

Ending a complex problem like homelessness requires a commitment from all members of our community — government officials, philanthropies, faith and civic groups, communities of color and their institutions and organizations, businesses including small business owners, housing and service providers, and concerned individuals. It requires a willingness to examine the assumptions under which we have approached this issue in the past, to assess honestly and critically our activities and initiatives, and, ultimately, to do business differently through changing systems, redirecting existing resources, and securing commitments for additional funding.

Although the focus of this plan is to end homelessness within ten years through strategies that emphasize permanent housing alternatives and supportive services, the Committee to End Homelessness in King County recognizes that people experiencing homelessness are at immediate personal risk and have a basic right to safety, as do all members of our community. Interim survival mechanisms — services focused on keeping people alive — that respect the rights of all community members and neighborhoods are necessary until such time that affordable permanent housing is available to all.

<p>Homeless Individuals and Families in King County</p> <p>For the purposes of this plan it is estimated that more than 8,000 people are homeless in King County each night. This includes:</p>	<ul style="list-style-type: none"> • 420 youth and young adults up to age 24 • 2,475 people in families • 5,105 single adults including 2,500 that meet the federal definition for chronically homeless 	<p><i>These numbers represent the best point-in-time estimate available to the community at the time this plan was issued; providers and advocates believe that these numbers drastically undercount homeless persons. The community will implement strategies to better identify the number of homeless persons in King County.</i></p>
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Through endorsing this plan, communities throughout the county are joining forces to end homelessness. It is a housing and human services undertaking of unprecedented proportions, and one that will require a decade to complete. Our success requires the wholehearted participation of individuals, civic and faith organizations, communities of color and their institutions and organizations businesses including small business owners, charitable institutions, and government entities in every sector. As a community, we can — and we will — end homelessness.

Together we will:

- End homelessness, not manage it
- Create a new leadership structure that facilitates discussion and collaboration among funders, government agencies, housing and service providers, homeless persons, advocates, and community volunteers to help assure a unified and targeted approach to ending homelessness in King County
- Implement practices that research has shown to be particularly effective and promising
- Focus resources on preventing homelessness and immediately housing those who do experience homelessness, prioritizing a “housing first” approach that removes barriers to housing and provides on-site services that engage and support individuals to maintain their health and housing stability
- Ensure a fully coordinated countywide response at both the client and system level through networking enhanced community-based service sites that offer local access throughout the county to comprehensive assessment, referral, and a range of culturally competent services
- Increase significantly the housing options that are affordable, available, and appropriate to meet the needs of homeless individuals, families, and youth
- Transform mainstream services — the myriad of publicly funded programs that provide services, housing, and income supports to poor people — to make them more accessible, relevant, and appropriate for people who are homeless or at risk of homelessness
- Bolster the capacity and responsibility of mainstream service systems for collaborative planning, financing, and delivery of housing and support services for clients reentering the community from public institutions
- Establish clear measures to identify needs and assure accountability for outcomes and reward providers who effectively serve those individuals and families with high levels of need

Activities and Anticipated Outcomes over the Next Decade

Our Community's Ten-Year Plan to End Homelessness

is not just about creating housing units — although nearly 4,500 new units will be needed. It also calls for implementing a range of prevention and service-delivery strategies that have been demonstrated to be more effective and efficient than our current practices. The significant focus of this

plan is on investing our precious local resources in a manner that better serves homeless people and, in so doing, using our resources more effectively.

Our approach will be to:

- Develop detailed action plans for prevention, outreach, service delivery, and housing

- Improve system-wide efficiencies and outcomes using existing housing stock, funding and resources
- Refine our long-range targets based on increasing levels of knowledge and sophistication
- Seek additional funding from local, state, federal, and philanthropic sources, as needed

The following table illustrates the actions we will take and the impact those actions will have.

Year	Priority Actions Taken	What is Happening with Ending Homelessness?
1 (2005)	<ul style="list-style-type: none"> • Creating the governance to implement and monitor the plan • Improving data collection methods • Building the community-wide political will necessary to succeed in years 2 through 10 	<p>By the end of 2005:</p> <ul style="list-style-type: none"> • An inclusive, effective governing structure is fully operating • A public awareness campaign is in place to educate the public on the causes, costs, and impacts of homelessness in our community
2–5 (2006–2010)	<ul style="list-style-type: none"> • Expanding “mainstream” service system eligibility for people at risk of becoming homeless, expediting entry into housing for people who become homeless, and providing appropriate services to them • Working together with mainstream systems to implement strategies to ensure successful reentry • Realigning existing funds to support programs that research has proven to be effective and restructuring systems to enable better coordination among prevention and service programs • Developing affordable, supportive housing and assertive outreach and engagement teams to help people secure housing, increase independence, and maintain housing stability • Coordinating with the Regional Human Services Task Force as appropriate 	<p>By the end of 2010:</p> <ul style="list-style-type: none"> • The number of individuals and families who experience homelessness will be significantly reduced • Programs that focus on the long-term homeless will show a decrease in client numbers • A decline in the number of people living on the streets without shelter will be seen in some areas of the county • Data collection processes will be in place, including the Safe Harbors Homeless Management Information System (HMIS), and we will use this data to mark progress toward our goals

Year	Priority Actions Taken	What is Happening with Ending Homelessness?
6-9 (2011-2013)	<ul style="list-style-type: none"> Public institutions (jails, prisons, hospitals, foster care, etc.) and housing programs have collaborated to develop programs and policies to prevent discharging people onto the streets without appropriate housing Outreach and engagement teams are engaging people who are homeless on the street and helping them move into housing 	<p>By the end of 2013:</p> <ul style="list-style-type: none"> Our infrastructure will be built up such that the public could expect to see a notable decline in street homelessness Shelter stays will begin to shorten for all populations, and some shelters will close or reconfigure their programs
10 (2014)	<ul style="list-style-type: none"> Fine tuning of the system's transformation Using client outcome and system outcome data from various sources including Safe Harbors to prevent people from becoming homeless in King County 	<p>By the end of 2014:</p> <ul style="list-style-type: none"> Homelessness will be virtually ended People who enter into homelessness will have immediate access to housing with appropriate supports Downsized outreach and emergency services will continue to aid individuals and families who become homeless, but stays in this system will be short There will be no need for tent cities or encampment



Supportive housing combines permanent housing with the supportive programs people need to break the cycle of homelessness. Photo by Stefanie Felix, courtesy of Plymouth Housing Group.

Next Steps to Ending Homelessness

The Committee to End Homelessness in King County will seek support and endorsement of the plan from key stakeholders throughout the county, including civic and faith groups, communities of color and their institutions and organizations, businesses, small business owners, housing and service providers, homeless persons and their advocates, and elected officials.

In early 2005, a Governing Board charged with building political will countywide and overseeing plan implementation will form.

The Governing Board will convene a Consumer Advisory Council to assist them in formulating policy and monitoring plan implementation.

An Interagency Council comprising representatives of multiple systems will work to set priorities, develop detailed action plans, and coordinate activities. Our actions will be guided by the vision of “a roof over every bed in King County,” and we will continue our efforts until this simple statement is realized.



WE MUST ACT NOW TO END HOMELESSNESS

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Homelessness as we know it today has been an issue for our community for nearly 25 years. Many point to a confluence of events in the late 70s and early 80s — recession, de-institutionalization of people who experience mental illness, and severe reductions in federal funding for housing — as being responsible for the way homelessness exists in our communities.

Today, poverty, racism, and violence each significantly contribute to homelessness. Livable wage jobs are more and more difficult to secure and many working people struggle to achieve and maintain housing stability. People of color are impacted by institutional racism and discrimination that affect access to and success in employment and housing, and people of color are disproportionately represented among homeless persons. Family violence impacts as many as half of homeless women and children and many homeless youth and young adults. Today, homelessness has become part of our local and national landscape.

HOMELESSNESS HURTS.

More than 8,000 people experience homelessness on any given night in the rural towns, suburban cities, and urban centers of King County, and many more experience homelessness over the course of a year. In 2003 alone, 42 people died out-of-doors in our county while homeless. They died young, at an average age of 47. It is not acceptable to have people dying on the streets simply because they are poor and lack the basics of stable housing, food, and health care.

HOMELESSNESS COSTS.

Homelessness costs in other ways, as well. Each year, millions of King County taxpayer dollars are spent caring for homeless people through our most expensive emergency services — 911, hospital emergency rooms, jails, mental health hospitals, detoxification programs, child protective services, and more. Cost studies around the nation, however, have proven that these individuals and families can succeed in housing if they get appropriate support. Once housed, their use of emergency services declines sharply. And the bottom line — it is less expensive for society and better for the individual.

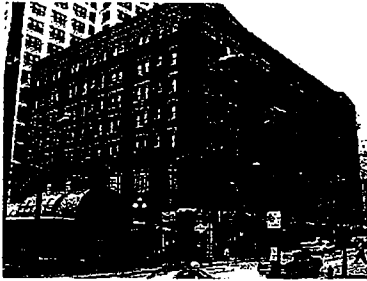
ENDING HOMELESSNESS REQUIRES COMMITMENT.

Our Community's Ten-Year Plan to End Homelessness is an expression of our collective commitment to actively seek long-term and sustainable solutions to the issue rather than to simply manage episodes of homelessness as they occur. It is a commitment to ensure that there is an appropriate, affordable roof over the bed of everyone living in King County — young or old, living alone or with families, whether well or sick.

Opposite and above: Photos by George Hickey, courtesy of Real Change newspaper

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Ending a complex problem like homelessness requires a commitment from all members of our community — government officials, philanthropies, faith and civic groups, communities of color and their institutions and organizations, businesses including small business owners, housing and



Renovated in 2005, The Morrison in Seattle is both a supportive housing project for persons with disabilities, and home to a 200-bed emergency shelter. Photo courtesy of Downtown Emergency Service Center.

service providers, and concerned individuals. It requires a willingness to examine the assumptions under which we have approached this issue in the past, to assess honestly and critically our activities and initiatives, and, ultimately, to do business

differently through changing systems, redirecting existing resources, and securing commitments for additional funding.

ENDING HOMELESSNESS REQUIRES TIME.

Although the focus of this plan is to end homelessness within ten years through strategies that emphasize permanent housing alternatives and supportive services, the Committee to End Homelessness in King County recognizes that people experiencing homelessness are at immediate personal risk and have a basic right to safety, as do all members of our community. Interim survival mechanisms — services focused on keeping people alive — that respect the rights of all community members and neighborhoods are necessary until the time that affordable permanent housing is available to all.

Further, we begin this work at a time when homeless counts have been steadily rising, when the federal and state governments are cutting housing and social supports, when the health care system is in crisis, when living-wage jobs are scarce, and when our nation is at war. We cannot and should not deny these dynamics, for until they change it will be daunting to stem the tide of people falling into homelessness. However, there is substantial work that can and must be done today to change the systems and resources in our hands today. In doing that work, we will create the proof, the foundation, and the will to eventually stem that tide into homelessness.

ENDING HOMELESSNESS BEGINS WITH PREVENTION.

Homelessness does not occur to a unique group or class of people. Homelessness is simply a symptom of people with a wide range of challenges and characteristics who happen to share the problem of lacking a permanent residence. There is not a “one size fits all” solution for homeless people. One of the most significant changes we seek to make through this plan is to better align our support systems to match the level and type of assistance to the distinct needs of people experiencing or at-risk of homelessness. A key distinction is between people who face short-term, unanticipated hardship that leads to homelessness and people who have long-term disabilities or chronic health issues that require ongoing support to maintain stability and a productive life.

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People who experience episodic unanticipated economic, health, family or other crises that lead to a loss of housing — including domestic violence — may need shelter and crisis-oriented support, but the goal should be to help people secure housing again as quickly as possible, with wrap-around services as needed. For those with serious disabilities or chronic health problems, however, their needs are not unanticipated; and it is not desirable for them to have to pass through — or experience long-term — homelessness in order to obtain essential services. A substantial body of research documents both the high costs to taxpayers when such costly services as emergency rooms, medical and mental health hospitals, jails and prisons are utilized by chronically homeless, seriously disabled people because they do not have stable housing, and the substantial savings that are recognized through providing modest housing with appropriate support services.

Many of those who are homeless or are staying in shelters were discharged from jail and prison or have aged out of foster care, and there are high personal and financial costs associated with discharging people into homelessness rather than directly into an appropriate supportive housing option. However, timelines for successfully placing people into housing vary, and it can be challenging to find appropriate housing in a short timeframe. It is important that mainstream systems be able to develop and enhance connections with appropriate supportive housing rather than discharge people into homelessness upon release.

The National Alliance to End Homelessness has called this strategy to end homelessness “closing the front door,” referring to the benefits of drastically reducing the number of people who enter the homeless system. This will occur by providing adequate housing with appropriate supports for people with chronic illness or disabilities and by incorporating effective reentry options for people leaving mainstream safety net or criminal justice institutions.

HOMELESSNESS ENDS THROUGH COMMUNITY-WIDE EFFORTS.

King County has a long tradition of motivated community members taking individual and collective action to remedy social injustices and offer charitable assistance. For example, faith communities throughout the county on a daily basis offer food, clothing, shelter, and other necessities to families and individuals in need. Through the SHARE/WHEEL community’s organizing efforts, homeless people have come together to create self-managed shelter and emergency responses. Many others, including business owners, nonprofit organizations, elected officials, and community members — who may not have been aware of the magnitude of the problem or have not yet set a high priority on ending homelessness — will be asked to join our countywide efforts.

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Call to Action: A Vision for the Future

Community stakeholders are in agreement that the system of targeted homeless services in King County is generally strong, and that many effective and innovative programs are in place serving homeless children, families, youth, adults, and elders. Our communities have long histories of planning for and delivering a wealth of services to homeless and at-risk populations. However, this has not been enough to end homelessness; our response has been insufficient in the face of the increasing numbers of people who experience homelessness in all parts of King County in recent years, the lack of affordable and appropriate housing, and the lack of coordination between multiple service systems.

To end homelessness, our communities must do more than simply expand a successful program or add new services to our existing continuum. We must radically change how we use current resources to prevent homelessness in the first place and to plan, finance, and deliver housing and support services to vulnerable populations in King County.

Through endorsing this plan, communities throughout the county are joining forces to end homelessness. It is a housing and human services undertaking of unprecedented proportions, and one that will require a decade to complete. Our success requires the wholehearted participation of citizens, civic and faith organizations, communities of color and their institutions and organizations, businesses including small business owners, charitable institutions, and government entities in every sector. As a community, we can and will end homelessness.

Together we will:

- End homelessness, not manage it
- Create a new leadership structure that facilitates discussion and collaboration among funders, government agencies, housing and service providers, homeless persons, advocates, and community volunteers to help assure a unified and targeted approach to ending homelessness in King County
- Implement practices that research has shown to be particularly effective and promising
- Focus resources on preventing homelessness and immediately housing those who do experience homelessness, prioritizing a “housing first” approach that removes barriers to housing and provides on-site services that engage and support individuals to maintain their health and housing stability
- Ensure a fully coordinated countywide response at both the client and system level through networking enhanced community-based service sites that offer local access throughout the county to comprehensive assessment, referral, and a range of culturally competent services
- Increase significantly the housing options that are affordable, available, and appropriate to meet the needs of homeless individuals, families, and youth
- Transform mainstream services — the myriad of publicly funded programs that provide services, housing, and income supports to poor people — to make them more accessible, relevant, and appropriate for people who are homeless or at risk of homelessness



Every person dreams of a home of their own. Photo by Stephanie Cristalli, courtesy of the YWCA of Seattle King County/Snohomish County.

- Bolster the capacity and responsibility of mainstream service systems for collaborative planning, financing, and delivery of housing and support services for clients reentering the community from public institutions
- Establish clear measures to identify needs and assure accountability for outcomes and reward providers who effectively serve those individuals and families with high levels of need

“They gave me more than housing, they gave me hope. As long as you have hope in your life, you can move forward.”

Formerly homeless person



PRINCIPAL ACTIONS TO END HOMELESSNESS

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Six principal actions have been identified as fundamental to ending homelessness and to the success of *Our Community's Ten-Year Plan to End Homelessness*:

- A. Preventing Homelessness
- B. Coordinating Leadership and Initiatives to End Homelessness Countywide
- C. Building and Sustaining the Political Will and Community Support to End Homelessness
- D. Securing 9,500 Units of Housing for Homeless Persons
- E. Delivering Flexible Services to Support Stability and Independence
- F. Measuring Success and Reporting Outcomes

Each principal action is presented below and is supported by immediate, intermediate, and long-term activities that will advance our goal of ending homelessness. No ranking or hierarchy is implied by the order in which they are presented.

Opposite: Photo courtesy of Real Change newspaper

Above: Photo by Kristin Adams Litke, courtesy of Plymouth Housing Group

Preventing Homelessness

IN THE FIRST YEAR we will:

- Define and fully describe the characteristics that make individuals and families “at-risk” of homelessness
- Consult with nonprofit and for-profit housing developers and property managers in the county to better understand and quantify the level of interventions and support services that would help their tenants avoid eviction and remain stably housed, including one-time and short-term rent, mortgage, utility, and legal assistance; case management; childcare; and in-home supports
- Map the chief “mainstream” service systems: Identify where and how funds flow, review current eligibility and entry points, discover what works and does not work for homeless people in each system, get to know the key policymakers and administrators, and begin negotiations with at least two systems to better serve homeless people.

The key mainstream systems with which we will work are:

- Income support programs such as Supplemental Security Income (SSI), Temporary Assistance for Needy Families (TANF), and other supplements, such as Food Stamps
- Medicaid—and other health services—including federally supported community health centers and health assistance through the Veteran's Health Administration
- Mental health and substance abuse services funded through various federal block grant programs to Washington State and distributed through the Regional Support Network
- Workforce Investment Act (WIA) programs designed to provide training and secure employment for low-income, homeless, and disabled workers
- Housing subsidy programs, such as the federally funded Housing Choice Voucher (Section 8), HOME Investment Partnership, McKinney-Vento Homeless Assistance, Housing Opportunities for Persons with AIDS (HOPWA), and public housing authority programs
- Other public systems, including public schools, child protective services, foster care, county jails, and state prisons

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IN THE FIRST TWO YEARS we will:

- Increase access to the available services and information needed to maintain housing stability for households in King County with extremely low incomes — more than 46,000 in 2004 — that are at risk of homelessness; identify and reduce barriers to access experienced by households in need
- Assess the resources and capacity of current programs and systems to identify households at risk of homelessness, engage them, and provide them with the information and supports that they need to maintain housing stability; determine the level of resources needed by at-risk households
- Measure the effectiveness of homelessness prevention activities
- Link homeless planning and resource-allocation decisions with those efforts underway in our communities that are addressing predatory lending, domestic violence, youth aging out of foster care, AIDS housing, prison release, and others

**WITHIN THE FIRST FIVE YEARS,
OUR COMMUNITIES** will:

- Secure commitments from the leaders of mainstream service systems — including health, mental health, chemical dependency treatment, foster care, and criminal justice — to do the following:
 - Conduct an analysis of current investments in services for people who experience homelessness in King County and create a plan for shifting resources, over time, from costly institutional supports to prevention services
 - Partner with community-based providers to plan for and offer by 2009 the housing and service options needed to end the practice of discharging clients into homelessness

- Implement multi-disciplinary approaches to moving people quickly from shelters and the streets into permanent housing with on-site or linked services
- Expand the network of community-based human-service sites that serve persons who are at risk of homelessness so that all sub-regions of the county have local points of access that are linked to a common referral and information management system
- Utilize all appropriate data systems, including the Safe Harbors homeless management information system, to:
 - Increase our understanding of how many people in King County fall into homelessness, where they live, what their household characteristics are, and why it happens
 - Quantify the costs of delivering services to people who experience homelessness in King County and are frequent users of high-cost services and mainstream systems
 - Establish baseline statistics to chart improvements over time through decreasing the number of households in King County that experience homelessness each year and reducing the time it takes to get them into stable, long-term housing
- Reduce chronic homelessness in our communities by 25%

Opposite: Activities at The Morrison give formerly homeless residents a true sense of home and help teach meaningful social skills. Photo by Gabriel Rozycski.

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BY 2014, IN OUR COUNTY we will have:

- Created, nurtured, and fully implemented an intervention system focused on preventing homelessness and immediately housing those who do experience homelessness
- Bolstered the capacity of, and shared the responsibility with, mainstream service systems—including health, mental health, chemical dependency treatment, foster care, and criminal justice—to have in place prior to reentry a long-term housing plan for every client and to have secured an appropriate housing destination
- Decreased the number of chronically homeless on our streets by 98%
- Decreased 98% the number of youth, young adults, individuals, and families that lose their housing and experience “street” homelessness

- Converted 90% of homeless shelters and transitional housing into evidence-based models that combine emergency- and short-term interventions with permanent housing options with services available as needed

Coordinating Leadership and Initiatives to End Homelessness Countywide

IN THE FIRST YEAR we will:

- Dedicate ourselves to ending rather than managing homelessness by combining our collective efforts in a new countywide leadership collaboration agreed to, and supported by, the eight founding members of the Committee to End



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Homelessness in King County and as many local municipalities, corporations and organizations as initially possible

- Convene a Governing Board of key community leaders — with representation from every sub-region of the county and the business sector — that is charged with providing the necessary leadership to change policy directions,



Broadway House in Seattle provides permanent housing for homeless women. It is owned by the Low-Income Housing Institute and operated by the Archdiocesan Housing Authority. Photo by Duncan Haas.

set funding priorities, and promote systems changes and enhancements aimed at ending homelessness in a direct and cost-effective manner

- Support the work of the Governing Board and plan

implementation by convening both a Consumer Advisory Board made up of homeless and formerly homeless persons and an Interagency Council that includes funders and key players in housing and support service delivery

- Through the Consumer Advisory Board, and in all aspects of policy development and priority setting, ensure an active role for homeless and formerly homeless persons, their advocates, and community stakeholders who offer valued resources other than funding

IN THE FIRST TWO YEARS we will:

- Through the Interagency Council, develop phased implementation plans — for approval by the Governing Board and funders — that integrate housing and service delivery and, initially, redirect existing resources across all systems to stabilize households at risk of homelessness and move those who are currently homeless into permanent housing as rapidly as possible

- Coordinate efforts with jurisdictions to develop interim efforts to provide people who experience homelessness in King County alternatives to living on the streets
- Coordinate housing and support service policy development, funding decisions, and advocacy activities to end homelessness countywide

WITHIN THE FIRST FIVE YEARS, the Governing Board, in collaboration with service providers and local communities, will:

- Assure that existing mainstream and homeless-targeted resources are being utilized in the most effective and efficient ways possible
- Obtain from every city in King County agreements to partner in plan implementation and assist each city, as needed, to determine a reasonable amount of its resources to commit to sub-regional strategies to end homelessness
- Provide direction and leadership to countywide applications for homeless-related resources including the annual application for federal McKinney-Vento Homeless Assistance funding
- Prioritize the outcome of ending homelessness in funding decisions for all housing and related support service programs that impact homeless youth, young adults, single persons, and families
- Coordinate the targeting of federal housing funds to independent and supportive permanent housing units for homeless and formerly homeless persons and the provision of needed on-site and linked support services through mainstream service systems and resources
- Reconfigure housing and support service models and begin implementing sub-regional networks of local points of access to assure prompt engagement and assessment of housing and human service needs for people who are homeless or at risk of homelessness in King County

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- Involve and train police, fire, and other emergency responders to assure maximum collaboration with the sub-regional networks of local access points
- Provide leadership, promote, advocate for, and establish a mechanism to generate new local revenues that complement existing resources and programs to end homelessness in King County; coordinate efforts with the Regional Human Services Board proposed in the August 2004 report of the countywide Task Force on Regional Human Services
- Convene regular briefings for elected officials and leaders in the nonprofit and business communities throughout the county to inform them of activities related to ending homelessness in King County and invite them to participate in plan implementation
- Encourage civic, faith, and community groups and communities of color and their institutions and organizations to endorse the plan, participate in efforts to educate the community at large, volunteer in programs that assist homeless and at-risk persons, and advocate on behalf of people who experience homelessness in King County

BY 2014, in our county we will have:

- Effectively established a strong, collaborative approach to ending homelessness and planning, funding, and delivering housing and services to people who are homeless or at risk of homelessness
- Increased both the success and the cost-effectiveness of King County's approach to assuring long-term housing stability for households that experience — or are at risk of — homelessness
- Eliminated the need for tent cities and encampments anywhere in the county

Building and Sustaining the Political Will and Community Support to End Homelessness

IN THE FIRST YEAR we will:

- Develop a communications plan for increased public awareness of who experiences homelessness, the underlying causes of homelessness, and how everyone throughout the county can play a role in ending homelessness

- Identify the legislative changes necessary to end homelessness

IN THE FIRST TWO YEARS we will:

- Advocate at the local, state, and federal levels for expanded access to programs and increased funding in King County that:
 - Targets people who experience or are at risk of homelessness
 - Supports the safety net of health, housing, and human-service programs that assist people who experience homelessness to improve their health, foster their recovery, increase their incomes, secure housing, and master independent living skills
 - Results in improved use of existing resources
 - Finances appropriate housing and support service options for persons who are exiting healthcare, foster care, inpatient mental health and chemical dependency treatment, and criminal justice institutions
 - Offers opportunities to increase educational achievement and job skills

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WITHIN THE FIRST FIVE YEARS, our communities will:

- Cultivate relationships with elected officials in all parts of the county to be champions for the plan to end homelessness
- Conduct annual educational briefings for all new city, suburban, and county leaders on the issue of homelessness and *Our Community's Ten-Year Plan to End Homelessness*
- Develop a baseline survey of community knowledge, attitudes, and beliefs regarding the plight of homeless people and the acceptability of homelessness so that we can measure progress towards the goal of intolerance for homelessness in King County by 2014
- Build the case for reforming our current systems for homelessness prevention and response by conducting an analysis of current public spending and determining the feasibility of shifting

resources over time from such costly measures as jails and emergency rooms to proven prevention and intervention models

- Create new and enhanced housing and service partnerships through the re-alignment of existing resources and the securing of additional state, federal, and philanthropic funding
- Publish 3 annual reports on the progress we have made in ending homelessness in King County

BY 2014, our communities will have:

- Demonstrated the effectiveness of King County's collaborative approach to preventing homelessness and moving homeless families and individuals off the streets and out of shelters into permanent housing with on-site or linked services



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- Achieved a level of knowledge and acceptance that we:
 - Understand that people who are at risk for or experience homelessness are our neighbors and vital members of our community
 - Recognize that homelessness is a shared, public problem, not just a personal tragedy
 - Welcome into our neighborhoods housing and support service programs that end homelessness and help people at risk to remain stably housed

Securing 9,500 Units of Housing for Homeless Persons

IN THE FIRST YEAR we will:

- Further develop a detailed assessment by housing type and homeless subpopulation of the number of housing units and the matrix of services that are needed, projections for the costs to develop and implement these housing and service models
- Advocate at the local, state, and federal levels for the preservation of existing housing subsidies and subsidized units
- Advocate at the local, state, and federal levels for:
 - Enhancements to the Washington State Housing Trust Fund
 - Advocate that the Washington State Housing Finance Commission place a greater emphasis on the creation of homeless housing
 - Establishment of a national housing trust fund
 - Increases in funding and access for programs that help to expand and sustain housing opportunities that are safe, decent, and affordable to households at the lowest income levels
 - Full funding for state and federal initiatives to pay for services that households who experience or are at risk of homelessness need to maintain housing stability

IN THE FIRST TWO YEARS we will:

- Conduct a feasibility study of the ability of existing mainstream and homeless service systems to redirect existing resources and housing units to help newly housed households maintain their housing stability and continuity of care
- Convene representatives of housing authorities, nonprofit housing providers, housing developers, and private-market landlords to determine the availability of existing subsidized housing units for immediate tenancy by homeless individuals and families and create a plan to move people who are currently homeless into permanent housing over time

WITHIN THE FIRST FIVE YEARS, our communities will:

- Identify and secure 1,000 units of existing rental housing that can be leased or purchased and rehabilitated for use as permanent housing with on-site or linked support services
- As more affordable, permanent long-term solutions outlined in this plan become available, gradually shift resources away from providing emergency shelter and transitional housing to support these long-term housing resources
- Redirect existing support service capacity and combine with existing housing stock to establish evidence-based supportive housing models that maximize public and private investments and cost-effectively assure long-term housing options for formerly homeless persons
- Replicate and expand existing successful models of supportive housing in order to increase our capacity to move homeless families and individuals off the streets and out of shelters

Opposite: Formerly homeless women live cooperatively and share the chores at Greenwood House in north Seattle, which is owned and managed by the Low-Income Housing Institute. Photo by Duncan Haas.

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BY 2014, our communities will have:

- Developed 4,500 new units of housing and secured 5,000 existing units located throughout the county, and assured that they remain affordable long-term to people who have been homeless
- Ensured no net loss of units of subsidized housing due to market conversion or owner opt-out through having in place effective policies and procedures, incentives, and sufficient dedicated resources to keep subsidized units available to extremely low income, homeless, and formerly homeless households
- Maximized the reuse of shelter and transitional housing resources, as they have become available, to help move people rapidly into permanent housing

Delivering Flexible Services to Support Stability and Independence

IN THE FIRST YEAR we will:

- Convene leadership of housing, homeless service providers, and mainstream service systems through the Interagency Council to incorporate the major change strategies of this plan into a revised service delivery system. These include:
 - Housing first — minimize shelter stays and move people into permanent housing (housing with no time limit on stays) with services as needed recognizing that some individuals, for example youth, young adults, or those experiencing domestic violence, may require more transitional assistance
 - Adequate reentry — ensure that people leaving public institutions are able to secure housing rather than enter homelessness

- Fit the services to the need — determine services needed to support stability and independence; for some people with an unanticipated problem, help with a short-term financial crisis or help in securing housing may be sufficient without other supportive services; for others such as youth and young adults, or those experiencing domestic violence, a sudden, grave health problem, or decline in earning capacity, transitional services for a longer period may be needed; and for people with serious disabilities or chronic health problems, long-term support may be needed to maintain stable, decent housing
- Client-centered approach — make it easier for people to access the services they need through reconfiguring entry points for treatment and benefits, cross-training staff, and expanding the network of local access points to ensure convenience to public transportation
- Welcoming people as they are — utilize motivational interviewing and intensive case management to assist persons with chemical dependency and co-occurring disorders — that may include mental illness, developmental disabilities and/or chronic medical conditions — to secure housing and receive services wherever they are in their recovery process
- Creating incentives — such that long-term homeless individuals are motivated to move off the streets and share responsibility for progress towards goals that they set for themselves

IN THE FIRST TWO YEARS we will:

- Coordinate with local faith communities to train volunteers to mentor homeless persons who desire faith-based support in their recovery plans

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WITHIN THE FIRST FIVE YEARS, our communities will:

- Expand assertive outreach and engagement efforts countywide, emphasize services in programs that help people move from the streets into housing, and utilize community-based outreach teams, as needed, to help people transition into permanent supportive housing
- Have in place a coordinated countywide network of community-based human-service sites that respond with urgency to incidences of homelessness in the local area where they occur



The Compass Center, serving homeless people in Seattle since 1920. Photo by Roy Lundin.

- Improve the impact and cost-effectiveness of existing funding by analyzing all sources — local, state, federal, and philanthropic — that are targeted to assist people who experience,

or are at risk of, homelessness and ensuring that they are:

- Coordinated and recombined to create the vision embodied in this plan
- Used to maximize the ongoing benefit of our current housing and service investments
- Supporting evidence-based and promising practices that cost-effectively and successfully move people rapidly from homelessness to long-term or permanent housing and help maintain housing stability for at-risk, low-income households
- Supplemented by new resources, as available, to increase both housing availability and support services capacity, thereby decreasing the number of people who become homeless and the length of time they remain homeless

- Assess the existing network of transitional housing to identify opportunities to convert or modify existing units to offer a “transition-in-place” approach in which the services transition away as residents’ needs decline, but the households’ tenancy in housing is not time-limited
- Provide coordinated, holistic care to persons with co-occurring disorders to ensure they do not fall through the cracks of our traditional service systems
- Coordinate with the Workforce Development Council, and other job training and placement service sites, to increase training and job opportunities for homeless people who are able to work, including hiring persons who have experienced homelessness to work as mentors and to be an integral part of outreach, engagement and stabilization efforts to help transition homeless persons off the streets into permanent supportive housing

BY 2014, our communities will have:

- A strong network of critical-response, “one-stop” human-service access points in each sub-region of the county, which can help remove the threat of homelessness and serve as a starting point out of homelessness for all individuals in King County facing crisis through offering:
 - Outreach and engagement
 - Assistance with accessing housing
 - Housing stabilization support such as assistance with budgeting and money management, anger and/or symptom management, and socialization skills
 - Support and linkage to mainstream treatment and support services including mental health, chemical dependency, and primary health care
 - Employment training and placement assistance

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- Short-term stays in emergency placements for the few individuals who need that level of intervention
- Created integrated treatment on demand for persons with disabilities who become homeless
- Clear movement into appropriate housing options for any person experiencing homelessness

Measuring Success and Reporting Outcomes

IN THE FIRST YEAR we will:

- Begin implementation of the Safe Harbors Homeless Management Information System (HMIS) and encourage providers to participate in data gathering activities designed to document the number of homeless persons and their needs
- Ensure that the privacy and concerns of homeless individuals and organizations are respected
- Ensure confidentiality for those who experience domestic violence
- Develop baseline demographic and service data as reference points for future, ongoing progress measurement and reporting
- Map public and private funding that currently supports homeless services in all jurisdictions in the county

IN THE FIRST TWO YEARS we will:

- Establish an agreed-upon mechanism for identifying the number of persons that are homeless and are not accessing homeless services
- Evaluate and document cost-effective, best practice housing and service models currently in place in King County
- Advocate at the local, state, and federal levels for coordination of data reporting requirements among programs to enhance comparability of data and ease the burden on providers and consumers

WITHIN THE FIRST FIVE YEARS, our communities will:

- Fully implement the Safe Harbors homeless management information system, with monthly or quarterly reports to the Interagency Council and other stakeholders to increase our understanding of how many King County residents fall into homelessness, where they live, what their household characteristics are, why it happens and what impact agencies have working with these populations
- Provide monthly or quarterly dissemination of information to all providers about utilization and outcomes: how many new homeless people have been assessed, what their characteristics are, the length of stay in shelters, the number of placements into housing, and other meaningful outcome data

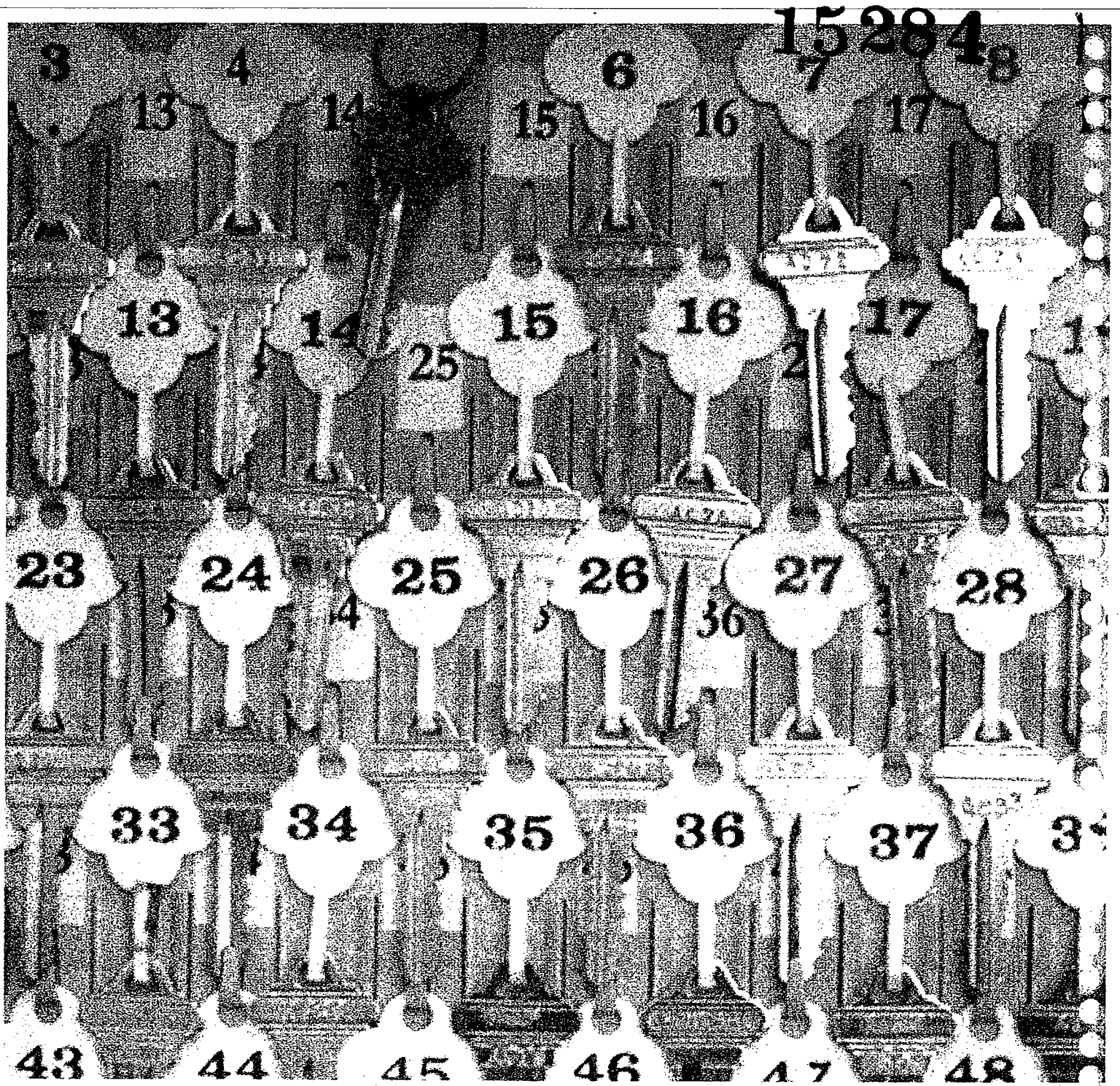


Basic needs are met at First Place school, so children can focus on academics. Photo by Ben Van Houten.

- Establish protocols for data matching with mainstream service systems to better capture information on reductions in service utilization and expenditures as people are moved from chaotic lives and homelessness into stable permanent housing with services
- Demonstrate the effectiveness of King County's programs in moving youth, young adults, single adults, chronically homeless individuals, and families off the streets and out of shelters into permanent housing with on-site or linked services

BY 2014, our communities will have:

- Eliminated programs that are not effective
- Data on the numbers of people accessing housing support and homelessness prevention services on a daily basis
- Documented the success of communities in King County ending homelessness through the publication of annual progress reports



KEY STRATEGIES FOR HOMELESS SUBPOPULATIONS

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Chapters 1 and 2 laid out the crosscutting steps our community must undertake to respond to homelessness. This chapter summarizes the extent of homelessness in our community and identifies the housing needed over ten years to make ending homelessness a reality. The following chapters vividly portray the challenges facing homeless single adults, families, and youth and young adults. These chapters also offer specific strategies for helping to prevent and end homelessness for each of these populations.

Estimating the number of people who experience homelessness on a given night — or during the year — is a challenging, yet essential, task in any community; this information is needed to implement effective strategies to address homelessness and as a reference point for looking back and measuring success. The most established system of determining the number of homeless people in our community is the One Night Count of Homeless People in King County. For the past 25 years this effort has been led by the Seattle-King County Coalition for the Homeless, a partnership of not-for-profit and government agencies that collaborate to address the needs of homeless people. The One Night Count has two main components: a count of people on the streets without shelter and a survey of shelters and transitional housing programs regarding the number and characteristics of people that are serving on that given night.

Based on the One Night Count, it is estimated that approximately 8,000 men, women, young adults, youth, and children are homeless on a given night in King County. It is clear that this does not reflect the total number of housing units that will be needed to house homeless persons over ten years. In order to develop a more in-depth analysis of need, population subcommittees were convened to review the

One Night Count data and supplement that information with additional sources to establish an estimate of units needed over 10 years. (A detailed description of the methodology employed to arrive at the estimates included in this plan can be found in the companion materials.)

With the increasing sophistication in data collection and analysis among providers and the implementation of the countywide Safe Harbors homeless management information system, we will be better able each year to describe the populations of individuals that access homeless prevention and intervention services in King County. The projection of needed units in this plan relies on existing data sources and will be further refined over time

Housing strategies for ending homelessness are similar for the three homeless subpopulations — single adults, families, and youth/young adults; and some overarching concepts are summarized below. The models and strategies that support successfully housing people who are exiting homelessness are well understood and demonstrated by providers in King County. The challenge lies in securing the resources needed to develop and operate the housing and to significantly increase the capacity of our support service providers to meet tenants' multiple needs.

Opposite and above: Photos by Gabriel Rozycki, courtesy of Downtown Emergency Service Center

Type of Housing and Support Needed by Homeless Subpopulations Over the Next Ten Years

Homeless Subpopulation	Total Units Needed	Number of Units by Level of Support Services on Site		
		High	Moderate	Intensive
<i>HUD defined chronic homeless**</i>	2,500	1,800	700	0
<i>Other single adults</i>	4,800	1,100	2,100	1,600
<i>Total Single Adults</i>	7,300	2,900	2,800	1,600
<i>Families</i>	1,900	475	475	950
<i>Youth/Young Adults***</i>	300	250	0	50
Total	9,500	3,625	3,275	2,600

*In addition to on-site services where provided, all formerly homeless individuals and families will be able to access services through mainstream systems as needed to support housing stability and quality of life. In addition, support securing affordable and appropriate housing will be needed by many households.

**As defined by the U.S. Department of Housing and Urban Development: homeless for over a year or homeless more than four times in the previous three years and living with a disabling condition.

***It is estimated that some youth and young adults will be accommodated in temporary transitional programs or, with improvements in homelessness prevention and family reconciliation services, will return to their families.



The newly renovated St. Charles Apartments, located at the corner of 3rd Ave. and Cherry St. in Seattle, opened in June 2004 and provides 65 units of permanent, supportive housing for formerly homeless individuals. Photo by William Wright Photography.

This table summarizes the estimated number of housing units needed to be created over 10 years to end homelessness in King County, by homeless subpopulation, household type, and level of on-site support services recommended. It is

Supportive housing options — housing with on-site services — for these populations fall into two categories:

- Moderate-level services provide consistent, ongoing support for tenants in the building to help them maintain personal and housing stability
- Intensive, individualized services related to mental health, chemical dependency, and/or medical services with a greater emphasis on increasing stability, reducing harm, and managing symptoms

anticipated that half of these units will be secured through subsidizing or utilizing existing rental-market properties and half will be set-aside in new housing developments.



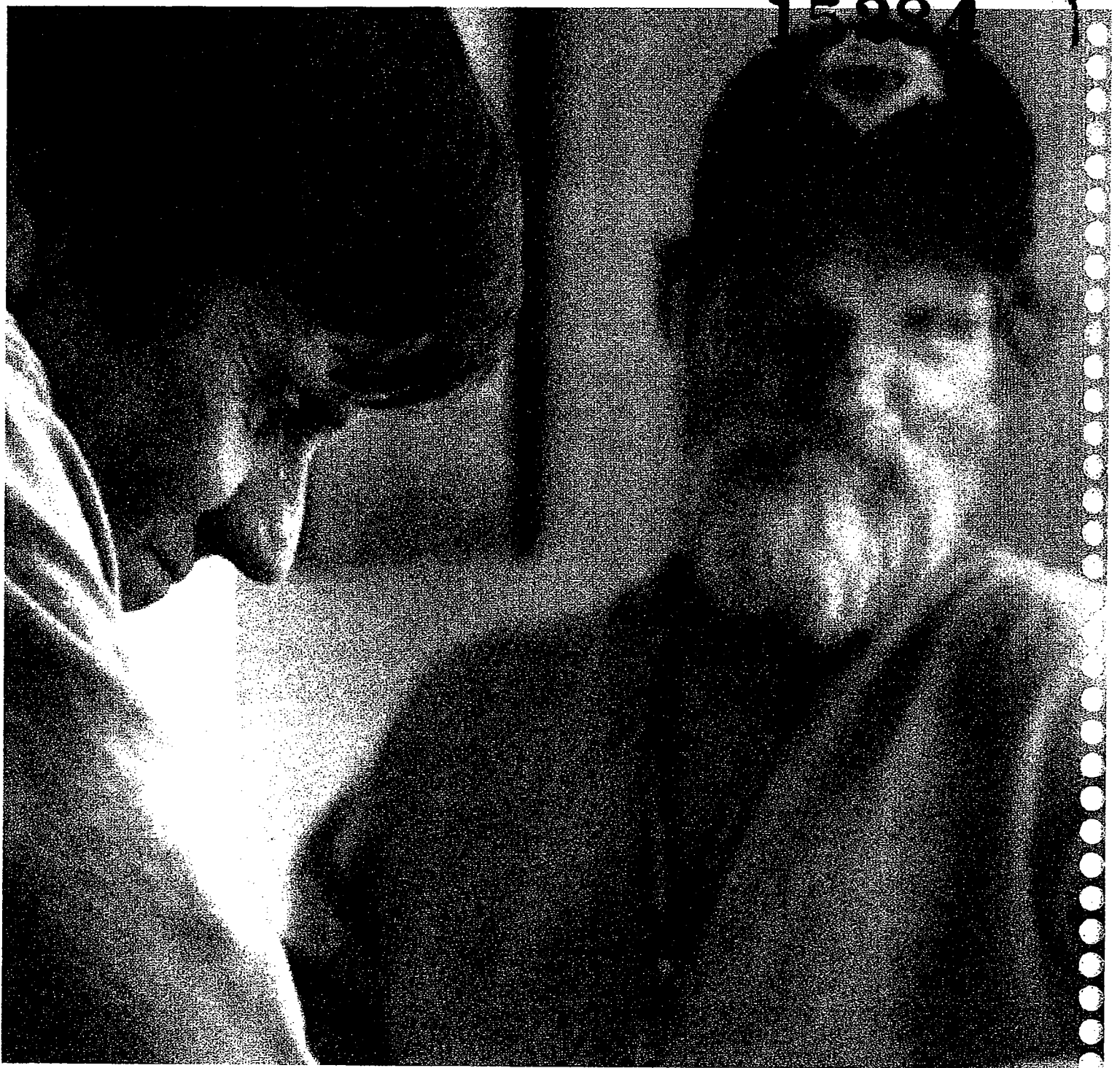
The staff of the Urban Rest Stop in Seattle serves 6,000 homeless women, men and youth over the course of a year. The Rest Stop is operated by the Low-Income Housing Institute and provides hygiene services including showers, restrooms and laundry facilities. Photo by Duncan Haas.

Supportive housing options should incorporate the following characteristics:

- **Easily accessed:** regulatory, procedural, and financial barriers must not stand in the way of assisting homeless persons to move into permanent housing as rapidly as possible
- **Include client participation** in housing and service plan development and goal setting
- **Culturally accessible and competent** programming and staff
- **Relevant** to the specific needs of each individual or family and centered around flexible services that can change in intensity depending on current needs and that will follow the person if they move
- **Affordable** to households whose income is at or below 30% of area median, which is \$1,258 per month in 2004 for individuals and \$1,800 for a family of four

Introduction to Subpopulations Chapters

Chapters 4, 5 and 6 offer a more detailed description of the causes, conditions, and strategies necessary for preventing and ending homelessness among each subpopulation. The information in these chapters was developed through convening three stakeholder groups comprised of providers and consumers who were able to draw on their first-hand experience, and through that process strategies were developed that are specific to each group. The Interagency Council and its subcommittees will take these population-specific strategies and set priorities for them based on the overall implementation plan that they develop in 2005.



PREVENTING AND ENDING HOMELESSNESS AMONG SINGLE ADULTS

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It is conservatively estimated that there were 5,107 homeless single adults in King County on a given night in 2004, including those who were on the streets, in shelters, or in other non-permanent housing. This number was derived from the local one-night homeless count, which includes information related to stays in emergency and transitional programs, but likely undercounts the number of homeless individuals. This plan estimates that 2,500 individuals meet the definition of chronically homeless developed by the U.S. Department of Housing and Urban Development: homeless for over a year — or homeless more than four times in the previous three years — and living with a disabling condition.

PLANNING TO END

HOMELESSNESS among the diverse populations of single adults in King County must take into consideration both the barriers that individuals face in accessing housing and the multiple personal issues that further challenge the housing stability of many single adults and the chronically homeless. Specifically, these include:

- **System factors** that prevent single adults from accessing housing:
 - Very few housing options that are affordable to individuals who have no or low income
 - Eligibility criteria that screen individuals out of housing, e.g., criminal or eviction histories
 - Ineffective reentry planning from such institutions as hospitals, treatment programs, and jails, due both to a lack of resources and the historic separation of housing and service systems
 - Fragmented systems that don't meet the multiple service needs of clients in a holistic way, require clients to endure multiple application and screening processes in order to determine eligibility, and are not structured to serve homeless clients effectively

- Discrimination due to race, gender, religion, nation of origin, family size, disability, and/or sexual identity
- Lack of access to the full range of specialized services necessary to engage, treat, and support persons with disabilities in housing due to restrictive eligibility criteria
- Lack of peer-based support models, especially for individuals who are disabled
- Shortage of appropriate housing options with on-site support services
- Limited employment and vocational training opportunities
- **Personal issues** — such as poverty, mental illness, alcohol and chemical dependency, physical or developmental disability, health status, and experiences of trauma and violence — that without adequate and relevant support from human services systems, negatively impact housing stability

Chronically homeless single adults who have to grapple with both systemic barriers and personal life challenges experience **overwhelming obstacles** to accessing housing. There are inadequate resources for these members of our community, especially housing with on-site support services. Their use of emergency health care, shelters, and the criminal justice system is disproportionately high.

*Opposite and above:
Photos by Gabriel Rozycki*

compared to other housed and homeless adults and is a significant driver in the growth of public health and public safety costs in King County.

This plan presents strategies for ending homelessness for the chronically homeless subgroup, as well as for all single adults who experience homelessness in King County. Given the barriers to housing access described above, we are aware that an increase in affordable housing is only part of the

solution to ending episodes of homelessness for single adults. Rent-subsidized permanent housing must be paired with a range of flexible support services to assist and support a large percentage of homeless individuals in attaining and keeping housing. Some of this can be accomplished through better alignment and configuring of existing housing and service resources, but significant new resources will also be needed.

Housing Models for Single Adults

King County has a rich network of affordable housing developers and providers who are experienced partners in providing supportive housing for low income and homeless persons. Research is showing that the costs of providing housing and

support services for this population can be more than offset by savings in the cost of responding to repeated crises. At the same time the quality of life for both the individuals involved and the community is significantly improved.

Type of Housing and Support Needed by Homeless Single Adults over the Next Ten Years

Type of Housing	Population Description		
	Long-term homeless and disabled — chronic	Single adults not chronic	Total
Subsidized Independent Apartments	0	1,600	1,600
Units with Moderate Services on Site	700	2,100	2,800
Units with Intensive Services on Site	1,800	1,100	2,900
Total	2,500	4,800	7,300

The table above summarizes the estimated number of additional housing units needed over ten years to end homelessness in King County by homeless subpopulation of single adults, housing type, and level of on-site support services recommended.

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Subsidized Independent Apartments

Approximately 4,800 units will be needed over ten years for homeless single adults who do not meet the Federal definition of chronically homeless. Of those, one third — 1,600 people — will be adequately served by **conventional affordable housing**. Flexible housing subsidies should be available to accommodate changes in their household income. Most of these individuals will not require further assistance once the barriers to housing are successfully negotiated. Individuals who require services after moving in will be able to access support through a local service-access points, a range of community-based service providers, or mainstream service systems.

Permanent Supportive Housing with “Moderate” On-site Services

Approximately 2,800 homeless single adults will be appropriately served in **supportive housing that offers a moderate level of support services on site**; of these, it is estimated that 700 people would meet the federal priority of chronically homeless.

These services provide consistent, ongoing support for tenants in the building. Services may include: 24-hour security, eviction prevention services (interventions if rent payment is missed), and referrals to additional mainstream or targeted services, as needed, to help tenants remain housed. On-site services can be provided by either the entity that manages the housing units or by one or more outside service providers through memoranda of understanding.

Permanent supportive housing models that specifically serve chronic homeless individuals should adopt additional characteristics:

- **Low barrier:** avoid excessive rules such as restrictions on alcohol use; instead, focus on problematic behaviors only
- **Services on demand:** have sufficient levels of support services available onsite for when tenants are ready to access them, including activities to encourage tenant engagement. These services are responsive to the needs of tenants, and all recovery plans have tenant-generated goals.
- **Peer support activities:** create an atmosphere that is conducive to peer activities including common living spaces in buildings as well as staff to help organize events and activities
- **Emphasis on safety:** use of 24/7 desk staff onsite to help buildings remain secure
- **Last resort eviction notice:** when tenants are at risk of eviction, staff assistance is available to work out alternative options

It is anticipated that the need for supportive services will decrease over time for some tenants. Others may develop the need for more intensive on-site services. Thus, the overall system will be designed for flexibility: both to enable tenants to move between housing types, as needed, and to allow tenants' utilization of services to decline as they gain stability over time.

Supportive housing units can be either clustered in one building or scattered throughout the community. Some portion of this supportive housing stock will be targeted to house specific sub-groups who would benefit from sharing housing with a need-related focus, e.g. recovery housing, clean-and-sober housing, elder housing, and housing for women with experiences of trauma/ domestic violence.

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Permanent Supportive Housing with “Intensive” On-site Services

Approximately 2,900 homeless individuals will require specialized supportive housing with intensive



Tyree Scott Apartments in Seattle are operated as mutual housing by the Low-Income Housing Institute. Six of the 21 units house homeless families with children. Photo by Duncan Haas.

on-site services. Two-thirds of these homeless individuals — an estimated 1,800 people — would meet the federal priority of chronic homelessness. A staff team with qualifications related to mental health, chemical dependency, and/

or medical services will deliver housing stabilization services with a greater emphasis on harm reduction and/or symptom management. Formal agreements with mainstream systems to implement integrated housing and service models will assure the effective and efficient delivery of these services. In order to provide the appropriate level of support needed, staff will be available on site 24 hours per day, 7 days per week.

Housing-specific Strategies for Single Adults

- Maximize existing investments through developing an implementation plan that:
 - Reconfigures existing housing and support service delivery systems to maximize the availability of units with appropriate support services attached
 - Sets targets and timelines for filling the identified housing and related service system gaps
 - Earmarks funding expected to be available in the immediate future for the creation of new supportive

- housing dedicated to housing homeless households
- Identifies funding sources for the additional resources necessary to fill all the housing and service gaps by 2014
- Recommends those changes in mainstream system policies and delivery models that are necessary to fully integrate the various elements of this plan

- Secure the resources needed to meet the need for 7,300 units of accessible, rent-subsidized permanent housing over ten years, with on-site or linked services for single adults who are homeless:
 - Advocate for increased allocations of Section 8 rent subsidies and assure their targeting to households with incomes at or below 30% of area median income
 - Advocate for adequate allocations of funding from local, state, federal, and private sources for developing and maintaining accessible, rent-subsidized permanent housing
 - Increase both public awareness of the proven connection between supportive, service-enriched housing and ending homelessness, and the public acceptance of supportive housing programs
 - Build upon and replicate successful models of housing chronically homeless single adults

Community-based Service Access Points for Single Adults

- Network effective, locally supported, points of service access in each sub-region of King County where people at risk of homelessness and homeless households can receive assistance. The following needs will be met:
 - Seamless emergency-response
 - Assessment of need and development of a survival plan
 - Referral to appropriate housing placement and ongoing care where needed
 - Immediate intervention for urgent physical health, mental health, and chemical dependency issues
 - Benefits assistance and counseling



The Downtown Emergency Service Center (DESC) has an Emergency Shelter Program that serves more than 4,000 men and women each year, providing safe and secure shelter, meals and a day-time safe haven from the streets. DESC's outreach efforts help people stabilize their lives, and ultimately find long-term housing. Photo by Gabriel Rozycki.

Flexible Support Services for Single Adults

- Catalyze a shift in policy and funding to support the availability of flexible, integrated services for homeless and formerly homeless tenants wherever they live:
 - Establish, monitor, and sustain formal working agreements between mainstream service systems and providers of supportive housing for homeless and formerly homeless single adults to ensure the continued availability of services and the professional care provided by these systems, as needed, throughout their tenancy
 - Secure multi-year funding for on-site and linked support services for all supportive housing programs during the planning and pre-development phase of projects
 - Advocate with local, state, federal, and private sources for necessary policy changes and allocations sufficient to assure effective support services in King County
- Enhance existing systems and develop new strategies to engage homeless people who are in shelter — or on the streets — and move them as rapidly as possible to permanent housing with on-site or linked services
 - Expand the network of community-based service sites so that all parts of the county have local access points
 - Develop mobile outreach and engagement teams that can find homeless people who are not in shelters and assist them to move rapidly into housing
 - Move people from shelters and transitional housing to permanent housing as appropriate options are made available
 - Build upon successful evidence-based models for delivering supportive services in housing for formerly homeless single adults
- Develop policies, procedures, and service models to assure cultural competence in all transactions between homeless and mainstream service providers and homeless or formerly homeless single adults.



PREVENTING AND ENDING HOMELESSNESS AMONG FAMILIES

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The One Night Count estimates that 2,475 people in families are homeless on any given night in King County in 2004. Providers are concerned that the One Night Count dramatically undercounts the number of families who are homeless; however this number will be used for planning purposes. The most common causes of homelessness for families include: a lack of, or reduced, incomes; medical, mental health, and family emergencies; and domestic violence.

The vast majority of homeless families have extremely low incomes. In King County, there are very few units in the private rental market that are affordable to families with incomes below \$1,800 per month, which is 30% of the median for a family of four. 2000 Census data show that 142,000 households in King County (19%) had incomes of less than \$25,000 in 1999. Thus, there is a great disparity between household incomes and housing costs; a family in King County must earn \$17.75 per hour (\$3,080 per month) — about two and a half times the minimum wage — to afford a modest two-bedroom apartment.

As a result of low household incomes and the lack of affordable housing, most homeless families remain without a stable home for several years and end up moving from place to place. Waiting times for affordable permanent housing can be up to five years. There are also few temporary and transitional housing openings. Families who are able to access shelter and transitional housing will often stay for the maximum length of time. At the end of this period,

if housing is still not available, it is not uncommon for families to reenter the shelter system. Families need housing that is not time-limited and remains affordable long-term.

Due to the large gap between homeless families' ability to pay rent and the costs of housing in King County, virtually every household will need an ongoing monthly rent subsidy for market-rate housing in order to move from homelessness to permanent housing and maintain that housing over time. Many homeless families have at least one household member that is working, but they typically lack the skills and education necessary for competitive jobs that provide a living wage; family health benefits, and paid sick leave. Work is frequently either temporary or part-time. Job training and educational opportunities leading to living wage jobs are essential to moving families out of homelessness. Additionally, families need ongoing affordable childcare, including after school care, that is available day or night and easily accessible to work or home.

While some families fall into homelessness due to economic concerns alone — low incomes and the high cost of housing— increasingly, similar to homeless single adults, homeless families are also **experiencing complex life situations** that affect housing stability and success in employment. These barriers to stability include major mental health issues, including undiagnosed mental illnesses; chemical dependency; histories of trauma; disabling health issues; criminal justice involvement; and immigration status. Many homeless families also have financial barriers to housing that include significant debt to past landlords and housing authorities, money owed on tickets and driving violations, unpaid bills that are in collections, and bankruptcies.

Domestic violence is common among homeless families. It is not only a leading cause of homelessness for women, but it is also a key reason why families become separated from their extended support systems. Many individuals who have experienced domestic violence enter the homeless system without financial resources and with poor credit, employment, and housing histories. The effects of violence in the home severely impact every aspect of stability for both children and parents, and it often takes years for the family to regain a sense of safety. Some families who end up homeless in King County are fleeing an abuser from another state, and as a result, they have severed contact with their families and their past. Families in this situation require complete confidentiality and a supportive environment where they can build new lives.



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Children in homeless families face disruptions in every part of their lives. Homeless children are often behind in their immunizations, and they face a host of health problems — such as infections, trauma, asthma, fetal alcohol syndrome, and lice infestations — that too often go undiagnosed and untreated. Normal childhood development is seriously affected by homelessness, with academic difficulties, behavior problems, developmental delays, anxiety, depression, and learning difficulties all documented effects. These conditions too often fuel the next generation of homeless people.

Homeless families with the complex life situations described above require a significant amount of support from case managers and program staff. Without an appropriate level of ongoing support, they end up repeatedly cycling through the homeless shelter system. In addition to having very few options in the private rental market, many such families also have challenges accessing transitional and permanent housing programs as **resources are not sufficient to serve all in need** and some do not meet eligibility requirements. Affordable permanent housing with on-site or linked services is needed but remains largely unavailable for families.

Homeless **refugee and immigrant** families are being seen in increasing numbers. They have many issues that prevent them from stabilizing in housing, including limited English proficiency, lack of documentation, medical issues, and lack of formal education. Because organizations serving refugee and immigrant families do not have sufficient resources to assist those with multiple needs, some end up homeless and accessing homeless family services. Case managers must spend a lot of time with these families, yet they lack the training and tools necessary to address their diverse cultural

and social issues. Interpreter services are also expensive and not always available. In addition, the eligibility criteria for most subsidized housing programs prevent **undocumented** families from accessing housing assistance.

Although there are both resources dedicated to assisting homeless families and a network of strong providers in King County, the **delivery of homeless services to families remains fragmented**. There are many points of entry and differing program rules and eligibility criteria. A homeless family seeking shelter typically must make calls to multiple programs over several weeks to find available space.

In addition to the homeless service system, many families interface with **multiple mainstream systems** before, during, and after their homelessness. These include mental health and chemical dependency, healthcare, Social Security, the Washington Department of Social and Health Services, Child Protective Services, criminal justice, and others. These systems are compartmentalized, difficult to navigate, and sometimes inefficient and ineffective; as a result, critical needs are not addressed despite a client's or advocate's best efforts.

Serving families with a wide range of health and social service needs increases pressure on direct services staff — case managers in particular — who must be familiar with a range of issues and the broad array of services available in the community. Although **increased training** is needed for staff who work with homeless families, most homeless programs operate within funder-defined budget categories that typically do not prioritize training.

Opposite: Thanks to First Place's Family Support Services Program, Richie Colman's family is safe and comfortable in their new home. Photo by Ben Van Houten.

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Recognizing both the profound need for housing for homeless families in the Puget Sound region and the shortage of appropriate affordable housing options, the Bill and Melinda Gates Foundation, in collaboration with local jurisdictions and public housing authorities, established the Sound Families Initiative. The Foundation has committed \$40 million towards the establishment of 1,500 units of housing and related support services for homeless families in King, Pierce and Snohomish Counties. These funds leverage significant additional public investment provided through government programs at all levels.

Taking the supportive housing approach that families exiting homelessness need a range of services attached to housing. Sound Families provides funding for both the housing and the services that family members need. As of September 2004, Sound Families has funded more than 750 new units in the three counties. After the first five years, however, funding for family support service needs must be provided by other resources. In spite of the initial successes of the Sound Families Initiative, there still remains a need to secure long-term funding to ensure that existing transitional and permanent supportive housing projects can provide essential housing and services for formerly homeless families over the long term.

In 2004, the Washington State legislature created the Homeless Families Services Fund, which will fund services linked with housing to help homeless families statewide move successfully from homelessness to stable housing and self-sufficiency. These resources will be matched by private contributions, federal Section 8 project-based subsidies, and local public funds.

Type of Housing	Homeless Families
<i>Specialized Independent Apartments</i>	200
<i>Units with Moderate Services on Site</i>	1,500
<i>Units with Intensive Services on Site</i>	200
<i>Total</i>	1,900

Following are recommendations to realign the current system, prevent family homelessness, and add additional resources to rapidly move homeless families into permanent housing.

Housing Strategies for Families

The primary housing goal is that all families experiencing homelessness will have immediate access to permanent, affordable independent or supportive housing. The adjacent table (right) summarizes the estimated need for additional housing units over 10 years. It is estimated that to meet this goal, 1,000 units will be leased in the private rental market and 900 units of supportive housing will be developed.



Formerly known as Sand Point Family Housing and now named after — and in honor of — Jacob Lawrence and Gwendolyn Knight Brooks, these two buildings at Sand Point in Seattle are operated by the Low-Income Housing Institute. They provide 26 units of housing for formerly homeless families.

Recommendations include:

- Ensure that every family that falls into homelessness can access appropriate affordable housing:
 - Create an adequate supply of permanent housing that is affordable for families whose income is at or below 30% of the area median and secure ongoing subsidies from local, state, federal, and philanthropic sources to keep this housing affordable
 - Build stronger partnerships between service providers, non-profit housing providers, public housing authorities, mainstream services, and private-market landlords so that families with negative housing histories and criminal records are not screened out of available units
 - For those families who are not able to move immediately into permanent housing — for example, domestic violence victims, families in substance abuse treatment, and families who are hard to house because of particular unique circumstances — provide transitional housing, with a primary focus of moving them to permanent affordable housing within one year or as quickly as possible; in some instances longer stays will be needed to achieve housing stability. Where appropriate, provide services that decrease as stability is achieved, allowing families to “transition in place” and remain in their housing after their needs for stabilization services have declined.
- Continue housing assistance to formerly homeless families after placement in permanent housing, as needed depending on their specific situation and the resources available to them. Families experiencing complex life situations will need assistance over a longer period of time. It is estimated that:
 - 5% of families will need no housing subsidy
 - 15% of families will need a subsidy for up to 2 years
 - 20% of families will need a subsidy for 2 to 5 years
 - 60% of families will need a subsidy for 5 years or more

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Support Services for Families

Most families that experience the trauma of homelessness will require access to services that will help them to support housing and family stability. The following strategies promote family and housing stability:

- Provide a network of community-based, local points of access where families can easily obtain immediate short-term housing, family service and housing assessments, immediate referrals to permanent housing, and linkages to case management or a care coordination team — that may include a public health nurse, social worker, and therapist — that will follow the family until they are stabilized in permanent supportive housing
- Ensure housing and family stability through the provision of appropriate support services. Assure that support services are focused on the family's individual needs, goal oriented, culturally relevant, flexible, and respectful of individual and family confidentiality:
 - Evaluate current homeless family services, identify model programs, and set quality standards, goals for case management, and minimum services to be provided to each family served
 - Streamline, coordinate, and whenever possible, deliver services onsite to the family wherever they are residing
 - Assist with family unification and offer supports to help strengthen family systems
 - Increase the availability of culturally appropriate family and mental health counseling, domestic violence support, health education, childcare, and parenting services
- Develop service coordination teams that comprise representatives of the social service, healthcare, and government systems that serve homeless families and include the family as team members for developing and assessing the effectiveness of service and housing plans; re-assess service plans at least quarterly and make adjustments as needed
- Expand existing case management programs that provide extended support services and that work with families to ensure that they can not only move into housing but stay there long-term. It is estimated that:
 - 50% of families will not need regular case management after moving into permanent housing, but will require assistance in emergencies
 - 25% of families will need case management for 6 months after moving into permanent housing
 - 25% of families will need long-term support services in permanent supportive housing
- Provide families with both immediate and ongoing support services that promote increased income, educational advancement, and household self-sufficiency:
 - Enhance training, education, and advocacy opportunities to promote a family's ability to access jobs, increase their income, and earn a living wage in King County
 - Empower families through educational services that promote financial and housing stability such as employment counseling, credit repair, money management, financial planning, and housing/tenant information
 - Increase funding to provide ongoing affordable childcare to all parents while they are in school, searching for work, or are employed

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Systems Coordination Strategies Related to Families

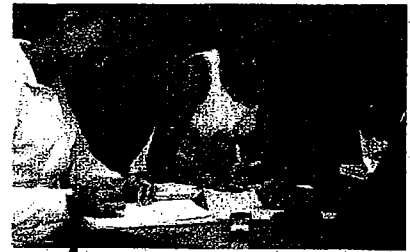
A variety of local, state, federal and philanthropic programs exist to support the well being and effective functioning of families, however, better coordination among the various services systems that homeless families interface with is essential:

- Develop policies, procedures, and service models to assure cultural competence in all transactions between homeless and mainstream service providers and homeless or formerly homeless families
- Assess current mainstream programs and advocate for changes to programs when they do not foster family stability (i.e. TANF and WorkFirst, Washington State's welfare reform program that helps financially struggling families find, keep and improve their jobs)
- Ensure that all homeless children have the resources they need to succeed in school:
 - Create new programs and expand existing program capacity so that all homeless children have access to a free education from early childhood through early adulthood education — including life skills training. Coordinate with and support the work of homeless liaisons that are located within the schools.
 - Collaborate with the Office of the Superintendent for Public Instruction (OSPI) and school superintendents in King County to ensure that all public schools are in full compliance with the McKinney-Vento Homeless Assistance Act's requirements
 - Ensure that OSPI establishes minimum standards for principals to meet the needs of homeless students — and monitors their compliance — regarding transportation, clothing, supplies, and equipment in order for them to succeed in the classroom



**PREVENTING AND ENDING HOMELESSNESS
AMONG YOUTH AND YOUNG ADULTS**

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Homeless young people up to the age of 24 are called out separately in this plan because the issues they face and the solutions to their homelessness are significantly different from those of both older adults and children who are living with parents or guardians. They have developmental and socialization needs and challenges in common, and identify more with each other than with other homeless populations.

According to the local One Night Count, approximately 420 youth and young adults are homeless on any given night in King County. Providers and advocates believe this number does not reflect all youth and young adults who are homeless each night, and indicate that as many as 2,000 may experience homelessness each year. Youth and young adults become homeless when they run away, are told by parents to leave, age out of foster care, become emancipated, become parents, are discharged from institutions, flee situations of abuse and domestic violence, or leave non-functioning families that simply do not miss them when they're not at home. This estimate does not include a large number of young people who spend significant time on the streets but do not show up in counts of the "sheltered or unsheltered" homeless population because they move from friend to friend, stay with relatives, or make unsafe choices to secure short-term living arrangements. Even as the percentage of youth of color who are counted as homeless is increasing, providers working in the community estimate that there remains an even larger number of youth of color who do not have stable living situations yet are not included in homeless counts.

There are many myths about homeless youth and young adults that must be dispelled to fully understand the issues faced by youth and young adults on the streets and the providers who serve them. Some common myths include: homeless youth and young adults are identifiable because they look a certain way, have left home because they have authority issues, use drugs, have criminal histories, and don't want to work or take care of themselves. In reality, the reasons young people leave home are myriad. Many come from families that are impacted by mental illness, chemical dependency, and domestic violence. More are thrown away than run away. Homeless youth are more likely to be the victims of crimes than to commit crimes.

Youth and young adults who experience homelessness are **severely impacted by racism, homophobia, and poverty.** Homophobia and family conflict resulting from adolescents' acknowledging that they are gay or lesbian is a common contributing factor to homelessness. Young people's experiences with homophobia, racism and prejudices not only are contributing factors to why they are out of their home, but also prevent youth from seeking services due to fears of experiencing further discrimination.

Opposite: Photo by Duncan Haas

Above: Photo by Stephanie Cristalli, courtesy of the YWCA of Seattle King County/Snohomish County

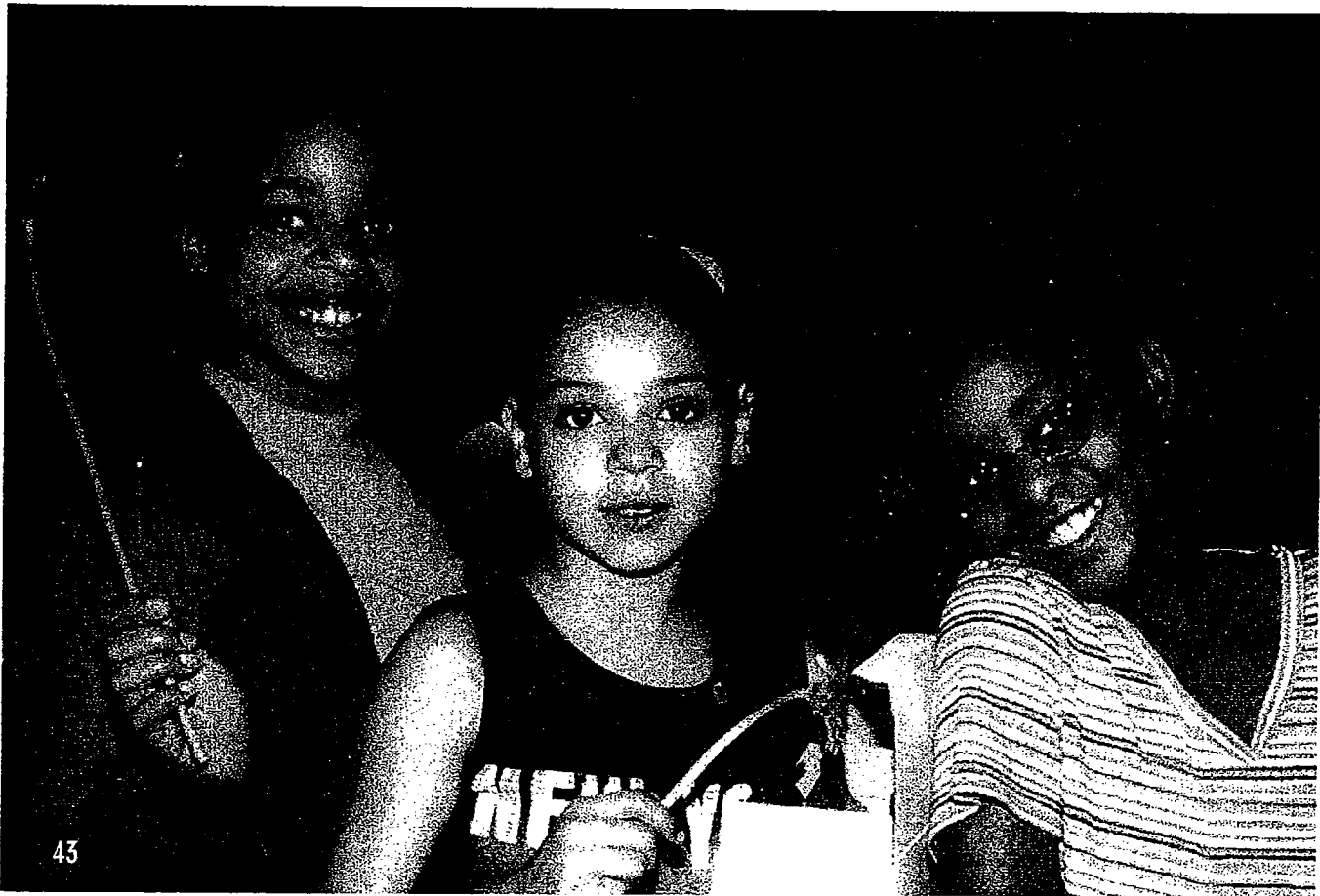
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Each homeless young person offers a unique combination of strengths and grapples with an array of challenges. Most youth and young adults on the streets and in homeless programs have experienced multiple and significant breakdowns in the systems that are charged with their care: family, community, school, foster care, and other institutions. Many share a keen distrust of adults and systems populated by adults.

While outreach and engagement services are key components of all homeless service delivery systems, they are absolutely essential to effecting change for homeless young people. Relationship building and engagement activities often take place over several years before significant change in a young person is visible to the external observer. Peer support and mentoring provide a real benefit for some. **The importance of active outreach to, and engagement with, this population cannot be overemphasized.**

Various Washington State laws and licensing requirements govern the provision of services and shelter to youth under the age of 18. **These laws and regulations serve to protect out-of-home youth; however, they also inhibit the provision of housing and services to this vulnerable population.** Changes to legislation and administrative codes are needed to increase the ability of homeless providers to appropriately assess, engage, and serve youth on the streets, to ensure their safety and well-being, and to promote positive housing outcomes. Most youth on the street have not been reported as missing, and runaways tend to return home relatively quickly. Legislative changes will help protect all homeless young people.

The continuum of care for homeless youth and young adults — much like the adult system — has benefited from the efforts of the faith community and networks of dedicated and caring volunteers. Programs and services operated by volunteers and non-professional staff have emerged in part



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because there haven't been the resources necessary to fully fund social-service responses to the crisis of youth homelessness. Existing neighborhood-based partnerships between the faith community,



Located in Bellevue and owned by the Archdiocesan Housing Authority, Harrington House provides 10 affordable transitional housing units for homeless pregnant teens. Photo courtesy of King County Housing and Community Development.

professional staff, especially for mental health and chemical dependency issues.

Youth and young adults encounter a range of **barriers to housing stability**. First, they are in large part still too young to be on their own. Lack of rental history, income, or even the legal standing to work or sign a rental contract prohibit many young people who are homeless from meeting their housing needs in the private rental market. At the same time supportive housing providers are constrained by legal and funding requirements, with the result that youth and young adults perpetually fall through the gaps in the existing continuum of housing and services. Difficulties related to poverty, limited job skills, domestic violence, and abuse take on an added dimension for **parenting teens and young adults** who are responsible for the care and well-being of their children. Resources targeting this population typically work at capacity.

Opposite: Early friendships are formed at First Place school with bonds that can continue for life. Photo by Ben Van Houten.

business interests, local residents, and social service agencies offer models for collaboration and resource sharing that can be replicated in other regions of the county and for other homeless subpopulations. To achieve optimal outcomes, they should be **augmented with**

The **length of time it takes to address the barriers to housing stability** are as varied as the conditions that cause young people to become homeless. While most youth are not traditionally classified as chronically homeless, it is often necessary to work with young people for years before they reach stability. Programs need to accommodate young people having setbacks in their progress by allowing youth to re-enter programs and access the long-term chemical dependency and mental health treatment resources that those who experience trauma and relapse need for their recovery. Most young people who end up on the street have not finished growing up, including those who are raising children themselves. Ultimately, homeless program staff help to raise these youth, and it takes time, skill, dedication, and flexibility.

While this plan promotes a housing first model of moving homeless persons from the streets to permanent housing as quickly as possible whenever possible, for the reasons described above it is expected that **many youth and young adults will require transitional assistance** before permanency in housing can be achieved.

There is a powerful, shared culture among young people that influences all youth and young adults, particularly those who are homeless. **To be successful, housing and support services must be provided in a culturally competent manner** that is respectful of the diverse experiences of each young person. Successful housing and related service models have evolved in King County to meet the unique needs and circumstances of youth and young adults. These programs include housing types and services that are designed to match the developmental and socialization levels and service needs of individuals within this broad category. The following strategies to end homelessness and increase the effectiveness of housing and services programs for youth and young adults build upon the knowledge and experience of these providers.

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Prevention Strategies for Youth and Young Adults

- Increase understanding about youth and young adult homelessness through a multi-pronged initiative that provides information to:
 - Schools and community centers regarding the causes and outcomes of family crisis, warning signs for at-risk youth, and the availability of intervention services
 - Service providers, including those serving homeless adults, about the developmental needs of the youth and young adult population
- Partner with the foster care system to:
 - Develop and implement alternative foster care models that focus on enhancing support to foster families in an effort to minimize multiple placements
 - Explore the option of extending foster care for some youth, on a voluntary basis, to age 21
 - Enhance financial, practical and emotional supports available to teenagers so that they can develop a specific and achievable housing plan and successfully transition from foster care to independent living and employment or higher education
- Prevent homelessness among youth and young adults through:
 - Proactive targeting of family preservation and reconciliation services
 - Ensuring that culturally relevant and linguistically appropriate services are available to every family during times of crisis
 - Increasing resources available to families whose children have run away or are placed out-of-home to support quick family reunification where appropriate and possible
 - Collaborating with such mainstream systems as mental health and chemical dependency treatment, juvenile detention, and jails to help ensure that specific and achievable housing plans are in place for every youth and young adult prior to reentry
- Document the success of homelessness prevention services

Legislative and Regulatory Change Strategies Related to Youth and Young Adults

- Provide leadership, promote, and advocate for legislative and regulatory changes at the state and federal level that will enhance the safety, well-being, and self-sufficiency of youth and young adults who are homeless:
 - Seek changes to Washington State legislation and the Washington Administrative Code that would increase access to homeless services, including shelter, for those under 18
 - Specifically, advocate changing the notification requirement under the Becca Bill to 72 hours, in keeping with federal regulations. This change will allow for thorough assessment of each youth's needs and circumstances
 - Advocate for changes to federal regulations that limit youth's access to successful housing and job training programs

Housing and Related Service Strategies for Youth and Young Adults

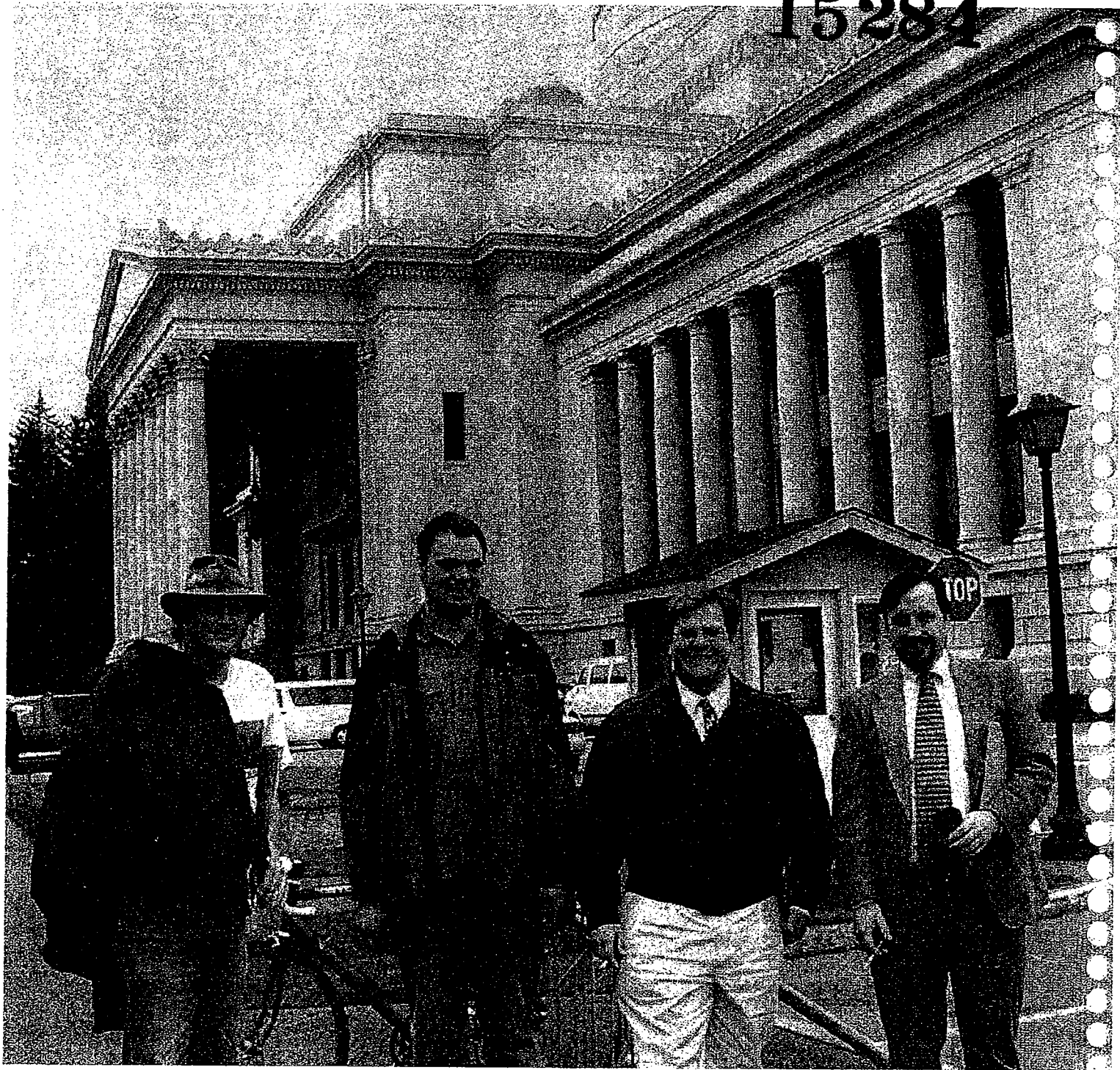
- Create a network of community-based information and human-service centers that are accessible to youth in each sub-region of the county and offer low-barrier access to a full continuum of outreach, engagement, case management, education, job training, hygiene facilities, drop-in centers, overnight shelters, and referrals to long-term housing
- Ensure the availability of — and increase funding for — a range of support services to promote success in housing for homeless youth and young adults. At a minimum, these services must include: mental health and substance use treatment, basic life skills development, job



Today's teens are tomorrow's parents and role models. Photo by Stephanie Cristalli, courtesy of the YWCA of Seattle King County/Snohomish County.

- training, case management, legal representation and advocacy, and access to medical care.
- Develop dormitory-style housing for youth and young adults that is connected to vocational training and community colleges to assure that homeless youth can have stable, affordable housing while they increase their job skills and advance their education. An appropriate model for this type of program is an urban Job Corps residential program for at-risk youth.
- Increase housing opportunities for youth whose criminal history includes felonies and sexual offenses. Research, secure funding, and implement evidence-based practices. Advocate for specific policy or legislative changes that will provide easier access to existing ex-offender housing and service programs for this population.
- Secure increased local funding for services-only projects that are particularly important for housing stability and success of youth and young adults, e.g. case management, outreach, and job training
- Research possibilities for increasing youth-oriented emergency resources targeted to young men ages 18-21, either through conversion/adaptation of existing adult or family shelter programs or through developing new facilities
- Advocate for increased legal representation for young people engaged in juvenile court proceedings including specialized case management and advocacy resources for youth involved in family court issues, At-Risk Youth and Child in Need of Services petitions and processes
- Engage service providers and funders in the development of realistic accountability standards and outcomes:
 - Consider the need to work with some youth over a long period of time — beyond the length of annual contracts — and allow for flexibility in housing models that may at times have vacancies or variations in performance levels as they address the real needs of youth
 - Re-evaluate existing standards and outcomes to develop age-appropriate outcomes specific to youth under 18 and for those over 18

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**BUILDING LEADERSHIP, WILL, AND
MOMENTUM TO END HOMELESSNESS**

The goal of this plan is to create an integrated, countywide response to ending homelessness. The current aggregations of government, nonprofit, faith, civic, philanthropic, and community-based organizations that are working towards this end are fragmented.

As a result, planning processes and the solutions they have proposed reflect a non-integrated approach to solving homelessness, and other, countywide human service issues:

- Systems planning efforts have offered only stopgap solutions to managing homelessness without addressing the root causes of homelessness in King County
- Without the benefit of an over-arching and unifying strategy, resources have been allocated and expended across the county and in its many jurisdictions in an uncoordinated fashion. Too often, individuals with multiple problems receive housing and supportive services that only address part of their needs, resulting in poor outcomes related to ending their homelessness.
- State and Federal government departments do not have priorities aligned which means that pass through funds and legal and contractual obligations inhibit collaboration across populations



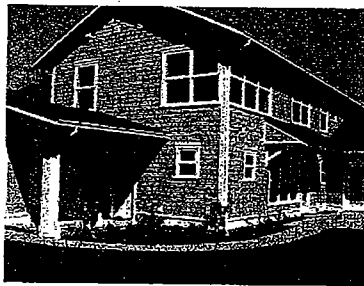
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- Funders support individual providers without any coordination regarding priorities and system-wide approaches
- County and city government leaders have not made a compelling case to the public that investments in homelessness prevention and intervention strategies are a more cost-effective way of responding to homelessness than their historic investment approaches, which expend funds in unnecessary emergency room, jail and other institutional admissions which are costly and have limited impact on ending homelessness
- The U.S. Department of Housing and Urban Development has noted, “No community-wide coordinating entity controls and manages the full spectrum of resources and services targeting chronic homelessness [in Seattle and King County]” and this situation has hampered the county’s ability to secure federal funds targeted to ending chronic homelessness

Opposite: The Aloha Inn is a resident self-managed transitional housing program for homeless adults in Seattle. In 2005, residents traveled to Olympia, WA to meet their elected officials and advocate for housing and resources to help people in need. Photo courtesy of the Aloha Inn.

Above: Photo by Tom Seyss

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Located in Kent and owned by Catholic Community Services, Katherine House provides eight beds of transitional housing for women recovering from substance use upon their release from the Kent Regional Justice Center. Photo courtesy of King County Housing and Community Development.

Our community has responded to the problem of homelessness to some extent. We currently have at least eleven different initiatives engaged in planning processes and activities related to homeless issues in our region. These efforts include the following groups:

- Committee to End Homelessness in King County
- Sound Families Initiative
- Taking Health Care Home
- United Way of King County's Out of the Rain Homeless Initiative
- Chronic Populations Advisory Council
- Health Care for the Homeless Planning Committee
- Interfaith Task Force on Homelessness
- King County Regional Task Force on Human Services
- McKinney-Vento Homeless Programs Steering Committee
- Seattle-King County Coalition for the Homeless
- Washington State Policy Academy on Chronic Homelessness

Implementing Our Community's Ten-Year Plan to End Homelessness

The success of this plan requires an unprecedented move towards unification among elected officials, government entities, faith communities, communities of color and their institutions and organizations, providers, philanthropy, and the general public in King County. Doing their business in this unified approach will require leaders in all areas of the county to move beyond their parochial concerns and recognize that a collective approach to ending long-term homelessness is essential to our success in addressing this major social issue.

As this plan is implemented, we can expect to realize:

- A greater sharing of information, resources, and responsibility across the multiple systems that are making commitments to work together to remove the barriers that people who are homeless and struggle with multiple problems (e.g., mental illness, substance abuse, domestic violence, criminal justice system involvement, etc.) must overcome to successfully access long-term housing and services
- A decrease in the fragmentation of funding by government and philanthropic organizations that offers only "partial" solutions and fails to provide a holistic response to multiple-problem clients
- An increase in the efficiency and effectiveness as we better integrate housing and supportive service programs; national research has demonstrated that an approach to ending long-term homelessness that integrates assertive prevention with aggressive re-housing offers the greatest promise of successful outcomes and can significantly reduce ongoing expenditures

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- An increase in our capacity to attract competitive grants from local, state, federal, and philanthropic sources that are targeted to augment existing housing and service systems and support the replication of emerging promising practice models
- An increase in public interest and investment in creative solutions to ending homelessness, excitement about and involvement in countywide and local efforts, and willingness to support the creation and renewal of local and countywide revenue streams, including new levies, property taxes, etc.
- Proportional contributions of resources dedicated to ending homelessness by cities throughout the county
- Increased collaboration with efforts to end homelessness in Pierce and Snohomish Counties and across Washington State.

- Educate and influence policy makers at the local, state, and federal levels

The Governing Board will convene a **Consumer Advisory Council** comprising members who represent the broad array of people — including youth, young adults, families, single adults, and residents of all regions of the county — who experience homelessness in King County. The Consumer Advisory Council will likewise meet at least quarterly and provide the Governing Board with feedback, ideas for addressing housing and service delivery concerns, suggestions on program design, and recommendations regarding policy issues. At least one representative from this council will serve on the Governing Board.

Phase I Leadership Model

The Committee to End Homelessness in King County proposes the formation of the Committee to End Homelessness in King County Governing Board that will provide high-level oversight of the implementation of *Our Community's Ten-Year Plan to End Homelessness*. It will comprise 10-20 influential members of the diverse communities of King County and will meet quarterly to:

- Provide policy guidance and coordination of countywide activities
- Secure funding for ongoing operations and to assure successful plan implementation
- Build and sustain broad public participation in ending homelessness
- Encourage and sustain partnerships through incentives and targeted funding opportunities



The work of the Governing Board, Consumer Advisory Council and Interagency Council will be supported in Phase I by the King County Department of Community and Human Services

An **Interagency Council** will support the work of the Governing Board and Consumer Advisory Council. The Council will comprise representatives of the major players and systems that are essential partners in the work to end homelessness in King County. Interagency Council members will be bound by memoranda of understanding and bylaws that will detail their commitments of staff and financial resources and establish accountability throughout the

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system. The Interagency Council will meet monthly — at a minimum — and have an active subcommittee structure.

The work plan for the Interagency Council will reflect the goals of *Our Community's Ten-Year Plan to End Homelessness*, and will include such activities as:

- Sponsoring changes to current programs and system design
- Coordinating of data collection, analysis and reporting
- Developing recommendations regarding the allocation of resources
- Problem solving regarding housing and service eligibility, availability and accessibility
- Creating and supporting new service delivery models and enhancements to services
- Collaborating closely with other planning activities and entities

Staff support to the Governing Board, Consumer Advisory Council, and Interagency Council will be hosted at the outset by the King County Department of Community and Human Services (DCHS) and funded in collaboration with the City of Seattle, United Way of King County, and other involved stakeholders. Additional staffing resources will be supplied, as needed, through consultants, loaned staff, and representatives of the Interagency Council's membership. In this role, DCHS will be responsible for both daily operations and oversight of plan implementation.

Phase II Leadership Model

In order to assure the success of this plan, both long-term leadership and a mechanism to generate new revenue will be necessary. It is anticipated that, through the work of the Governing Board and with the support of a new dedicated funding stream and the realignment of existing dollars, sufficient support services funding will be made



The Low-Income Housing Institute developed the 50 unit Meadowbrook View Apartments in northeast Seattle to serve homeless families and the working poor. Photo by Duncan Haas.

available and coordinated with the securing of new housing options so that homeless and formerly homeless households will receive the services they need to move into and maintain permanent housing. It is also expected that the Governing Board

will be able to further influence both state and federal mainstream systems to align their funding and service priorities with those of the plan and become full partners in ending homelessness in King County.

At the same time that the Committee to End Homelessness in King County was meeting to develop its plan to end homelessness, the Task Force on Regional Human Services, appointed by County Executive Ron Sims, was convened to develop strategies for stabilizing the county's health and human services system. In their August 2004 Final Report, Task Force members concluded "that fundamental and immediate improvements are required if the region is to rise to the challenge of meeting the human service needs of its residents, now and in the future." [To download the report, go to: www.metrokc.gov/exec/tfrhs/]

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The Task Force Report specifically referenced the Committee to End Homelessness in King County as the “principal region-wide forum to oversee a homeless response.” The report also included two recommendations that are pertinent to the goal of ending homelessness in King County. It calls for:

- An overarching administrative infrastructure — a Regional Human Services Board — to organize an ongoing planning function that convenes all funders
- A new voter-approved initiative to create a revenue source that is dedicated to human services funding

The Committee to End Homelessness in King County believes that the establishment of a new source of revenue in the county is essential to the full implementation of this plan and, therefore, is committed to working to create such a mechanism within the next three years.

Measuring Success and Reporting Outcomes

Central to the role of the Governing Board and Interagency Council will be the measuring and reporting of achievements along the way towards ending homelessness in King County. The Interagency Council will be charged with reviewing data and, with guidance from the Governing Board, will draw upon these data to report back to the community on achievements and outcomes.

Specific charges to the Interagency Council regarding data and outcomes include:

- Assist in the implementation of the Safe Harbors homeless management information system and develop the capability to integrate its data with that captured by mainstream service systems, including health, mental health, juvenile and adult justice, foster care, chemical

dependency treatment, Veterans Affairs, TANE, and social welfare programs

- Develop a street count methodology to identify the number of people who are not counted among the people in the HMIS system
- In addition to indicators mandated by the U.S. Department of Housing and Urban Development for HMIS implementation, develop additional local indicators that will help the community track progress towards the goal of ending homelessness in King County
- Develop consistent goals for use by programs countywide; provide regular — monthly or quarterly — reports to the Governing Board, Interagency Council, and other stakeholders on the utilization of services, change in incidence of homeless, successful placements in housing, and other analysis of homeless trends in the county
- Identify chronically homeless persons served by numerous systems and analyze data regarding their housing and service utilization with an eye to improving the quality and appropriateness of services received and reducing the time it takes to attain stable permanent housing
- Monitor and report on reductions in homelessness over the next 10 years

Building and Sustaining Political Will and Community Support

Political will is an act or process of decision making that engages power and authority toward a stated end. It requires strong purpose and determination combined with the power of conscious and deliberate action. No plan to end homelessness can succeed without the support of the local community — this includes residents, people experiencing homelessness, elected officials, service providers, funders and others. This support begins by building our community’s awareness of who

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experiences homelessness and why people become homeless and extends to people directing their philanthropy, votes, and volunteerism in a focused way. Specific initiatives aimed at building and sustaining political will and community support include:

- Support and coordinate public policy work that will help end homelessness in King County:
 - Through the work of the Governing Board, Consumer Advisory Council, and Interagency Council, target effective public policy changes
 - Engage communities of color and their institutions and organizations, faith communities, business interests, small business owners, and elected officials as leaders in the effort to end homelessness
 - Actively support and collaborate with ongoing efforts to address the underlying causes of homelessness — e.g., livable wage advocacy, anti-racism coalitions, and anti-violence activities — and create a subcommittee of the Interagency Council to coordinate this work
- Implement a communication plan for increased public awareness of who experiences homelessness, its underlying causes, and how concerned citizens can help to end homelessness in King County:
 - Create and enact a media campaign to educate the public on the issue of homelessness
 - Measure public perception of homelessness via a public opinion survey
 - Inform residents of cities, neighborhoods, and towns throughout the county of the location and range of services that is available at their local point-of-access service center and encourage volunteerism in ending homelessness at the neighborhood/community level

Children who are homeless must overcome many barriers in order to grow up happy and healthy. Photo by Stephanie Cristalli, courtesy of the YWCA of Seattle King County / Snohomish County.



Conclusion

There is a role in ending homelessness for everyone who lives in King County. Each of us can, and will, find a way — great or small — to contribute our time, money, or good thinking over the next decade as we eliminate the need for tent cities and encampments and provide safe, appropriate, and affordable housing for every man, woman, and child in King County. The Governing Board and Interagency Council will be calling for dramatic changes in our approach to preventing homelessness and delivering housing and services to those who experience homelessness. *Our Community's Ten-Year Plan to End Homelessness* outlines specific actions that will enable our communities to:

- End homelessness, not manage it
- Create a new leadership structure that facilitates discussion and collaboration among funders, government agencies, housing and service providers, homeless persons, advocates, and community volunteers to help assure a unified and targeted approach to ending homelessness in King County
- Implement practices that research has shown to be particularly effective and promising
- Focus resources on preventing homelessness and immediately housing those who do experience homelessness, prioritizing a “housing first” approach that removes barriers to housing and provides on-site services that engage and support individuals to maintain their health and housing stability
- Ensure a fully coordinated countywide response at both the client and system level through networking enhanced community-based service sites that offer local access throughout the county to comprehensive assessment, referral, and a range of culturally competent services
- Increase significantly the housing options that are affordable, available, and appropriate to meet the needs of homeless individuals, families, and youth
- Transform mainstream services — the myriad of publicly funded programs that provide services, housing, and income supports to poor people — to make them more accessible, relevant, and appropriate for people who are homeless or at risk of homelessness
- Bolster the capacity and responsibility of mainstream service systems for collaborative planning, financing, and delivery of housing and support services for clients reentering the community from public institutions
- Establish clear measures to identify needs and assure accountability for outcomes and reward providers who effectively serve those individuals and families with high levels of need

This plan is just a starting point — a community-wide effort to organize our resources and direct them to implementing effective solutions. It is a housing and human services undertaking of unprecedented proportions. As we learn more about the dynamics of homelessness today and implement successful strategies to meet the broad needs that have been identified, we will map our successes and chart new directions. We will succeed in ensuring a roof over every bed in King County.

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Committee to End Homelessness in King County Members

Humberto Alvarez
Staff Circle Co-Chair
Fremont Public Association
Appointed by Seattle-King County
Coalition for the Homeless

Dan Brettler
Committee Vice Chair
Car Toys
Appointed by United Way of
King County

Fabienne Brooks
King County Sheriff's Office
Member At Large

The Reverend Sandy Brown
Church Council of Greater Seattle
Appointed by Church Council of
Greater Seattle

Doreen Cato
First Place School
Appointed by Eastside Human
Services Alliance

Cathy Cochran
Department of Social
and Health Services
Member At Large

Tara Connor
Plymouth Housing Group
Appointed by Seattle-King County
Coalition for the Homeless

Dini Duclos
Multi Service Center
Appointed by South King County
Council of Human Services

Susi Henderson
WHEEL
Member At Large

Bill Hobson
Downtown Emergency Service Center
Member At Large

Kate Joncas
Downtown Seattle Association
Member At Large

Anne Kirkpatrick
Federal Way Police Department
Member At Large

Stephen Lamphear
Burien City Council
Member At Large

Tony Lee
Fremont Public Association
Member At Large

The Honorable Mike Lowry
Church Council of Greater Seattle
Appointed by Church Council of
Greater Seattle

Jackie MacLean
King County
Appointed by King County

Doreen Marchione
Hopelink
Appointed by Eastside Human
Services Alliance

Patricia McInturff
City of Seattle
Appointed by City of Seattle

Stephen Norman
King County Housing Authority
Member At Large

David Okimoto
United Way of King County
Appointed by United Way of
King County

Ken Perron
Hopelink
Appointed by North Urban
Human Services Alliance

Linda Rasmussen
YWCA
Appointed by South King County
Council of Human Services

Leo Rhodes
SHARE
Member At Large

Peter Steinbrueck
Seattle City Council
Member At Large

Phil Sullivan
Youth Advocate
Member At Large

Dean Robert Taylor
Committee Chair
St. Mark's Cathedral
Appointed by City of Seattle

Dianne Wasson
Home Street Bank
Member At Large

Janna Wilson
Heath Care for the Homeless
Appointed by King County

Randi Wooden
Home Instead Senior Care
Appointed by North Urban
Human Services Alliance

Staff Circle

Eric Anderson
City of Seattle

Carole Antoncich
King County

David Bloom
Interfaith Task Force on Homelessness

Manuela Ginnet
Multi Service Center

Lisa Gustavson,
Project Manager
*Committee to End Homelessness
in King County*

Gene Harris
First Place School

Derrick Hochstatter
The Sharehouse

Ed Hutchinson
United Way of King County

Katherin Johnson
City of Kent

Bill Kirlin-Hackett
Interfaith Task Force on Homelessness

Marlo Klein
United Way of King County

Daniel Malone
Downtown Emergency Service Center

Michele Marchand
WHEEL

Kim Russell-Martin
City of Seattle

Vince Matulionis
United Way of King County

Katy Miller
Fremont Public Association

Scott Morrow
SHARE

Arlene Oki
City of Seattle

Alan Painter,
Staff Circle Co-Chair
City of Seattle

Camron Parker
City of Bellevue

Neil Powers
City of Seattle

Tina Shamseldin
City of Seattle

George Smith
City of Shoreline

Arthur Sullivan
*A Regional Coalition for Housing
(ARCH)*

Dan Wise
*Archdiocesan Housing Authority,
Aloha Inn*

Advisors

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AIDS Housing of Washington

John Cooper, Web Designer
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Peter Mourer
King County Housing Authority

Rachael Myers
Real Change newspaper

Tom Rasmussen
Seattle City Council

Traci Ratzliff
City of Seattle

Maritza Rivera
City of Seattle

Bill Rumpf
City of Seattle

Kate Speltz
King County

Doug Stevenson
King County

Debbie Thiele
King County Housing Authority

Patrick Vanzo
King County

Elizabeth Wall, Consultant
AIDS Housing of Washington

"Nothing felt so good as the first time I walked into my new apartment and locked the door behind me. I didn't know what a relief that would be."

Formerly homeless person



COMMITTEE TO END
HOMELESSNESS
KING COUNTY

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Charter Agreement
Committee To End Homelessness In King County **15284**

1 Introduction

This document establishes agreement regarding operations of the Committee to End Homelessness in King County (CEHKC)

2 Duration

The duration of this agreement shall be for two years, beginning on the day it is approved by the Governing Board.

3 Structure

"A Roof Over Every Bed in King County: Our Community's Ten-Year Plan to End Homelessness" ("Ten Year Plan") provides overall guidance for the work of the CEHKC.

The Charter Agreement delineates operating structure, roles, responsibilities and commitments for the operation of the CEHKC.

Separate Memoranda of Agreement (MOA) will be established between the Administering Agency and any other jurisdiction or source providing funding and/or in-kind resources for the operations and staffing of the CEHKC.

All jurisdictions and organizations with an interest in addressing homelessness will be invited to adopt an endorsement agreement supporting the Ten-Year Plan.

The Governing Board, Consumer Advisory Council and Interagency Council are jointly responsible for implementing the Ten Year Plan to End Homelessness in King County. Membership, commitments and specific responsibilities of each are described in the following sections of this Charter Agreement.

4 Governing Board

A Purpose

The purpose of the Governing Board is to promote the political will to end homelessness, and to provide high-level direction, visibility, and resource development for implementation of the Ten-Year Plan to End Homelessness in King County.

B Responsibilities

1. Provide leadership to end homelessness in our community.
2. Build and sustain broad regional participation in ending homelessness;
3. Adopt policies to guide the development and implementation of countywide activities to end homelessness.
4. Set priorities and provide policy recommendations regarding resources and programs for homeless people.

5. Approve annual work program and priorities for the Ten-Year Plan to End Homelessness and update plan at least every three years.
6. Issue an annual report on progress in meeting the goal of ending homelessness.
7. Identify and pursue opportunities to expand the resource base for ending homelessness
8. Develop a legislative agenda, and advocate for systems reform on the local, state and federal level that would implement the adopted policies of the Ten Year Plan to End Homelessness.

C Decision Making

The Governing Board will operate under the premise of consensus and will strive to operate in an open environment, with sufficient time for discussion so each person has a fair chance to be heard and issues can be understood.

1. Where substantial differences of opinion exist, the final report shall make an effort to reflect the divergence of views, and in cases of disagreement, the majority shall seek to assure that, where possible, final recommendations will be worded to achieve the broadest support within the Governing Board.
2. In cases where consensus cannot be reached, the Governing Board will resort to Roberts Rules of Order, with a requirement of a super majority vote of 60% approval for the item on the table.
3. Decisions may be made only when a quorum, defined as 50% plus one, of the Governing Board, is present.
4. Proxy votes will not be accepted. The Governing Board will be "principals only" – no alternates accepted for the purposes of voting

D Commitment

1. Regular personal attendance at quarterly committee meetings and events. This commitment is not delegated to others.
2. Commitment to listen to, value and utilize the experience and contribution of homeless people as equal partners in ending homelessness.
3. A two-year term with the option of serving additional terms. This shall be extended or reduced in the case of elected officials to correspond to terms of office. Original terms may be two or three years as described in Section 4.F.
4. Additional efforts as needed to further the goals of the Committee to End Homelessness.

E Membership and Selection Process

The Governing Board will have a membership of approximately 25 people.

1. Representational categories shall be identified to ensure that membership comprises an appropriate array of committed private and public community leaders

who reflect the diversity of the county and who will be able to mobilize public will and public and private resources to end homelessness.

2. Elected officials shall be selected by their respective entities. Other members are initially appointed by the Committee to End Homelessness. To assure continuity, the initial appointments include the 2004 Chair and Vice Chair of the CEHKC, who provided leadership during the planning phase. The Governing Board shall elect a chair and/or co-chairs.
3. After the initial selection process, a membership committee will be convened on an as-needed basis to determine if there are representational categories that have not been addressed or to receive nominations and approve new members as terms expire
4. New members shall be appointed under the following circumstances:
 - a. The resignation or dismissal of a current member, in which case the Membership Committee shall be directed to identify a replacement who fulfills the representation category being vacated;
 - b. A decision by the membership of the Governing Board to create a new/additional category or other changes that may be needed to ensure that an appropriate array of community members is represented within the CEHKC governance structure.
 - c. Instances in which a current member no longer fills the representation category in which they have been appointed (e.g., an elected official who is no longer in office, a member of the business or philanthropic community who is no longer affiliated with such an entity, etc.), in which case the Membership Committee will identify a person to fill the position being vacated with an individual who fulfills the representation category;

In each of these cases, a super-majority vote of 60% of the current membership shall be required to approve new members.

F Terms

Original terms shall be staggered, with one half of the total number of members serving a two year term, and one half serving a three year term. Subsequent terms shall be for two years

G Conflicts of Interest

Governing Board who find themselves faced with a potential conflict between their business or private interests and their CEH responsibilities shall avoid conflict of interest during the decision-making process by following these guidelines:

1. Disclose potential conflicts of interest in advance to the co-chairs
2. Publicly disclose conflicts of interest at Governing Board meetings; and
3. Abstain from participation in discussions or voting on any issue where a conflict of interest may be involved.

5 Consumer Advisory Council**A Purpose**

To ensure that the effort to end homelessness in King County incorporates the expertise of people who experience homelessness - including those who are at risk of becoming homeless or were formerly homeless - at all levels of implementation, evaluation, and plan revision.

B Key Elements of Consumer Involvement**1. Consumer Advisory Council formation**

Convene a discussion with advisors about what would constitute a meaningful vehicle for creating consumer power and involvement in the movement to end homelessness. Seek input from local community organizing groups, undoing racism groups, and homeless people to gather insight into how to structure such a function so that it will succeed in being a meaningful, productive council.

2. Consumer Advisory Council function

The manner in which the Consumer Advisory Council functions will be self-determined by members.

3. Responsibilities

- a. Provide advice and consultation services to the Governing Board and Interagency Council on strategies to end homelessness.
- b. Respond to requests for advice and consultation from the Governing Board and Interagency Council.
- c. Suggest and support means for the members of the Governing Board and the Interagency Council to participate in activities that would help them to develop an understanding of the realities of homelessness, and develop relationships with people in homeless or low income communities. This may involve activities directly with Consumer Advisory Council members or activities elsewhere in the community.
- d. Advocate for systems reform on the local, state, and federal level that would implement the adopted policies of the Ten Year Plan to End Homelessness.

C Commitment

To be determined by the Consumer Advisory Council.

D Member Profile

People who are currently or formerly homeless and people in poverty who are at risk of experiencing homelessness and who reflect the diversity of the county. Members will include single adults, families, and youth from various parts of King County.

E Appointment/Selection Process

To be determined by the Consumer Advisory Council.

6 Interagency Council**A Purpose**

The purpose of the Interagency Council is to propose policy initiatives to the Governing Board and implement policy directives of the Governing Board, implement initiatives of the Ten Year Plan, and lead a coordinated response to end homelessness in King County.

B Responsibilities

1. Develop and recommend policy to the Governing Board that will further the goals and objectives of the Ten Year Plan to End Homelessness.
2. Identify and implement mechanisms for effective collaboration, especially linkages between housing and services.
3. Oversee coordination/development of overall work program/plans for presentation to Governing Board.
4. Develop and recommend new service delivery models, the expanded capacity of existing service delivery models, and enhancements to services to the Governing Board, as indicated by the recommendations within the Ten Year Plan to End Homelessness; coordinate implementation of adopted policies.
5. Identify opportunities to build capacity for homeless and housing services and take an active convening and brokering role in increasing the resource base for ending homelessness.
6. Identify and coordinate collaborative responses to grant opportunities.
7. Review grant applications and funding recommendations for consistency with the Ten Year Plan.
8. Advocate for systems reform on the local, state and federal level that would implement the adopted policies of the Ten Year Plan to End Homelessness.
9. Establish sub-committees to assist with implementing the Council's responsibilities and review and approve work program for each subcommittee.
10. Coordinate data collection, analysis and reporting.
11. Streamline and consolidate current advisory group, committees and projects as appropriate.

C Decision Making

The Interagency Council will operate under the premise of consensus and will strive to operate in an open environment, with sufficient time for discussion so each person has a fair chance to be heard and issues can be understood.

1. Where substantial differences of opinion exist, the final report shall make an effort to reflect the divergence of views, and in cases of disagreement, the majority shall seek to assure that, where possible, final recommendations will be worded to achieve the broadest support within the Interagency Council.

2. In cases where consensus cannot be reached, the Interagency Council will resort to Roberts Rules of Order, with a requirement of a super majority vote of 60% approval for the item on the table.
3. Decisions may be made only when a quorum, defined as 50% plus one, of the Interagency Council, is present.
4. Proxy votes will not be accepted. The Interagency Council will be "principals only" – no alternates accepted for the purposes of voting.

D Commitment

1. Personal regular attendance at monthly committee meetings. This commitment is not delegated to others.
2. Commitment to listen to, value and utilize the experience and contribution of homeless people as equal partners in ending homelessness.
3. A two-year term with the option of serving additional terms. Original terms may be two or three years as described in Section 6-F of this agreement.
4. Additional efforts as needed outside of meetings to help further the efforts of the Committee to End Homelessness.
5. Provide regular information on the CEH and implementation of the Ten Year Plan to higher level members of organization (s) represented.

E Membership and Selection Process

The Interagency Council will have a membership of approximately 30-35 people, comprised of staff with authority to make policy, staffing or budget decisions, and who have CEH work as an official element of their work plan.

1. Representational categories shall be identified to ensure that membership comprises an appropriate array of committed private and public community leaders who reflect the diversity of the county and who will be able to mobilize public will and public and private resources to end homelessness. Members are initially appointed by the Committee to End Homelessness.
2. After the initial selection process, a membership committee will be convened on an as-needed basis to determine if there are representational categories that have not been addressed or to receive nominations and approve new members as terms expire
3. New members shall be appointed under the following circumstances:
 - a. The resignation or dismissal of a current member, in which case the Membership Committee shall be directed to identify a replacement who fulfills the representation category being vacated;
 - b. A decision by the membership of the Governing Board or Interagency Council to create a new/additional category or other changes are needed to ensure that

an appropriate array of community members is represented within the CEHKC governance structure.

- c. Instances in which a current member no longer fills the representation category in which they have been appointed (e.g., a member of the business or philanthropic community who is no longer affiliated with such an entity, etc.), in which case the Membership Committee will identify a person to fill the position being vacated with an individual who fulfills the representation category;

In each of these cases, a super-majority vote of 60% of the current membership shall be required to approve new members.

F Terms

Original terms shall be staggered, with one half of the total number of members serving a two year term, and one half serving a three year term. Subsequent terms shall be for two years

G Conflicts of Interest

Interagency Council members who find themselves faced with a potential conflict between their business or private interests and their CEH responsibilities shall avoid conflict of interest during the decision-making process by following these guidelines:

1. Disclose potential conflicts of interest in advance to the co-chairs
2. Publicly disclose conflicts of interest at Interagency Council meetings; and
3. Abstain from participation in discussions or voting on any issue where a conflict of interest may be involved.

7 Subcommittees

At least two members of the Interagency Council, or their designees, shall be members of each subcommittee. Others members will be selected from the community at large based on their interest and expertise and who reflect the diversity of the county.

Each subcommittee shall have a designated staff person to coordinate scheduling, work and products for the subcommittee. This person shall be responsible for coordinating with CEH staff.

The Interagency Council shall name subcommittees on an as-needed basis. The designation and composition of subcommittees shall be flexible and dependent on the needs of annual work plans. The Annual Work Program shall include a description and objective of the proposed subcommittees.

8 Administration

A Agency/Staff

1. CEHKC may designate an entity to host project direction functions on behalf of CEHKC ('Administrative Agency'). The Governing Board has designated King County DCHS to be the initial Administrative Agency for CEHKC. Any changes to the Administrative Agency must be approved by the Governing Board.
2. CEHKC Finances / Budget

Activities of the CEHKC may be funded from a number of sources, including public and private funds, loaned staff and in-kind contributions. In many cases these resources will be managed by the Administrative Agency or the entities providing the in-kind service to CEHKC.

There may be opportunities for CEHKC to apply directly to foundations or government agencies for financial support for its activities. Staff and/or the Interagency Council may make recommendations to the Governing Board for specific funding requests. Such requests will detail how any funds received will be administered. The Governing Board will be responsible for approving such requests, and may delegate to the Interagency Council or the CEHKC staff the responsibility of completing applications and executing and administering agreements in behalf of CEHKC.

On an annual basis, CEHKC staff will provide a CEHKC financial report to the Governing Board. This report will include:

- a. Services being provided by the Administrative Agency and sources of funding to the Administrative Agency for these services;
 - b. Other funds secured by CEHKC such as through public or private grants, the status of these funds, and how such funds are being administered.
3. Annual Report
- The Governing Board will adopt an Annual Report that summarizes:
- a. CEHKC's activities of the previous year;
 - b. Key elements of the CEHKC Work Program for the coming year;
 - c. Summary of county wide efforts to address homelessness, including a summary of resources being utilized; and
 - d. An overview of financial matters related to the operation of CEHKC.

B Public Record

1. All regularly scheduled meetings of the Governing Board, Interagency Council and Consumer Advisory Council will be open to the public.
2. The Committee to End Homelessness staff shall produce a summary of regularly scheduled Governing Board, Interagency Council and Consumer Advisory Council meetings, and summaries will be posted to the CEH website within one month after approval by the appropriate chairs of these bodies.
3. In order to maintain confidentiality of consumers, data that may be provided to members of the governance structure will not contain individual client information.

C Amendments to this Agreement

This agreement will be reviewed regularly by the Governing Board, the Consumer Advisory Council and the Interagency Council. Any of the three bodies may propose amendments to be considered by the Governing Board. It will be the Governing Board's responsibility to consider proposed amendments.



King County

15284

**King County's Response to the
Ten-Year Plan to End Homelessness in King County**
July 11, 2005

Chronic homelessness has had a profound impact on our community over the last two decades. King County and other governments and human service agencies have responded with multiple strategies and programs to address these concerns. Yet, despite significant effort and millions of dollars, the numbers of homeless people and the costs to serve them have continued to grow.

In order to create a more coordinated, collaborative and regional response to homelessness, a core group of community leaders, including representatives of the Church Council of Greater Seattle, King County, the City of Seattle, United Way of King County, and several human service coalitions joined together to form the Committee to End Homelessness (CEH). The culmination of their efforts – “A Roof Over Every Bed in King County: Our Community’s Ten-Year Plan to End Homelessness” – was approved by the membership on March 7, 2005.

Subsequent to that effort, new state legislation passed by the 2005 Washington State Legislature in April offers the promise of a state ten-year plan and additional state and local funding to help King County meet the goals of its Ten-Year Plan to End Homelessness. Approval of the Plan by the King County Council will help to begin the steps to access that additional funding. A formal presentation is scheduled for the July 21, 2005 meeting of the Law, Justice and Human Services Committee.

In May 2005, the Metropolitan King County Council passed Motion 2005-0209 that, in addition to establishing a one-year moratorium on the use of county-owned land for temporary emergency homeless encampments, directed the King County Executive to submit for County Council review and approval the county’s Ten-Year Plan to End Homelessness, along with an implementation plan.

The following report provides an overview of the Ten-Year Plan to End Homelessness, the history of the development of that plan, the populations to be served, the key strategies and priority populations, the new governance structure, and the specific action items that county staff and departments are putting in place to more effectively address homelessness in King County. This report also provides an overview of the newly created state homeless housing program.

Washington State Homeless Housing and Assistance Act

Although King County has high numbers of homeless individuals and families, the problem of homelessness is certainly not unique to King County. In response to the rising numbers of chronic homeless individuals nationwide and the resulting escalating costs to public systems,

states and municipalities around the nation have been developing ten year plans to end homelessness. The State of Washington recently joined this effort, providing support to counties and cities statewide through recently passed legislation that will provide funding assistance to those communities that come together to prepare coordinated plans to end homelessness. The Homeless Housing and Assistance Act passed by the State Legislature in April 2005, Engrossed Second Substitute House Bill 2163 (E2SHB 2163), creates a new state and local funding source to address homelessness statewide through a \$10 surcharge for documents recorded by county auditors (typically real estate mortgages and housing transactions). Counties and cities that develop local or regional ten-year plans to end homelessness will be eligible to receive funds. Funding generated by the surcharge will be provided directly to counties and cities that agree to create and implement homeless plans (60 % of total funding), and the remaining funding (40%) will be used to create a state-administered grant program, with funds available to local governments through a competitive process.

The state Department of Community, Trade and Economic Development (CTED) will be responsible for developing the state's ten-year plan to address homelessness (due December 2006), as well as setting standards and guidelines for local plans. CTED will be responsible for conducting an annual census of homeless persons (by July 2006) and will submit an annual report to the Governor and Legislature.

The new document recording fee surcharge begins August 2005, and King County anticipates receiving funds in excess of \$3 million annually from this fund source, to be used to develop and sustain a range of homeless housing and supportive services to implement the county's Ten-Year Plan to End Homelessness. King County will also very likely submit an application for the Homeless Housing Grant Program, which would mean additional funds.

King County is fortunate that the Committee to End Homelessness has already developed our regional Ten-Year Plan. It is hoped that the Plan provides a basis for meeting the state's requirement for an approved ten-year plan, subject to the adoption of a motion by the County Council endorsing the CEH Ten-Year Plan as the overarching framework for coordinating King County's efforts. As mentioned earlier, a formal presentation on the Ten-Year Plan is scheduled for July 21, 2005. Additional refinements to the Plan may be needed in the future to meet state guidelines for ten-year plans (to be completed by CTED by October 2005) and to provide more specific guidance regarding the use of the new fund source.

Homelessness in King County

The One Night Count, organized each year by the Seattle-King County Coalition for the Homeless, mobilizes hundreds of private citizens who volunteer on one night of the year to conduct a street count of homeless people in portions of Seattle, Shoreline, Kent, White Center and East King County. The count also includes a survey of people at homeless shelters and transitional programs operating throughout King County. The 2004 One Night Count identified the following trends:

- Numbers of homeless individuals in King County—An estimated 8,300 people in King County are homeless on any given night. The survey found 4,636 people sleeping in shelters

and transitional programs, and counted 2,216 people surviving outside on the streets. An additional 1,484 are estimated to be living unsheltered in the balance of King County. Over the course of a year, it is estimated that up to 24,000 King County residents will experience at least one episode of homelessness.

- **Geographic breakdown**—Although nearly 85 percent of emergency shelter and transitional programs are located in the city of Seattle, only 56 percent of the people in shelter and transitional housing reported Seattle as their last permanent address. Permanent address is defined as a place occupied for at least two months prior to the latest episode of homelessness, excluding shelter and transitional housing. Aside from Seattle, the regional report showed:

11% South King County	9% Washington State (outside of King County)
8% East King County	13% Outside of Washington State
3% North King County	

- **Household composition**—Homelessness affects all segments of the population, including children. The One Night Count reports the following breakdown among households:

59% single adult men	* Children aged 0-17 make up 27% of the total count of <i>individuals</i> who are homeless or living in shelters in King County.
20% single adult women	
18% families with children*	
2% youth	
- **Disproportionality**—People of color are significantly over-represented in the homeless population. While people of color comprise approximately 27 percent of King County's general population (2000 Census), they represented 57 percent of the people residing in emergency and transitional shelter at the time of the One Night Count.
- **HIV and AIDS**—254 people accessing shelter and transitional housing programs at the time of the 2004 Count self-reported that they were either HIV-positive or had AIDS.
- **Domestic violence**—575 people accessing shelter and transitional programs at the time of the 2004 count reported they had experienced violence or abuse in the past year.
- **Disabilities and mental illness**—Nearly four in ten people who are homeless reported a mental illness; about one in three reported alcohol and/or substance abuse; about one in eight are impacted by both mental illness and substance abuse; and about one in ten reported a physical disability. These mirror national statistics.
- **Veteran status**—Although veteran status was not asked as part of the One Night Count, local Veterans Administration authorities estimate that of the total 8,300 homeless individuals, approximately 2,000 (24%) are veterans. On January 18, 2005 King County housing planners conducted a survey of emergency shelters to collect aggregate data on residents. Of the 948 single men residing in shelters on that day, 255 (24%) reported service in the military.

Development of the King County Ten-Year Plan

King County has a long history of planning for and delivering a wealth of services to homeless and at-risk populations. In a monograph presented by the federal Office of Housing and Urban Development (HUD) in January 2004, King County was lauded for its wide range of housing and supportive services, but criticized for a lack of service coordination and effective, sustained public and private partnerships to end homelessness. Already having recognized the need for a more collaborative and coordinated regional response to homelessness, a coalition of community leaders came together to form the Committee to End Homelessness King County, and worked to craft a Ten-Year Plan to End Homelessness.

Efforts first began in 2000, when St. Mark's Episcopal Cathedral invited a local homeless advocacy agency to locate a temporary emergency homeless encampment (tent city) on the parking lot of their church. At the same time, St. Mark's invited community members to attend an all-day workshop to talk about how the community could come together to more collaboratively respond to homelessness. From this conference, the Committee to End Homelessness (CEH) was born. Their efforts yielded King County's Ten-Year Plan to End Homelessness, officially adopted by the CEH on March 7, 2005.

Founding members of CEH included representatives of the Church Council of Greater Seattle, the City of Seattle, King County, United Way of King County, the Eastside Human Services Alliance, the North Urban Human Services Alliance, the South King County Council of Human Services and the Seattle-King County Coalition for the Homeless. A broad range of organizations and homeless advocacy groups have also dedicated staff and other resources to support the efforts of the committee, and continue to be involved in the Plan's implementation.

In 2003, HUD encouraged all local homeless planning communities to develop a ten year plan to end homelessness, and requires such a document from municipalities that receive federal housing and homelessness funds. It should be noted that King County's development of its Ten-Year Plan pre-dates the HUD requirement.

Core Strategies of the Ten-Year Plan

The Ten-Year Plan lays out a series of specific strategies and actions for local leaders and organizations to pursue over the next decade. Immediate priorities include ensuring alignment and coordination among all the entities in our community, and building on local and national best practices for resolving homelessness. In the first three years, efforts will particularly focus on the following:

- Homeless prevention—Working together to make sure an adequate supply of appropriate housing *and* supportive services are available to help people stay in their homes. Services include rent and utility assistance, job training, employment and education assistance, health care, mental health counseling, foster care and chemical dependency treatment.

- Moving people rapidly from homelessness to housing—Placing homeless people as quickly as possible in permanent housing and helping them to stabilize and function independently by providing the necessary supportive services to be successful.
- Building the public and political will to end homelessness—Expanding our community's commitment to ending homelessness by educating the public, tracking our successes and building on them, and establishing steady funding.

Over the course of the next decade, the Committee to End Homelessness will work with governments, funders and providers to integrate broad systems change, realign funding, identify and incorporate best practices in all service delivery systems, and measure and report our progress in ending homelessness. In particular, the Plan demonstrates a commitment to:

- Ending homelessness, not just continuing to manage it
- Creating a new leadership structure that facilitates discussion and collaboration among funders, government agencies, housing and service providers, homeless persons, advocates and community volunteers to help assure a unified and targeted approach to ending homelessness in King County
- Implementing practices that research has shown to be particularly effective and promising
- Focusing resources on preventing homelessness and immediately housing those who do experience homelessness, prioritizing a "housing first" approach that removes barriers to housing and provides on-site services that engage and support individuals to maintain their health and housing stability
- Ensuring a fully coordinated countywide response at both the client and system level through networking and enhanced community-based service sites that offer local access throughout the county to comprehensive assessment, referral, and a range of culturally competent services
- Significantly increasing housing options that are affordable, available and appropriate to the needs of homeless individuals, families, and youth
- Transforming the myriad of publicly funded programs that provide services, housing and income supports to low-income people to make those services more accessible, relevant and appropriate for people who are homeless or at risk of homelessness
- Bolstering the capacity and responsibility of these service systems for collaborative planning, financing and delivery of housing and support services for clients reentering the community from public institutions
- Establishing clear measures to identify needs, assure accountability for outcomes, and reward providers who effectively serve individuals and families with high levels of need.

Although the focus of the Plan is to end homelessness within the next decade, it is important to acknowledge that people experiencing homelessness are at immediate personal risk. Interim survival mechanisms such as homeless shelters and transitional housing programs will be necessary for some time, until affordable, non-time limited housing is available for all.

Governance and Oversight Structure

The Plan approved by the original members of the Committee to End Homelessness on March 7, 2005 identified a new governance structure to assume responsibility for regional oversight, planning and implementation of the King County Ten-Year Plan. The members selected King County to serve as the lead agency for managing the implementation steps, to be coordinated by the Department of Community and Human Services. Staff came on board March 2005, with a first year work plan primarily focused on establishing the infrastructure needed to begin implementation steps. The two, full-time positions and other implementation needs are funded jointly by King County, the City of Seattle and United Way of King County.

The actual work of the new Committee to End Homelessness will be guided and directed by three different governing and advisory bodies, as well as several topic-specific sub-committees and work groups. Membership on these groups incorporates a wide range of backgrounds and skills, and is regionally representative. Final composition of those groups is near completion, with first meetings scheduled to take place during summer 2005.

The focused and collaborative work of the Committee to the End Homelessness, as a regional initiative, cannot begin until these entities are fully in place. The Plan notes that during the first year of the ten-year process, this governance structure will emerge and guide the vision of the project over the course of the next decade.

The governance structure is as follows:

- **Governing Board**—Influential political, community and business leaders who will provide leadership, high-level oversight and help sustain the vision of the Plan. More specifically, they will guide planning, coordinate current funding, and work to create additional funding and other resources.

Core members of this group include King County Executive Ron Sims; Seattle Mayor Greg Nickels; United Way Chief Executive Officer Jon Fine; Dean Robert Taylor of St. Mark's Cathedral (and chair of the original Committee to End Homelessness); and Car Toys Chief Executive Officer (and vice-chair of the original Committee to End Homelessness) Dan Brettler. Also agreeing to serve are Sue Rahr, King County Sheriff; Blake Nordstrom, President, Nordstrom, Inc.; Phyllis Campbell, President of The Seattle Foundation; Dan Fulton, Weyerhaeuser; Pamela Passman, Microsoft; Greg Shaw, Gates Foundation; and Dr. Scott Barnhart, Medical Director of Harborview Hospital. Seats on the Governing Board have been reserved for a member of the King County Council and a member of the Seattle City Council, as well as for the Mayor of Bellevue and two suburban city mayors. Additional representatives will include high-level staff from other local funding and business organizations, members of the faith community, and community leaders.

- **Interagency Council**—Senior representatives of the primary partners and agencies working to end homelessness in King County will make up this group. They will sponsor changes to current programs; coordinate data collection, analysis and reporting; and recommend policy

direction to the Governing Board. One of the first tasks of the Interagency Council will be to agree upon priorities for fund allocation under the new Homeless Housing and Assistance Act.

Core members of this group include Jackie MacLean, Director, King County Department of Community and Human Services (DCHS); Patricia McInturff, Director, City of Seattle Department of Human Services; Adrienne Quinn, Director, City of Seattle Office of Housing; and David Okimoto, Vice President of Community Services, United Way of King County. Other members include Stephen Norman, Director, King County Housing Authority; Tom Tierney, Director, Seattle Housing Authority; Doreen Cato, Director, First Place; Peter Berliner, Allen Foundation; and Charissa Fotinos, Medical Director, Public Health Seattle & King County. Additional directors of local housing and homeless service agencies, service directors from suburban cities, housing planners and developers, and community leaders have also been invited to serve.

- Consumer Advisory Council—Current or formerly homeless people who represent the broad interests and needs of homeless people countywide will serve on this council. Membership will be determined by an application process run jointly by the staff of the Committee to End Homelessness and the Seattle-King County Coalition for the Homeless, which represents over 50 agencies and organizations serving the homeless population.
- Committee Workgroups—Multiple committees have been, or will be, convened to address specific initiatives or concerns (e.g., chronic populations), population-specific needs (e.g., youth and young adults), geographic issues (e.g., needs of South King County), or special projects (e.g., communities, outcomes and evaluation). Whenever possible, the goal will be to utilize existing groups already working to address homelessness and refocusing their efforts toward development and implementation of strategic initiatives of the Plan.

Target Populations

The Ten-Year Plan recognizes that certain subpopulations of homeless individuals will have differing needs. Implementation strategies must be tailored to meet these needs. The subpopulations identified within the Plan are:

- Single Adults (including chronically homeless adults who have a disabling condition)—HUD defines chronically homeless as single individuals who have been homeless for over a year or homeless more than four times in the previous three years, and are living with a disabling condition. Of the 5,630 single adults included in the 2004 One Night Count, 2,500 are estimated to be chronically homeless. They face a multitude of personal and systemic barriers to housing, such as lack of income, eligibility criteria that screen out individuals with certain criminal histories and/or credit scores, mental illness, alcohol and chemical dependency, physical or developmental disabilities, health status and other factors.

Chronic homelessness extracts a huge toll on our community, both in terms of human lives and hard dollars. Use of emergency healthcare, shelters, and the criminal justice system by chronically homeless individuals is disproportionately high, compared to other homeless adults and is a significant driver in the growth of public health and public safety costs in

King County. Local and national research shows that we would realize considerable savings if we were to provide these individuals with immediate housing and supportive services such as mental health and chemical dependency counseling, protective payee services, re-entry supports and other services.

The Ten Year Plan promotes a "housing first" model to respond to this issue. This model provides individuals with appropriate, permanent housing as soon as possible, and not only as a "reward" for participating in services or making progress on a case management plan. Services are offered on-site and are voluntary. This low-barrier approach to housing gets people off the street, helps build trust, and facilitates an individual's willingness and ability to access treatment and re-integrate into society.

- Families—The 2004 One Night Count estimates that 2,475 people in families are homeless on any given night in King County in 2004. The most common causes of homelessness for families include a lack of or reduced incomes; medical, mental health, and family emergencies; and domestic violence.

For a majority of families, housing affordability is the driving factor behind their becoming homeless, and housing subsidies would provide the support they need to obtain and maintain housing. The vast majority of homeless families have extremely low incomes and are unable to afford average rents in King County. The average rent plus utilities for a two-bedroom apartment in King County is \$996; a family in King County must earn \$17.75 per hour (\$3,080 per month) to afford this housing. To address this need, families need housing that is not time-limited and remains affordable for the long-term – either through rent subsidies or other housing affordability practices.

In addition, strong transitional housing programs are needed to support reunification for families whose parent is exiting a treatment center or corrections facility; those who are escaping a domestic violence situation and need safe, confidential housing to rebuild their lives; or refugees who need time and assistance in integrating into the American culture and workplace. The Plan also suggests that we retain some level of transitional housing for families, as it can be an important tool to help families rebuild their lives after crises.

- Youth and Young Adults—Youth and young adults become homeless when they run away, are told by parents to leave, age out of foster care, become parents, are discharged from institutions, or flee abuse. They have developmental and socialization needs and challenges in common, and identify more with each other than with other homeless populations.

While outreach and engagement services are key components of all homeless service delivery systems, they are absolutely essential to effecting change for homeless young people. Relationship building and engagement activities often take place over several years before significant change in a young person is evident.

Once housed, youth tend to have specific developmental needs that require specialized structure and support, such as life skills training, job skills training or parenting classes. They may benefit from dormitory style or other group living situation that helps to maintain a

connection to their peers, as well as connections to vocational training and/or community college. Some systemic barriers to effectively housing youth include local regulations and administrative codes about staff/youth ratios, foster care regulations, parental notification requirements, and truancy laws that affect providers' ability to coordinate services for youth. The Ten-Year Plan advocates that services be streamlined where appropriate to allow them to be more responsive to the needs of homeless youth.

Housing Stock

The Committee to End Homelessness, working with local experts, estimates that King County will need 9,500 units of housing, including the creation of 4,500 new units, in order to implement the Ten-Year Plan. The goal is to gradually divert money from temporary solutions such as emergency and transitional shelter and, instead, prioritize funding for the creation of permanent housing and "transition in place" services. In the long run, reducing homelessness is much less expensive than maintaining it.

King County currently has the following housing opportunities available:

- **Emergency Shelter**—Emergency shelter is temporary protection for homeless individuals and families from unsafe streets and the elements. In King County, shelter programs are either fixed capacity (facility-based) or flexible capacity (hotel/motel vouchers, tent cities, etc.). Programs include night shelters where individuals or families sleep, as well as day shelters where basic health, food, clothing and personal hygiene needs can be addressed. Information and referral about supportive services and housing in the community is provided by written materials and bulletin boards, as well as through the Crisis Clinic Community Information Line and, in cases where programs have the funding to do so, by staff who are able to provide more specialized attention to the households staying in the shelter. The intended result of emergency housing is to provide temporary protective environments for homeless individuals and families.
- **Transitional Housing**—Transitional housing is temporary housing, ranging from 90 days to 24 months, with supportive services designed to help people make the transition from homelessness to permanent housing. There are two different models of transitional housing in the community: 1) traditional facility-based programs that enable homeless people to benefit from a peer group setting, a time-limited length of stay, and/or a confidential location; and 2) "transition in place" programs in which supportive services are temporary and support transition, and where the units themselves may become permanent housing. In other words, once a resident no longer needs supportive services, this individual or household has the option to stay in the affordable unit in which they have been living. In both models, individual needs of the residents determine the type and intensity of services needed to promote residential stability, increased skill level and/or income, and greater self-determination. The intended result is to facilitate the movement of homeless individuals and families to permanent housing within a reasonable amount of time (usually 24 months).

The table on the following page shows the current capacity for emergency and transitional housing units throughout King County.

2004 Emergency and Transitional Housing Inventory Current Capacity					
	Youth / Young Adult	Single Adult	Families & Women with Children (units)	Families & Women with Children (beds)	Total Units
Seattle					
Emergency	36	1,601	132	527	1,769
Transitional	121	1,096	388	1,507	1,605
North King County					
Emergency	13	0	9	27	22
Transitional	4	30	43	97	77
East King County					
Emergency	18	34	30	111	82
Transitional	0	16	154	493	170
South King County					
Emergency	4	36	37	120	77
Transitional	13	112	124	460	249
Total					
Emergency	71	1,671	208	785	1,950
Transitional	138	1,254	709	2,557	2,101
TOTAL ALL UNITS	209	2,925	917	3,342	4,051

Source: Committee to End Homelessness, Inventory of Homeless Units and Beds Seattle/King County, Spring 2004

Note: In addition to the resources listed in the table, there were 219 units/532 beds under development at the end of 2004

- **Permanent Supportive Housing**—For homeless individuals and families with chronic disabilities, long-term housing combined with available supportive services is a critical requirement for sustaining housing stability. This type of supportive environment enables special needs populations to live as independently as possible in a permanent setting. The supportive services may be provided by the organization managing the housing or coordinated by other public or private service agencies. Permanent housing can be provided in one structure, at several structures at one site, or in multiple structures at scattered sites. The intended result of permanent supportive housing is to allow formerly homeless individuals and families with disabilities to live as independently as possible in a permanent housing setting.

In 2004, a shelter survey identified 2,313 total beds in nonprofit owned or operated housing projects as permanent supportive housing for homeless people, many with special needs. Another 228 units of permanent supportive housing were under development at the end of 2004.

Over the last decade, the King County Housing Finance Program has provided over \$100 million in funding through the Housing Opportunity Fund (HOF), HOME Investment Partnership Program, Community Development Block Grant Program, and the Regional

Affordable Housing Program to fund and support the construction and development costs of 128 of these emergency shelter units; 640 transitional units; and 4,181 affordable housing units (only a small portion of these affordable housing units are permanent supportive housing units.)

Projected Housing and Support Needs

The following table, taken from the Ten-Year Plan, summarizes the current estimate of the number of total housing units needed to end homelessness in King County, by homeless subpopulation, household type, and level of on-site support services recommended. It is anticipated that approximately half of these units will be secured through subsidizing or utilizing existing rental-market properties and half will be new housing development. These figures may change as we gain new insight over the coming years: more individuals and families may fall into homelessness given changing economic factors; turnover rates among subsidized units may be more or less than anticipated; and the shift from emergency housing to non-time limited housing may unexpectedly impact flow through the system.

Type of Housing and Supports Needed by Homeless Subpopulations over 10 Years				
Homeless Subpopulation	Total Units Needed	Number of Units by Level of Support Services on Site*		
		Intensive	Moderate	None
Total Single Adults	7,300	2,900	2,800	1,600
HUD-defined chronic homeless **	2,500	1,800	700	0
Other single adults	4,800	1,100	2,100	1,600
Families	1,900	475	475	950
Youth/Young Adults ***	300	250	0	50
Total	9,500	3,625	3,275	2,600

* In addition to on-site services (where provided), all formerly homeless individuals and families will be able to access services through related systems as needed to support housing stability and quality of life. In addition, support in securing affordable and appropriate housing will be needed by many households.

** As defined by the U.S. Department of Housing and Urban Development: homeless for over a year or homeless more than four times in the previous three years and living with a disabling condition.

*** It is estimated that some youth and young adults will be accommodated in temporary transitional programs, or with improvements in homelessness prevention and family reconciliation services, will return to their families.

Projected Costs to Provide Housing and Supportive Services

It is difficult to develop precise estimates for the costs to develop and maintain the necessary housing and supportive services over the next decade. Current and very preliminary estimates to create the needed housing and supportive services over the next ten years are over \$750 million. However, this figure does not account for the possibility of another economic downturn in the local economy, or factor in rapidly accelerating housing costs. The *Seattle Times* reported in May that between 2003 and 2004, the local housing market experienced a 9.8 percent appreciation rate – more than double the rate of the previous year, while wages increased an average of only 1.6 percent (City of Seattle, Department of Finance.)

King County will manage over \$31 million in 2005 on homeless housing and services (see below for detail on those expenditures). Over the course of the next decade, this translates to over \$300 million. As noted earlier, the Homeless Housing and Assistance Act will bring in about \$3 million per year, or an estimated \$30 million in new funding over ten years toward the \$750 million estimate. As a community, we will need to develop additional fund sources, or reprogram existing funds, to close the gap.

Additionally, as King County moves forward with the implementation of the Plan, we anticipate we will realize significant cost savings in related services such as emergency room visits and other crisis response services, and in reduced jail time and other criminal justice costs. King County Department of Community and Human Services conducted a simple study in 2003 that found that the average cost for the top 20 users of the Dutch Shisler Sobering Support Center was over \$48,000 for each person served. By providing housing and supportive services, these people are much less likely to end up in the jail, the sobering center, or an emergency room.

This "housing first" model – through which we provide housing to individuals immediately upon contact and identification of need – has been proven successful. In fact, one study commissioned by the national Coalition for Supportive Housing conducted by Dr. Dennis Culhane of the University of Pennsylvania found that cost savings generated through a "housing first" model are substantial. Dr. Culhane calculated that the annual expenditures per chronically homeless individual – in terms of emergency room visits, outpatient treatment facilities, court costs, etc. - were decreased by 40 percent when these individuals were provided with permanent supportive housing. This decrease takes into account the costs of providing service-enhanced permanent housing, giving further credence to the idea that placing chronically homeless persons in supportive housing is not only good social policy, but makes fiscal sense.

Current King County Efforts

King County manages significant funding and resources and devotes considerable staff time to the issue of homelessness in the region. Many county housing and treatment programs already have strong working and contractual relationships with local cities and community and faith-based organizations to coordinate housing and service systems that address homelessness through outreach, case management and integrated services and housing.

Either directly (through county general funds) or indirectly (as administrators of state and federal funds) King County manages a total of \$31.2 million in efforts to combat homelessness, as detailed below:

\$0.4 M	Homelessness prevention / emergency rental assistance
\$3.9 M	Intake, engagement and assessment
\$1.8 M	Emergency shelter
\$3.3 M	Transitional housing
\$4.9 M	Permanent supportive housing
\$5.5 M	Supportive services
<u>\$11.4 M</u>	Capital projects
\$31.2 M	TOTAL

Revenue sources that fund these services include the following:

- HUD/McKinney Supportive Housing Program – Operating assistance and supportive services to transitional housing programs and services.
- HUD/McKinney Shelter Plus Care – Rental assistance and case management services to support permanent supportive housing for homeless disabled households.
- HUD/Emergency Shelter Grant – Support for emergency shelter operations and supportive services.
- Housing Opportunity Fund (HOF) – County general funds to develop housing for particularly difficult to serve populations, such as homeless people with mental illness and/or chemical dependency.
- HOME Investment Partnership Program – Federal funding, primarily capital dollars, to invest in housing for low-income households (acquisition, rehabilitation and new construction) and down payment assistance and tenant-based rental assistance.
- HUD/Community Development Block Grant – Primarily capital dollars for investments in affordable housing, community improvements and economic development for low- and moderate-income people/communities. Only 15 percent may be used for human services; in King County, nearly half of this 15 percent goes to homeless prevention and emergency shelter operations.
- Regional Affordable Housing Program (RAHP) – State funding created from a recording fee surcharge on certain documents; available for capital, operations and maintenance costs of transitional and emergency shelter programs.
- Transitional Housing Operating and Rental Assistance (THOR/A) – State funding to support transitional housing with supportive services for homeless families with children so they can make the transition from homelessness to stable housing.
- Health Care for the Homeless (HCH) – Federal funds to provide multidisciplinary health care services in homeless sites, 22 medical recuperation beds, and selected medical case management.

Other fund sources include state mental health and substance abuse treatment funding, county funds to support veterans' services, and other fund sources. Detail on homeless resources can be found at www.metrokc.gov/dchs/hcd.

Several other community resources are also available to provide additional funding:

- Sound Families: The Bill & Melinda Gates Foundation made a \$40 million commitment to launch the Sound Families Initiative, providing funding for housing and case management services to help homeless families find and keep permanent housing. In 2004, the

Washington State Legislature appropriated over \$2 million for the creation of the Homeless Families Services Fund to build on the success of the Sound Families Initiative by leveraging state funds. These funds are managed by the City of Seattle Office of Housing.

- **State Housing Trust Fund:** The State Legislature in the 2005 session increased the Housing Trust Fund from \$80 million to \$100 million. Historically, King County receives about 40 percent of the Housing Trust Fund dollars, which means that King County can anticipate receiving about \$8 million of the additional \$20 million.

Areas of Particular Focus for King County—Criminal Justice and Chronic Homelessness

King County is responsible for coordinating criminal justice systems and both mental health and drug/alcohol treatment systems. It is responsible for helping those people most at risk for harming themselves or others, and therefore, has a particular interest in the needs of the chronically homeless, most of whom have needs in some or all of these areas.

Chronic homelessness is tremendously expensive—both in terms of human costs and dollars expended. King County spends tens of millions of dollars on mental health and chemical dependency services, emergency care, court and other criminal justice costs, shelter beds and other services to assist chronically homeless individuals.

These escalating costs mirror national trends—especially relative to incarcerating chronically homeless individuals. The federal government has reported that although chronically homeless people comprise only 10 percent of the homeless population, they utilize 50 percent of the available federal homeless resources. Chronically homeless individuals are typically high users of crisis services, including emergency response systems such as ambulance, paramedics, emergency medical teams, emergency room visits, police responses, mental health services, and chemical dependency treatment; and the criminal justice system, including jail admissions and subsequent court costs for judgments, sentencing, and monitoring of cases.

National research highlights the enormous financial cost of high utilizers upon the system. The Criminal Justice/Mental Health Consensus Project is a national effort coordinated by the Council of State Governments (CSG) to help local, state, and federal policymakers and criminal justice and mental health professionals improve the response to people with mental illness who become involved in, or are at risk of involvement in, the criminal justice system. Their landmark Consensus Project Report released in June 2002 documents the following:

1. **People with mental illness are significantly over-represented in the criminal justice system.** The rate of mental illness in state prisons and jails in the United States (16%) is at least three times the rate in the general population (5%). At least three-quarters of people with mental illness who are incarcerated have a co-occurring substance abuse disorder. Men who have been involved in the New York state public mental health system were found to be four times more likely to be incarcerated than men in the general population; for women, the ratio is six to one.

2. Many have committed only minor crimes. Nearly half the inmates with a mental illness in state or federal prisons in the United States are incarcerated for committing nonviolent crimes.
3. They stay longer in prison and jail. On Riker's Island, which is New York City's largest jail, the average length of stay for all offenders is 42 days; it is 215 days for inmates with a serious mental illness. In Pennsylvania state prisons during the year 2000, inmates with serious mental illness were three times as likely to serve their maximum sentence compared to other inmates.
4. They are extremely expensive to incarcerate. The Pennsylvania Department of Corrections estimates that it costs approximately \$80 per day to incarcerate an average inmate and \$140 per day to incarcerate a person with serious mental illness. The Monroe County Jail in New York spends approximately \$315,000 per year on overtime for deputies assigned to conduct twenty-four hour suicide watches.
5. Many will be treated through expensive public safety and crisis response services, without gaining access or linkages to long-term care or housing. During the year 2000, King County spent over \$1.1 million on drug and alcohol acute care and criminal justice services for just 20 chronic and high needs individuals. In Summit County in Ohio during the year 2001, the cost to taxpayers there for a similar group of 20 individuals was \$1.3 million.

Local and national research repeatedly shows that if we were to house these individuals in permanent supportive housing we would incur a fraction of these costs, both human and fiscal. As noted earlier, the chronically homeless are a key population for services in the Ten-Year Plan.

Responses to Council Motion 2005-0209

All county departments are engaged in reviewing lines of business and identifying opportunities to align activities with the Ten-Year Plan to End Homelessness. The following are some of the projects and initiatives that have been identified by county departments over the past month that particularly respond to the four issues identified in the Council's May 2005 motion.

1. ***Set out goals to significantly increase the placement and success of homeless persons in transitional and permanent housing options within three years.***

The Committee to End Homelessness has or will identify specific measurements that build upon the goals and objectives contained within the Ten-Year Plan. The task of defining the exact measurable outcomes and numeric indicators for each of the Plan's objectives will fall to the members of the Interagency Council, as well as to the sub-committees. Specific measures already identified in the Ten-Year Plan include the following:

- Coordinate strategies specifically to end chronic homelessness among single adults— Numerous service providers and partnerships provide a range of housing and services to chronically homeless individuals. Over the next 18 months, these entities will engage in

a concerted effort to align activities and priorities to implement system changes that will reduce homelessness in the downtown Seattle area. This collaborative planning effort will also serve to align our community for competitive federal grants that we anticipate will be available to serve this target population.

Four community groups representing dozens of agencies and providers—the Chronic Populations Action Council, Taking Health Care Home Initiative Funders Group, Health Care for the Homeless Planning Council and the Downtown Seattle Association Street to Home Initiative – have agreed to work together to create a joint task force, to be called the Chronic Populations Steering Committee. This task force will identify best practices for engaging chronically homeless individuals in services and create a cross-system structure for communication, case management, discharge planning, health and behavioral health coordination, and supportive housing access and retention. They are currently in the process of identifying an oversight entity to guide the process and hold stakeholders accountable.

- Reduce total numbers of homelessness—The Ten-Year Plan sets a goal of reducing homelessness by 25 percent in the first five years, and 98 percent by year ten. Within the first three years, the Plan anticipates achievement in reducing homelessness by 10 percent (given that the first two years will focus on retooling the existing system). Accelerated reduction in homelessness is expected in years four and five, allowing achievement of the goal of reducing homelessness by 25 percent by the end of year five.
- Create housing—The Ten-Year Plan sets a goal of creating or sustaining 9,500 units of affordable housing, including development of as much as 4,500 new units. One of the early steps to achieve this will be to convene representatives of housing authorities, nonprofit housing providers, housing developers, and private-market landlords to determine the availability of existing subsidized housing units for immediate tenancy by homeless individuals and families, and create a plan to move people who are currently homeless into permanent housing over time.
- Build full participation in a homeless management information system—Our region has adopted the Safe Harbors Management Information System as its software and database tool for tracking services provided to homeless people who access the shelter system. There are approximately 95 agencies operating over 260 shelter and transitional housing programs from whom data will be captured in the Safe Harbor systems. The Committee to End Homelessness has set a goal of full participation by these agencies and their programs by year five of the Ten-Year Plan.
- Create baseline measures and understanding—The Ten-Year Plan includes specific strategies to track and measure implementation, including 1) tracking the flow of dollars and availability of shelter and housing to understand the services being provided, broken down by geographic region and target populations; 2) continuing the One Night Count in January of each year (to coincide with the timeline required by HUD) to track the number of individuals and families living in shelters, transitional housing, and on the streets; and

3) as participation in Safe Harbors increases, tracking the time it takes for homeless individuals and families to secure permanent housing and tracking the services received.

- Capture reporting elements required under the Homeless Housing and Assistance Act—The recently passed state legislation (E2SHB 2163) requires an annual report on progress in achieving the goal of ending homelessness. The Interagency Council will convene a workgroup to identify the specific measurements and indicators that will be tracked and reported to the state by the King County Ten-Year Plan. The annual report will be issued by the Governing Board of the Committee to End Homelessness. Suggested reporting elements identified in the state legislation include the following:

- Reduction in the number of homeless individuals and families from the initial count of homeless persons
- Number of new affordable units available for homeless families, by housing type
- Number of homeless individuals who are not offered suitable housing within 30 days of their request or identification as homeless
- Number of households at risk of losing housing who maintain it due to a preventive intervention
- Transition time from homelessness to permanent housing
- Cost per person housed at each level of the housing continuum
- Ability to successfully collect data and report performance
- Extent of collaboration and coordination among public bodies as well as community stakeholders, and the level of community support and participation
- Quality and safety of housing provided
- Effectiveness of outreach to homeless persons and their satisfaction with the program.

2. *Focus county mental health, chemical abuse and dependency, public health, housing, veterans, other human services and community corrections programs on the mission of preventing and eliminating chronic homelessness due to disabling conditions.*

The Ten-Year Plan and its commitment to ending homelessness was a focal point of Executive Sims' 2005 "State of the County" address, providing clear direction to county departments to identify ways to be involved in helping to implement the Plan. The majority of initiatives come from programs within the Department of Community and Human Services dealing directly with homeless and mentally ill and/or chemically dependent individuals. However, other county departments such as Public Health, Natural Resources and Parks (DNRP), Executive Services (DES), Development and Environmental Services (DDES) and Adult and Juvenile Detention (DAJD) have also identified projects that they will undertake in the next year to focus resources on the mission of preventing and eliminating chronic homelessness due to disabling conditions.

The following list identifies initiatives currently under review or implementation by county departments and divisions, grouped by the three key strategies of the Ten-Year Plan: preventing homelessness; moving people quickly from homelessness to stable housing; and building the political and community will to end homelessness.

Preventing homelessness: An effort to end homelessness must concentrate on avoiding homelessness before it happens. Prevention supports are cost-effective, compassionate responses to eliminating or precluding homelessness in our communities. Following are new county strategies around prevention.

- Ensure individuals released from institutions (hospitals, jails) are not discharged into homelessness. All too often people are discharged from institutions with no place to go. County programs have begun to identify ways in which they can coordinate services and case management to ensure that people have housing plans in place upon discharge, including the following:
 - Work with mental health providers to develop and implement protocols around case manager responsibilities to ensure that consumers with mental illnesses being released from jails or hospitals have housing and service plans in place upon discharge. (*DCHS Mental Health*)
 - Work with health providers to develop and implement protocols around case manager responsibilities to ensure that consumers with HIV/AIDS and/or tuberculosis released from jails or hospitals have housing stabilization plans in place upon discharge. (*Public Health*)
 - Partner with the Central Area Motivation Program (CAMP) to implement the Re-Entry Project where ex-offenders will be released to the custody of CAMP case managers who will ensure that they are able to access appointments within the mental health and chemical dependency systems, enhancing successful re-entry to the community. (*DAJD Community Corrections Division*)
 - Identify people who are homeless and/or unemployed when they are screened for indigency status by the Office of the Public Defender (OPD) and their housing and employment status when the case is closed by their assigned attorney, and include housing stabilization as a component of their case management plan while receiving services with a public defense agency. (*DCHS OPD*)
 - Identify strategies to sustain and strengthen dedicated housing linkages with the Health Care for the Homeless Medical Respite Program, which provides recuperation beds for homeless people discharged from the hospital or emergency department. (*Public Health-Health Care for the Homeless Network*)
 - Strengthen housing and health care discharge linkages for homeless people served by the King County Jail Health Services, and track homeless status of Jail Health clients. (*Public Health Jail Health and Health Care for the Homeless Network*)
 - Make necessary programmatic changes to the housing component of the Criminal Justice Initiatives, based on the evaluation findings due the end of summer 2005. Investigate how these findings translate to the youth environment. (*DCHS, DAJD Community Corrections, Courts*).
- Ensure that formerly homeless individuals receive the case management supports they need to maintain permanent supportive housing. Over 80 percent of formerly homeless individuals who enter permanent supportive housing maintain that housing for a

minimum of two years; however, a sizeable minority cycle back into homelessness. Some county programs have identified projects that they can undertake to understand how and why clients fall back into homelessness and supports they can put in place to prevent this, including the following:

- Among people with severe mental health issues, research why these individuals fall back into homelessness and identify pro-active interventions that could help them maintain housing. *(DCHS Mental Health)*
- Among people with developmental disabilities, research why these individuals fall back into homelessness and identify pro-active interventions that could help them maintain housing. *(DCHS Developmental Disabilities Division)*
- Provide enhanced health services. Given that chronically homeless individuals frequently have significant health concerns, Public Health has applied for a Health Disparities Grant to fund a nurse to work to create healthier communities within permanent supportive housing projects in downtown Seattle. The grant will provide chronic disease support groups that encourage tenants to be proactive in their healthcare, as well as supporting other tenants in their recovery. *(Public Health-Health Care for the Homeless Network)*
- Implement a new oral health grant, awarded to provide dental care for people transitioning from homelessness to stable housing. *(Public Health, Downtown Public Health Dental Clinic and Health Care for the Homeless Network)*
- Increase employment and training opportunities for chronically homeless adults so that they are better able to afford housing. The lack of income and/or income supports to be able to pay rent is one of the greatest barriers to securing housing. Certain county programs have begun to identify ways in which they can help homeless and formerly homeless adults increase their employability, maintain employment and make wage gains. New initiatives include the following:
 - Investigate ways to support employment and training opportunities for clients of the Downtown Emergency Services Center (DESC) Connections Program. *(DCHS Work Training Program)*
 - Investigate ways to offer formerly homeless individuals internships and employment opportunities within county programs. *(DNRP)*
 - Investigate the possibility of expanding a current DES program that employs work crews from DAJD to provide grounds maintenance for county buildings. Similar programs could be developed that would employ homeless/formerly homeless individuals. *(DES and DAJD)*
- Provide emergency financial support to stop eviction or foreclosure. Emergency rental or mortgage assistance is a highly cost effective means to prevent homelessness. One current project is the King County Housing Stability Project using CDBG funding; 84 percent of households that receive emergency assistance are still housed six months later. Other county programs have ideas to replicate this model, including the following:

- Partner with service providers to provide rental assistance for individuals with disabilities or families who have a dependent at home with a developmental disability. *(DCHS Developmental Disabilities Division)*
- Investigate the possibility of enacting legislation to allow county employees to donate vacation leave and convert it into cash for rent or utility assistance efforts. *(DES)*

Moving people quickly into housing: Providing individuals with appropriate, permanent housing as soon as possible is cost-effective, responsive to consumer needs, and breaks the cycle of homelessness. This low-barrier approach to housing gets people off the street, helps build trust, and facilitates the individual's willingness and ability to access treatment and re-integrate into society. Two barriers stand in the way of moving people quickly into housing: lack of available housing and lack of support services. The following new initiatives will work to facilitate connections to stable housing.

- **Implement "housing first".** Programs throughout the country are beginning to identify ways in which they can implement a "housing first" model. Certain county programs are exploring how to restructure and/or contract for services that support this model, including the following:
 - Support the reintegration of developmentally disabled ex-offenders who have a history of violence; partner with Seattle Mental Health and other community based organizations to help developmentally disabled ex-offenders access employment and housing supports needed to reintegrate into the community. *(DCHS Developmental Disabilities Division)*
 - Support emerging "housing first" programs through the provision of wrap-around services; work with the new DESC project at 1811 Eastlake to organize on-site health care services, and partner with DESC and Pioneer Square Clinic to organize on-site nursing care and develop health protocols. *(Public Health-Health Care for the Homeless Network)*
- **Create new housing.** County programs have begun to identify funding and other potential opportunities to procure specific housing units, including the following:
 - Identify opportunities to utilize surplus county land/property; research and evaluate land that the county owns, as well as the policy and political dynamics involved to make the surplus property ordinance more effective in creating affordable housing. *(DCHS Housing Finance Program and DES)*
 - Work with local municipalities to explore the feasibility of nonprofits purchasing low-cost motels or other properties for use as permanent and affordable housing, utilizing a challenge grant structure whereby the county would commit \$7 in funds for every \$1 committed by the municipality, in exchange for the city's agreement to assist nonprofits with rezoning and other siting issues. *(DCHS Housing Finance Program)*
 - Redevelop the former Cedar Hills Alcohol Treatment Center in Maple Valley into transitional housing for 70 women and their families, a majority of whom will be

exiting the criminal justice system. Passage Point will provide on-site adult education, job training, mental health and chemical dependency counseling, parenting classes, and child development. *(DCHS Mental Health, Chemical Abuse and Dependency Services Division)*

- "Fast track" affordable housing. Housing and permit processes can cause delays and cost increases that can significantly affect the development of affordable housing. DDES can "fast track" the permitting process, and in some cases, waive permitting fees. DDES will conduct additional education and outreach to inform developers and staff about opportunities to streamline permits and reduce costs. In addition, there are new, affordable opportunities to incorporate "green design" elements into affordable housing. DDES will provide technical assistance to developers to improve access/understanding of these options. *(DDES)*
- Create new permanent, affordable housing opportunities for chronically homeless mentally ill individuals by working in partnership with the King County Housing Authority and mental health agencies to provide housing, mental health and chemical dependency treatment, employment services, and assistance with daily living for 25 chronically homeless mentally ill individuals in the South King County area. *(DCHS Mental Health, Chemical Abuse and Dependency Services Division)*
- Obtain additional resources/realign existing resources. County programs have begun to identify new funding opportunities to help procure and develop housing. In addition, by implementing certain initiatives, the county anticipates generating significant cost savings, which can be reprogrammed towards new uses such as developing housing or providing supportive services. New initiatives include the following:
 - Align county funding to meet the goal of ending homelessness. Given that the county provides over \$31.2 million annually for homeless housing and related services, certain county programs have begun to review eligibility criteria and regulations for the funds they monitor to identify opportunities to align contracts and funding decisions more closely with the Ten-Year Plan.
 - Prioritize HOME, HOF and RAHP funds towards ending homelessness. *(DCHS Housing Finance Program)*
 - Work with a soon-to-be convened Housing for Youth subgroup of the CEH to align funding decisions with the group's priorities. *(DCHS Youth & Family Services)*
 - Revise language in upcoming Requests for Proposal and other appropriate contracts for housing and housing services to require agencies who receive funding administered by King County to participate in the Safe Harbors data management system. *(DCHS Housing and Community Development)*
 - Secure additional McKinney Vento Funds. King County Housing and Community Development jointly leads our region's efforts each year for the HUD/McKinney application, through which King County and its municipalities receive over \$15 million annually to fund housing and supportive services. *(DCHS HCD)*
 - Implement the new Homeless Housing and Assistance Act. *(DCHS HCD)*

- Continue to seek grant opportunities. DCHS has applied for a new state grant to serve chemically dependent high utilizers. If funded, the department will coordinate these funds with reprogrammed funds for sobering services and related programs to more effectively serve this population. DCHS is also collaborating with the King County Sheriff's Office (KCSO) on a grant application to fund Crisis Intervention Training for Sheriff's Office deputies to build better understanding and response to people in a mental health or substance abuse-related crisis. *(DCHS Mental Health, Chemical Abuse and Dependency Services Division, KCSO)*
- Implement homeless health expansions. On June 1, 2005, Health Care for the Homeless (HCH) was awarded a federal oral health expansion grant that includes referral relationships with supportive housing sites. HCH will continue to pursue appropriate expansion opportunities as appropriate, with priority on implementing the goals of the Ten-Year Plan and linking services to housing sites. *(Public Health-Health Care for the Homeless)*

Build the Political and Community Will to End Homelessness: Historically, government, nonprofits, faith, civic, philanthropic and community-based organizations have been fragmented in their services, policy and legislation. The goal of the Ten-Year Plan is to retool the existing systems to create an integrated, countywide response to ending homelessness. The key to success is a regional partnership.

The future success of the Plan requires an unprecedented move towards unification among elected officials, government entities, faith communities, communities of color and their institutions and organizations, providers, philanthropy and the general public. Doing business in this unified approach will require leaders in all areas of the county to move beyond local concerns and recognize that a collective approach to ending homelessness is essential to our success.

As part of King County's contribution, several county programs have identified new ways to align efforts and community resources, educate stakeholders about the Ten-Year Plan, and enlist our community's active participation in implementing the Plan. Specific initiatives include the following:

- Create the governance structure to oversee the Ten-Year Plan. The governance structure calls for the creation of a Governing Board, Interagency Council and Consumer Advisory Council. These bodies, along with various workgroups, will oversee the actual implementation of the Ten-Year Plan. CEH staff is actively involved in recruiting and establishing these bodies at this time. *(DCHS Committee to End Homelessness)*
- Increase community awareness and support around the issue of homelessness. The CEH Project Director has made over 40 presentations to government, community and civic groups to acquaint them with the Plan. CEH staff will continue working with these entities to determine ways in which they can support Plan goals through specific programs, collaborative projects, funding and staffing. *(DCHS Committee to End Homelessness)*

- Develop an education curriculum on homeless issues for county employees. County employees may not be familiar with homeless issues. The Employee Charitable Campaign occurs each fall, and with more knowledge of the issue, county employees may choose to direct charitable giving to agencies that work with the homeless. DES will investigate ways to enhance employees' understanding of the issue of homelessness and willingness to become involved in helping to address it, either through contributions, volunteering, advocacy or other venues. *(DES)*
 - Create linkages with the faith-based community. The faith-based community reaches hundreds of thousands of individuals and will be an integral partner in helping to end homelessness. DCHS is in the process of developing a Request for Proposal to coordinate activities between the Committee to End Homelessness and the faith-based community to educate the local faith community on the Ten-Year Plan and identify opportunities for the faith community to be actively involved in implementing components of the Plan. *(DCHS Committee to End Homelessness)*
 - Coordinate community planning efforts around chronically homeless individuals. As mentioned previously a joint task force called the Chronic Populations Steering Committee will identify best practices for engaging homeless individuals and create a cross-system structure for communication, case management, discharge planning, health and behavioral health coordination and supportive housing access and retention. *(Public Health and DCHS, together with the Downtown Seattle Association and the City of Seattle Office of Housing)*
 - Utilize data to inform strategic decisions. The ability to define, understand and talk about the issue of homelessness relies on a solid understanding of the background data about the number of homeless people in the community, the services they receive, available funding for services, etc. Multiple projects are in the beginning phases of implementation that will provide us with better data, thereby allowing us to create more responsive strategies. Specific initiatives include the following:
 - Staff is engaged in a department-wide planning process to develop capabilities to use GIS mapping for key decision-making purposes. *(DCHS Housing and Community Development)*
 - Public Health will be conducting various epidemiological data and monitoring studies on issues of homelessness, risk factors and health concerns, including working to raise public awareness and increase political will through its focus on homelessness in the *Communities Count Report* and an upcoming report on housing and health. They will work with CEH staff to coordinate studies as appropriate. *(Public Health)*
3. ***Describe how the county programs will collaborate with cities and community and faith-based organizations to develop coordinated, regional housing and service systems that minimize homelessness by providing outreach, coordinated case management and integrated services and housing.***

Multiple strategies for coordinating and aligning activities have already been described in this report. The vast majority involve the active coordination of case management, integrated services and regional approaches to addressing the issue of homelessness.

In addition, CEH staff, and in particular the Project Director Jeff Natter, have begun reaching out to cities and community and faith-based organizations to provide information on the Ten-Year Plan and create the community dialogue and processes to begin to align regional efforts. Jeff Natter has given over 40 presentations to groups like the East King County City Planners, North Urban Human Services Alliance, Interfaith Task Force on Homelessness, Kent Human Services Commission, Seattle Women's Commission, North King County Mayors, City of Bellevue Human Services Commission and the Downtown Seattle Association. CEH staff will continue to coordinate initiatives and outreach to encourage local partners to align new proposals with the goals of the Ten-Year Plan.

Numerous opportunities for members of the faith community to be involved in the Plan also already exist. As mentioned previously, the following activities are currently underway:

- CEH is in the process of developing a Request for Proposal to partner with a faith-based community organization to identify specific opportunities for faith-based involvement.
- CEH staff has been, and will continue to conduct presentations of the Plan to secure endorsements among local congregations.
- Faith communities have been holding "teach-ins" at their places of worship and have invited speakers from CEH and other organizations to present information about fighting homelessness.
- Representatives from the faith community have or will be named to both the Governing Board and Interagency Council.
- Faith communities are working with CEH staff to respond to neighborhood concerns about siting and shelter use.

4. Describe the steps to be taken together with the city of Seattle, other cities and providers to fully implement the Safe Harbors Homeless Services Information System as quickly as possible.

HUD requires that all providers receiving HUD funds for homeless services participate in the local homeless management information system. The county and the City of Seattle have set a goal for full participation by the end of year five of the Ten-Year Plan. As mentioned previously, approximately 95 agencies operate over 260 shelters in King County. Twelve agencies are already actively participating in the project, accounting for 36 shelters and transitional housing programs. Qualified agencies can also access the Safe Harbors system through data integration. Data integration means that each agency has its own data system and has sufficient data elements and technology to send the data electronically to Safe Harbors, rather than having to re-key data. The King County Continuum has six agencies (accounting for 85 programs) who qualify for data integration, and they have begun to work with Safe Harbors staff to initiate data integration.

All agencies who are not already participating will be contacted for training by the end of 2005. Depending upon how quickly agencies adopt the system internally, most of the agencies and programs should be on board in the first half of 2006. To create momentum towards reaching that goal, county staff have redeveloped certain Requests for Proposals (most recently Transitional Housing and Operating - THOR) and incorporated a requirement that successful applicants will participate in Safe Harbors, or, if they are not already participating in Safe Harbors, that they will enroll according to the schedule established by Safe Harbors. Staff will continue to evaluate contracts and determine appropriate opportunities to incorporate the participation requirement. In addition, King County, United Way and Seattle are developing common contract language regarding the requirement for Safe Harbors participation, to ensure consistency across funding entities.

Finally, the Committee to End Homelessness will be convening various workgroups to coordinate activities among providers and funders to assist with implementation of the Ten-Year Plan. Data management and accountability has been identified as one potential workgroup. Workgroups will be convened once the formal governance structure has been fully developed.

Conclusion

King County has an extraordinary opportunity to tackle the issues of homelessness as never before. The Committee to End Homelessness brings together the breadth and depth of knowledge, expertise and commitment that will be needed to create the community and political will to truly end homelessness over the next decade. The Ten-Year Plan to End Homelessness offers the blueprint to build the affordable housing and supportive services needed to help vulnerable individuals and families achieve healthier and more stable futures. It will take time, energy and resources. Working together, the Plan can help to create "a roof over every bed in King County."