



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

December 12, 2017

Ordinance 18638

Proposed No. 2017-0406.4

Sponsors Kohl-Welles and von Reichbauer

1 AN ORDINANCE adopting the Veterans, Seniors and
2 Human Services Levy Transition Plan, required by
3 Ordinance 18555, Section 7.A., to govern the expenditure
4 of veterans, seniors and human services levy proceeds in
5 2018 or later years as authorized under Ordinance 18555.

6 STATEMENT OF FACTS:

- 7 1. In 2005, Ordinance 15279 placed a six-year veterans and human
8 services levy on the general election ballot. King County residents
9 approved the veterans and human services levy for 2006 through 2011 to
10 fund services for veterans and their families, military personnel and their
11 families and other individuals and families in need across King County.
- 12 2. In 2011, Ordinance 17072 placed a renewal of the veterans and human
13 services levy on the primary election ballot. King County residents voted
14 to approve the renewal, continuing for 2012 through 2017 the levy's
15 services for veterans and their families, military personnel and their
16 families and other individuals and families in need across King County.
- 17 3. In 2011, Ordinance 17236 adopted the veterans and human services
18 levy's service improvement plan for 2012 through 2017. The adopted
19 service improvement plan governs the ongoing implementation of the

20 current veterans and human services levy. Pages forty-two through forty-
21 nine of Attachment A to Ordinance 17236 constitute the current veterans
22 and human services levy's allocation plan, which specifies 2017 funding
23 levels for each veterans and human services levy activity.

24 4. The current veterans and human services levy will expire at the end of
25 2017.

26 5. In July 2017, Ordinance 18555 placed a six-year veterans, seniors and
27 human services levy on the ballot for voter consideration in November
28 2017. On November 7, 2017, the voters approved the ballot measure.

29 6. Under Ordinance 18555, levy proceeds will be used to plan, provide,
30 administer and evaluate a wide range of regional health and human
31 services and capital facilities for veterans and military servicemembers
32 and their respective families, seniors and their caregivers, and vulnerable
33 populations.

34 7. Ordinance 18555, Section 7.A., requires the executive to develop and
35 transmit for council review and adoption by ordinance a transition plan for
36 spending of the veterans, seniors and human services levy proceeds in
37 2018 or later years as authorized under Ordinance 18555. The required
38 transition plan is Attachment A to this ordinance.

39 8. Before adoption of the transition plan required in Ordinance 18555,
40 Section 7.A. and .C. allow, subject to appropriation, proceeds of the
41 veterans, seniors and human services levy to be expended to continue
42 services provided through the use of levy proceeds from the veterans and

43 human services levy in 2017 at 2017 service levels, governed by the 2012-
44 2017 service improvement plan for the veterans and human services levy
45 adopted by Ordinance 17236.

46 9. Ordinance 18555 directs that, after adoption by ordinance of the
47 veterans, seniors and human services levy transition plan, the transition
48 plan shall govern the expenditure of levy proceeds. Once the transition
49 plan is adopted, service continuation for services provided in 2017, would
50 need to be incorporated into the transition plan. The transition plan that
51 this ordinance approves includes provisions on continuing those services.

52 10. Under Ordinance 18555, once an implementation plan is adopted by
53 council, the transition plan shall no longer have force or effect. While the
54 transition plan contemplates allocating 2018 levy dollars for expenditure
55 in 2018 and beyond, expenditure of funds for those strategies and
56 programs after adoption of an implementation plan is subject to
57 appropriation and their inclusion in the adopted implementation plan.

58 11. Ordinance 18555, Section 4.B.1. through 3. each contain a provision
59 requiring that at least fifty percent of the first-year levy proceeds described
60 in each of those subsections shall be used to fund capital facilities and
61 regional health and human services that promote housing stability.

62 Ordinance 18555 requires the transition plan to provide a plan for the
63 portion of the veterans, seniors and human services levy first-year
64 requirements to expend the levy's proceeds on capital facilities and
65 regional health and human services that promote housing stability.

66 12. Ordinance 18555, Section 7.A., also requires the transition plan to
67 address elements that include: any proposed new staffing and planning
68 activities required to plan for and administer the veterans, seniors and
69 human services levy; a methodology to determine the number of seniors
70 who are also veterans or military servicemembers who were homeless as
71 of the date of enactment of Ordinance 18555; and proposed definitions for
72 the terms planning, administration, and housing stability.

73 13. In 2015, the county council passed Motion 14317 updating and
74 revising King County's vision, mission, guiding principles and goals. The
75 county's goals include improving the health and well-being of all people in
76 King County, increasing access to quality housing that is affordable to all,
77 implementing alternatives to divert people from the criminal justice
78 system, and ensuring that county government operates efficiently and
79 effectively and is accountable to the public. The county's guiding
80 principles emphasize that pursuit of the county goals should address the
81 root causes of inequities to provide equal access for all; engage with
82 partners, stakeholders and public and private organizations to achieve
83 goals; align funding, policy and operational goals of King County
84 government; and provide effective, efficient local governance and services
85 to unincorporated areas.

86 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

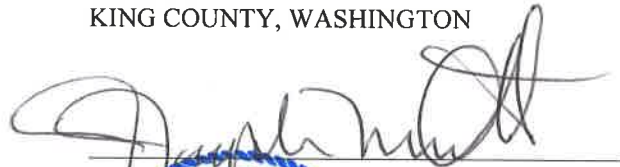
87 SECTION 1. The Veterans, Seniors and Human Services Levy Transition Plan,
88 Attachment A to this ordinance, is hereby adopted to govern the expenditure of veterans,

89 seniors and human services levy proceeds in 2018 or later years, as authorized under
90 Ordinance 18555.
91

Ordinance 18638 was introduced on 11/13/2017 and passed by the Metropolitan King County Council on 12/11/2017, by the following vote:

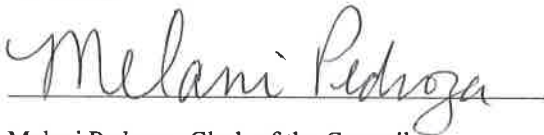
Yes: 7 - Mr. von Reichbauer, Mr. Dunn, Mr. McDermott, Mr. Dembowski, Mr. Upthegrove, Ms. Kohl-Welles and Ms. Balducci
No: 0
Excused: 2 - Mr. Gossett and Ms. Lambert

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



J. Joseph McDermott, Chair

ATTEST:

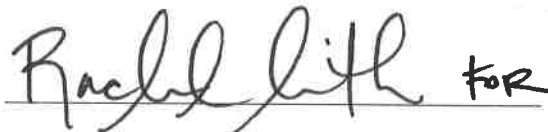


Melani Pedroza, Clerk of the Council



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CLERK
METROPOLITAN KING COUNTY COUNCIL

APPROVED this 21ST day of DECEMBER, 2017



Dow Constantine, County Executive

Attachments: A. Veterans, Seniors and Human Services Levy Transition Plan, December 5, 2017

Veterans, Seniors and Human Services Levy Transition Plan

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3
4 Ordinance 18555 requires the Executive to develop and transmit for Council adoption
5 by ordinance a proposed transition plan for the veterans, seniors and human services
6 levy, for spending of levy proceeds in 2018 or later years as authorized under the levy
7 ordinance. Under Ordinance 18555, the VSHSL Transition Plan is effective until it is
8 superseded by Council adoption of the VSHSL Implementation Plan. Consequently,
9 while this Transition Plan addresses strategies and programs proposed to be funded
10 with 2018 proceeds from the Veterans, Seniors and Human Services Levy in 2018 and
11 beyond, expenditure of funds for those strategies and programs after adoption of an
12 Implementation Plan is subject to appropriation and their inclusion in the adopted
13 VSHSL Implementation Plan.
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King County

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33 Department of Community and Human Services
34 December 5, 2017
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Contents

36		
37		
38	Executive Summary	2
39	VSHSL Background	5
40	Definitions	9
41	Continuing Current VHSL Services	10
42	New VSHSL Housing Stability Investments.....	14
43	Promoting Housing Stability for Veterans and Servicemembers and their Respective Families	
44	21
45	Promoting Housing Stability for Seniors and their Caregivers.....	31
46	Promoting Housing Stability for Vulnerable Populations	39
47	New Senior Center Investments	48
48	Technical Assistance and Capacity Building	49
49	Tracking the Number of Homeless Senior Veterans Who Obtain Housing	52
50	Criteria to Address Geographic Differences in Housing Costs and a	
51	Streamlined Process to Review and Approve VSHSL Capital Facilities ...	54
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55 Executive Summary

56

57 In November 2017, King County voters approved the Veterans, Seniors and Human Services
 58 Levy (VSHSL), a levy to replace the current Veterans and Human Services Levy (VHSL). This
 59 transition plan sets the policy framework for spending of levy proceeds in 2018 or later years, as
 60 authorized by Ordinance 18555, and subject to Council appropriation of levy proceeds and to
 61 the provisions of the Implementation Plan, when adopted. This plan proposes to: 1) continue
 62 most of the services provided in 2017 and 2) fund new strategies with levy proceeds collected in
 63 2018.

64

65 While most of the new strategies proposed in this plan are intended for development in 2018,
 66 subject to appropriation of funds, the timeline for implementing these strategies will likely be
 67 staggered. Some of the proposed new strategies may take more planning than others and some
 68 procurement processes may be lengthier than others. Additionally, although some of the
 69 strategies in this Transition Plan propose spending their full allocation under the plan in 2018,
 70 others envision allocating 2018 funds for expenditure in future years..

71

72 Because Ordinance 18555 specifies that the VSHSL implementation plan, once adopted, shall
 73 govern the expenditure of VSHSL levy proceeds and shall supersede this transition plan,
 74 continued expenditure for strategies included in this transition plan will be subject to their
 75 inclusion in the adopted implementation plan.

76

77

78 The transition plan allocates VSHSL proceeds to serve King County veterans and
 79 servicemembers and their families, seniors and their caregivers, and vulnerable populations.
 80 Allocations of proceeds fall primarily into four major categories:

81

82 **Continuing Current VHSL Services in 2018**

83 The plan identifies services provided in 2017 by the current VHSL and proposes
 84 continuing them for an additional year at their 2017 funding levels. Continuing current
 85 VHSL investments for the VSHSL's first year ensures that this plan realizes the County's
 86 intent, expressed in the VSHSL Ballot Measure Ordinance, "to continue, without
 87 interruption, currently funded regional health and human services to veterans and
 88 military servicemembers and their respective families, and other persons in King
 89 County." If an implementation plan is adopted in 2018, continuation of these services
 90 through 2018 at 2017 service levels would require inclusion of this service continuation
 91 in the adopted implementation plan.

92

93

94 **New VSHSL Housing Stability Investments**

95 The plan allocates more than \$25 million in VSHSL first-year funds for new capital
 96 facilities and regional health and human services that promote housing stability for
 97 veterans, seniors and vulnerable populations. While the VSHSL is just one part of a
 98 larger system of affordable housing and homelessness investments in King County,
 99 VSHSL funds are distinguishable because VSHSL priorities are defined solely by King
 100 County. Where federal, state and philanthropic funds have embedded within them
 101 definitions, mandatory uses or required service models that may not align with King
 102 County's conditions or values, eligible uses of—and eligibility for—VSHSL funds are
 103 entirely locally decided. As a result, despite making up just a fraction of the total system,
 the VSHSL's housing stability investments can play an essential role in connecting

104 siloed housing and service systems in ways that directly respond to conditions in King
105 County. Consequently, the VSHSL capital and human services investments that promote
106 housing stability must prioritize maximizing the collective impact of the county's overall
107 portfolio of housing stability investments.

108
109 The transition plan emphasizes the flexibility and connectivity of VSHSL funds by
110 proposing system-connected housing stability investments. For example, the plan
111 envisions using VSHSL proceeds to master lease affordable housing units so that
112 Veterans Affairs Supportive Housing (VASH) and Section 8 voucher holders—hundreds
113 of whom are so-called “shoppers” because they cannot find a landlord who will accept
114 their voucher in King County—can utilize an important and substantial federal benefit to
115 subsidize their rent.

116
117 Should any of this funding not be expended before the adoption of an implementation
118 plan, continued spending on these strategies and programs at the allocation levels
119 included in this transition plan is subject to appropriation and their inclusion in the
120 council-adopted implementation plan.

121
122 **New Senior Center Investments**

123 The plan allocates \$3,500,000 in new investments for senior centers across King
124 County. The funds will be used to help senior centers expand capacity, extend hours,
125 reach new groups of seniors and offer new services for seniors and their caregivers.
126 This allocation recognizes the cherished role that senior centers play—and the even
127 greater role that they could play—in helping to build better health and stability for King
128 County's residents as they age.

129
130 Should any of this funding not be expended before the adoption of an implementation
131 plan, continued spending on these strategies and programs at the allocation levels
132 included in this transition plan is subject to appropriation and their inclusion in the
133 council-adopted implementation plan.

134
135
136 **Technical Assistance and Capacity Building Funds**

137 The plan allocates \$525,000 to support small organizations, partnerships and groups
138 that provide VSHSL-funded services for veterans, seniors and vulnerable populations.
139 Technical assistance and capacity building funds in this plan are divided into three
140 separate uses: a fund to assist senior centers, a fund to assist current levy providers that
141 are not senior centers, and a technical assistance fund to assist potential levy providers
142 in applying for 2019-2023 VSHSL funds.

143
144 Should any of this funding not be expended before the adoption of an implementation
145 plan, continued spending on these strategies and programs at the allocation levels
146 included in this transition plan is subject to appropriation and their inclusion in the
147 council-adopted implementation plan.

148
149 In addition to describing allocations and rationales for the four major categories of expenditure
150 described above, this plan satisfies additional requirements laid out in Ordinance 18555:

151
152 **Defining Key Terms**

153 The plan defines housing stability as the ability to gain and maintain safe, habitable
154 housing in a community of one's choice for less than approximately 40 percent of

155 household income. Definitions for “planning” and “administration” are also included as
156 required by the VSHSL Ballot Measure Ordinance. The plan also incorporates definitions
157 of terms defined in Ordinance 18555.
158

159 **A Methodology to Count Homeless Senior Veterans who Obtain Housing**

160 The plan confirms that there were 422 homeless veterans who were seniors (age 55 or
161 older) on the date that the Ballot Measure Ordinance was enacted on July 21, 2017. Per
162 that ballot measure, 317 homeless senior veterans (75 percent of 422) must obtain
163 housing to satisfy a condition defined in Ordinance 18555, Section 4.B.2. The plan also
164 describes the methodology by which the Department of Community and Human
165 Services (DCHS) counted homeless senior veterans and by which DCHS will report
166 progress on that benchmark.
167

168 **Housing Stability Procurement Processes**

169 The plan includes discussions of how housing stability procurement processes will
170 account for subregional variations in housing costs in King County and how King County
171 will update housing stability project review processes to ensure responsive access to
172 VSHSL funds to create new affordable housing units.
173

174 Voters have approved the VSHSL. The transition plan will make it possible for King County to
175 quickly and efficiently move forward with the expenditure of new levy funds, both to ensure
176 continuity of current services for veterans and other vulnerable populations and to expedite
177 funding for urgently needed housing and services for veterans, seniors and other individuals
178 and families in need throughout King County. The transition plan will also make it possible to
179 plan, strategize and conceptualize around future expenditure of 2018 levy proceeds by
180 allocating these funds—subject to appropriation and inclusion in the adopted implementation
181 plan—within strategy and program areas for 2018 and, in some cases, beyond.

VSHSL Background

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VSHSL Renewal Planning Process Overview

In 2011, King County voters approved the current Veterans and Human Services Levy (VHSL), which will expire on December 31, 2017. On September 27, 2016, the Metropolitan King County Council passed Motion 14743, directing the Executive to research, develop and transmit two reports informing Council deliberations about whether and in what form to renew the current VHSL. In March 2017, the Council approved both reports: Motion 14822 approved the Veterans and Human Services Levy Assessment Report, and Motion 14823 acknowledged and approved the Veterans Housing Assessment Report.

Building upon the findings and recommendations of both reports, the Executive transmitted a proposed ballot measure ordinance for the Veterans, Seniors and Human Services Levy (VSHSL) to renew and replace the expiring VHSL. On July 21, 2017, King County enacted the ballot measure ordinance for the VSHSL as Ordinance 18555.

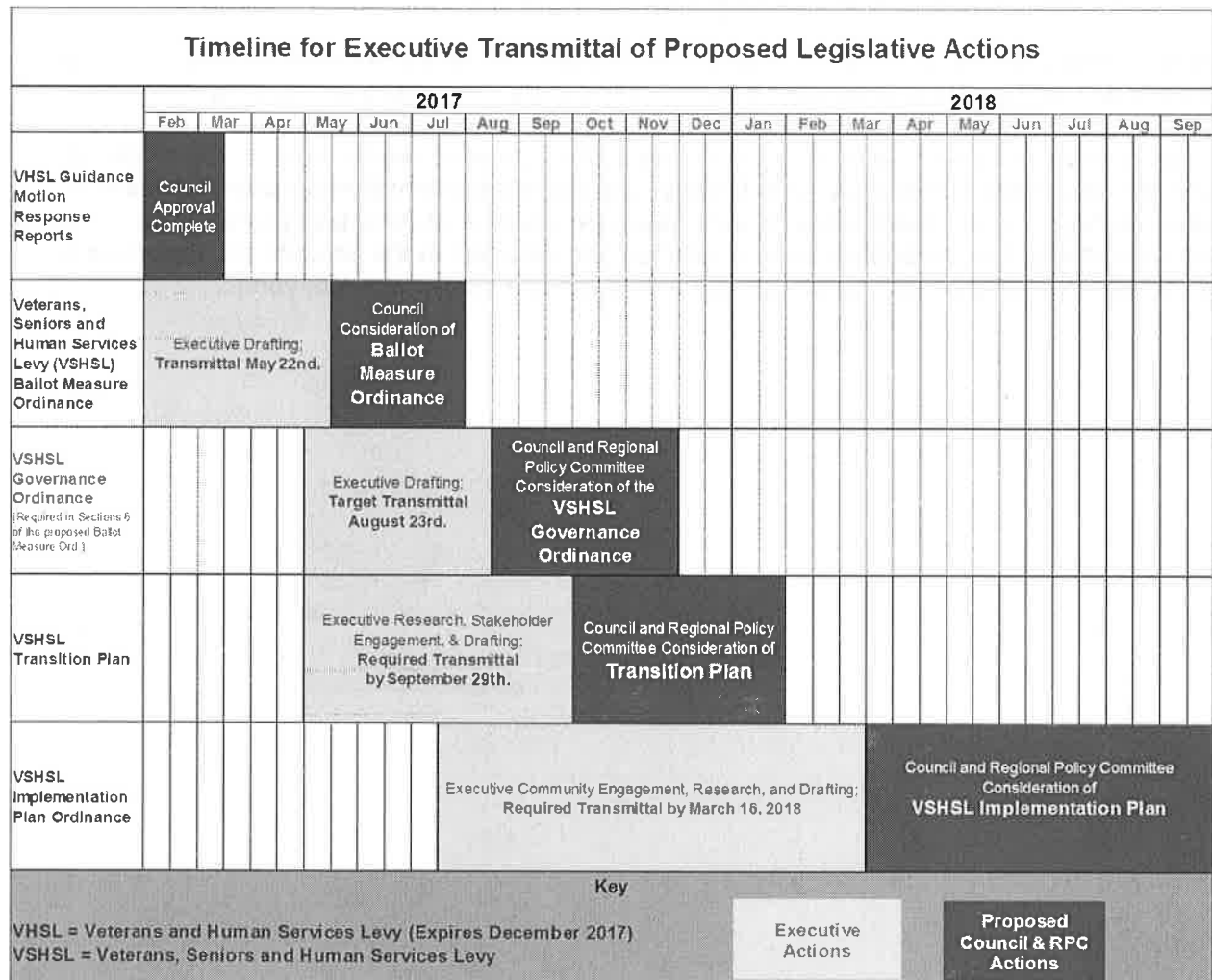


Figure 1

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202

203 Ordinance 18555 requires the Executive to develop and transmit three plans:

204

205 Governance Plan

206 The Executive transmitted the required VSHSL Governance Plan on August 23, 2017.

207 The governance plan proposes a structure for resident oversight of the VSHSL.

208

209 Transition Plan

210 This document is the required transition plan. The VSHSL Transition Plan, if adopted by

211 ordinance, will govern expenditure of the VSHSL's levy proceeds, subject to

212 appropriation, until the council adopts the implementation plan.

213

214 Implementation Plan

215 Once adopted, the VSHSL Implementation Plan, due for transmittal to the Council on

216 March 16, 2018, will govern expenditures of levy proceeds, subject to appropriation.

217

218 **VSHSL Ballot Measure Summary**

219 Ordinance 18555 placed the VSHSL on the November 2017 ballot. Voters approved the ballot

220 measure on November 7, 2017. The six-year levy lid lift's first-year rate would be \$0.10 per

221 \$1,000 of assessed valuation with a 3.5 percent limit factor. The King County Office of

222 Economic and Financial Analysis (OEFA) August 2017 King County Economic and Revenue

223 Forecast projects 2018 VSHSL proceeds totaling \$52,366,358.

224

225 At least one percent of total proceeds will be allocated to fund capacity building and technical

226 assistance. In addition, \$300,000 would be set aside for the Council's use in mitigating the

227 effects of prorationing upon suppressed fire and parks districts (if prorationing is caused by the

228 VSHSL).

229

230 The remainder would then be divided into three equal thirds: one third to provide regional health

231 and human services for veterans and servicemembers and their respective families; one third to

232 provide regional health and human services for seniors and their caregivers; and one third to

233 provide regional health and human services for vulnerable populations.

234

235 Within each third, a minimum amount must be used to fund regional health and human services

236 that promote housing stability. In 2018, at least 50 percent of each third must go to promoting

237 housing stability. In subsequent years, at least 25 percent of each third must go to promoting

238 housing stability. In all years, planning and administrative costs, as defined in this transition

239 plan, may not exceed five percent of each third.

240

241 The third for seniors and their caregivers carries an additional condition: half of the third for

242 seniors must be spent on regional health and human services for veterans who are seniors and

243 their caregivers and families. The additional condition remains in effect until either of two

244 requirements is satisfied:

245

246 • Seventy-five percent of the number of homeless senior veterans who
247 were homeless on July 21, 2017 obtain housing; or

248

249 • At least \$24 million in housing funds administered by King County—not to
250 include the one-third VSHSL funds dedicated to veterans,

251 servicemembers and their respective families—are spent to house senior

252 veterans in King County.

253

254 **Who is responsible to lead implementation of this transition plan?**

255 The King County Department of Community and Human Services (DCHS) will lead the
 256 implementation of this transition plan.

257
 258 **What new staffing and planning activities will DCHS undertake to plan for and administer
 259 the VSHSL during the transition period between the VHSL and the VSHSL?**

260 The VSHSL transition provides for the continuation of current VHSL Full Time Equivalents
 261 (FTEs) into the new levy period as well as additional staff required to plan for, administer,
 262 implement, operate and evaluate new levy programs and activities. The transition plan staffing
 263 concept is included with the financial plan that accompanies this transition plan.

264
 265 In 2018, DCHS will continue operating and evaluating current VHSL strategies and activities
 266 pursuant to this transition plan while also planning, procuring, standing up and overseeing
 267 operations of new VSHSL strategies and activities. DCHS will also simultaneously plan, finalize
 268 and prepare for execution of the VSHSL Implementation Plan, which the Executive will transmit
 269 to the Council in March 2018. Major phases of planning in 2018 will include implementation plan
 270 finalization, procurement process design and execution, evaluation planning, ongoing
 271 community partnership and assessment of transition plan activities to incorporate lessons
 272 learned into procurement and contracting processes associated with the implementation plan.
 273 This plan limits planning and administration costs to five percent of each third of the levy for
 274 veterans, seniors and vulnerable populations.

275
 276 **What period of time does the transition plan cover?**

277 Under the levy ordinance, once the implementation plan is adopted by the council, the transition
 278 plan no longer has force or effect. Consequently, while the transition plan contemplates
 279 allocating 2018 levy proceeds for spending in 2018 and, in the case of some proposed
 280 strategies, beyond 2018, the implementation plan will supersede the transition plan once it is
 281 adopted. Thus, although the transition plan's allocations represent what is intended for the use
 282 of 2018 levy funds in 2018 as well as, in some cases, later, spending of these allocations to
 283 implement this intent after adoption of the transition plan will require that these strategies and
 284 programs, and their allocation levels be included in the council-adopted implementation plan.
 285 The transition plan will expire when superseded by passage of an ordinance adopting the
 286 implementation plan required by Ordinance 18555, Section 7.B.

287
 288 **How does the transition plan fit with the implementation plan?**

289 Ordinance 18555, Section 7, describes the concept for implementing the VSHSL in three
 290 possible phases:

291
 292 2018 Pre-Transition Plan Continuation Provision

293 For any portion of 2018 that may transpire before enactment of an ordinance adopting
 294 this transition plan, Ordinance 18555, Section 7.C, authorizes the continuation of 2017
 295 VHSL services at 2017 service levels, subject to appropriation, until adoption of this
 296 transition plan. This transition plan addresses in detail the pre-transition plan
 297 continuation provision in the section entitled "Continuing Current VHSL Services."

298
 299 Transition Plan

300 Ordinance 18555, Section 7.A, requires this VSHSL Transition Plan. Upon adoption by
 301 ordinance of this transition plan, it will govern the expenditure of levy proceeds until the
 302 adoption by ordinance of the implementation plan.

303
 304

305 Implementation Plan
306 Ordinance 18555, Section 7.B, requires transmittal in March 2018 of a VSHSL
307 Implementation Plan. Once adopted by ordinance, the implementation plan will
308 supersede the transition plan. The council-adopted implementation plan would then
309 govern expenditures for the remainder of the VSHSL levy period.
310

311 **What does Ordinance 18555 require this transition plan to address?**

312 The VSHSL Transition Plan is organized around the five major requirements laid out in the
313 VSHSL Ballot Measure Ordinance:

314
315 Definition of “housing stability” and a plan to expend first-year VSHSL housing stability
316 funds

317 This transition plan includes a plan for the portion of VSHSL first-year proceeds required
318 to be expended to promote housing stability; a definition of housing stability that
319 addresses the appropriate percentage of household income that should be spent on
320 housing as compared to other necessities such as food, clothing, transportation; risk
321 factors for housing instability, and housing safety and quality; criteria for assessing
322 housing stability needs and for allocating housing stability investments that address
323 geographic differences and trends in housing stability, including housing costs; and a
324 plan to streamline the review and approval of capital facilities so that resources are
325 made available in an expeditious and responsible manner while reducing costs.
326

327
328 Methodology to measure progress in housing senior veterans who are homeless

329 This transition plan details the methodology by which DCHS will determine the number
330 of senior veterans who were homeless as of the date of enactment of Ordinance 18555,
331 the methodology to track the number of veterans and military servicemembers who
332 obtain housing over the term of the VSHSL, and the plan to execute the tracking
333 methodology.
334

335 Continuation of current VHSL services during the transition to the VSHSL

336 This plan must include a recommended course of action that would minimize service
337 discontinuity during the transition between the current Veterans and Human Services
338 Levy and the VSHSL.
339

340 Transition staffing

341 The financial plan accompanying this transition plan describes proposed staffing
342 required to operate the VSHSL in 2018.
343

344 Definitions of “planning” and “administration”

345 This plan must include definitions of planning and administration as those terms are
346 used within this plan to limit planning and administrative costs to five percent of
347 proceeds allocated to each VSHSL third for veterans, seniors and vulnerable
348 populations.
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Definitions

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This transition plan incorporates the Ordinance 18555 definitions of the following terms:

- "Caregiver"
- "Military servicemember"
- "Regional health and human services"
- "Senior"
- "Technical assistance and capacity building"
- "Veteran"
- "Vulnerable population"

The following terms are defined for the purposes of this plan:

“Administration” as it used in this transition plan means staff positions and their related activities that oversee, direct or enable the operation of multiple VSHSL programs or the VSHSL as a whole. Examples of “administration” include staff and activities that provide support for the VSHSL’s resident oversight boards, staff and related activities that provide fiscal planning and accounting services for the levy, perform management-level supervision of VSHSL staff across multiple VSHSL programs, manage and execute procurement processes, provide administrative professional support to other levy staff, manage overall levy performance or performance among multiple levy programs, or provide other division or department-level oversight services. “Administration” does not include staff positions and their related activities that evaluate the VSHSL and its programs, that manage community partnerships and communications about the VSHSL, or that provide or implement VSHSL-funded capital and regional health and human services.

“Housing stability” means a household’s ability to gain and maintain safe, habitable housing in a community of one’s choice for less than approximately 40 percent* of household income.

**Note that “approximately 40 percent” in this definition refers to the target percentage of household income that should be spent to secure housing. It does not refer to the eligibility threshold that will be applied to households seeking VSHSL housing stability services—i.e, it does not refer to the percentage of Area Median Income (AMI) that a household should earn to receive VSHSL services.*

“Planning” as it is used in this transition plan refers to staff positions and their related activities that research, design, prepare for and execute the fiscal, human resources and management-level direction-setting and supervision of the VSHSL as a whole and activities related to the provision of support for the VSHSL’s resident oversight boards. Planning staff positions and activities have responsibilities across multiple VSHSL programs. “Planning” does not include staff positions and their related activities that evaluate the VSHSL and its programs, that manage community partnerships and communications about the VSHSL, or that provide or implement VSHSL-funded capital and regional health and human services.

Continuing Current VHSL Services

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The VSHSL Ballot Measure Ordinance requires the transition plan to limit the discontinuity of current VHSL services during the transition into the new levy period. The ordinance also provides authority, subject to appropriation, to fund with VSHSL levy proceeds VHSL services provided in 2017 at 2017 service levels until adoption of the transition plan.

This transition plan proposes to continue through 2018 current VHSL services provided in 2017 at 2017 levels, with one exception for a program the funding level of which is slightly reduced, ensuring that the transition plan's continued activities and contract amounts "match" the continued activities and contract amounts authorized by the pre-transition plan continuation clause of the VSHSL Ballot Measure Ordinance. As indicated earlier, should an implementation plan be adopted in 2018, continuation of these services would be controlled by the provisions of that plan. It is the intent to incorporate into that implementation plan this same level of service continuation through the remainder of 2018. Matching continued activities and contract amounts maximizes notice and predictability to providers of current VHSL services, which best positions them to continue services for veterans and vulnerable populations during the transition between the current VHSL and the VSHSL Implementation Plan, which upon adoption by ordinance, will govern the VSHSL remainder of the six-year levy period. Table 1 at the end of this section lists VHSL activities and contract amounts that this transition plan continues.

VSHSL Ballot Measure Ordinance Requirements

Ordinance 18555, Section 7.A.1, requires this transition plan to include

[a] recommended course of action that would minimize service discontinuity for veterans and military servicemembers and their respective families and other individuals and families in need during the transition between the veterans and human services levy and the veterans, seniors and human services levy

In the case that some portion of 2018 may transpire before the Council adopts this VSHSL Transition Plan, Ordinance 18555, Section 7.C, provides authority, subject to appropriation, to fund with VSHSL levy proceeds VHSL services provided in 2017 at 2017 service levels until the adoption of a transition plan that would govern expenditure of levy proceeds during the transition period:

Until the council adopts by ordinance the transition plan ..., subject to appropriation, levy proceeds may only be expended to continue services provided in 2017 at 2017 service levels and such expenditures shall be governed by the Service Improvement Plan 2012-2017 – Veterans and Human Services Levy adopted by Ordinance 17236.

Section 7.C's pre-transition plan continuation authority expires upon transition plan adoption.

Why "match" between pre-transition plan continuation clause and the transition plan?

This transition plan limits possible service discontinuity of current VHSL services during the transition into the new levy period by continuing VHSL activities that were provided in 2017 at 2017 service levels, governed by the [2012-2017 Service Improvement Plan's Allocation Plan](#) as adopted by [Ordinance 17236](#). This approach matches the levy activities and contract amounts to be continued under authority of Ordinance 18555, Section 7.C, with the levy activities and contract amounts to be continued under authority of Ordinance 18555, Section 7.A.1.

452 “Matching” the continued activities and contract amounts to be continued under both provisions
 453 enables King County to negotiate, draft and execute with current VHSL providers one set of
 454 contract amendments. The single round of contract amendments would be negotiated and
 455 would be effective through the end of 2018, subject to inclusion of this continuation in the
 456 Council-adopted transition plan and subject to appropriation.
 457

458 This approach maximizes notice and predictability for VHSL providers, whose current VHSL
 459 contracts expire with the current levy on December 31, 2017. “Matching” also avoids the
 460 potential disruption of re-negotiating, re-drafting and re-executing a second round of contract
 461 amendments upon Council adoption of the transition plan. Providers will be best positioned to
 462 continue serving King County residents and limit discontinuity of services if they have sufficient
 463 notice and predictability to maintain staffing and confidently offer long-term services to clients.
 464

465 The alternative, not proposed here, would be to perform one set of contract amendments under
 466 the continuation authority provided by Ordinance 18555, Section 7.C, and then to execute a
 467 second round of contract amendments upon adoption of this transition plan. In addition to the
 468 issue of potentially requiring a second round of amendments, levy providers would experience
 469 more uncertainty with respect to 2018 if there is not a presumption that continuation under
 470 Sections 7.C and 7.A.1 will match. Under the same rationale, it is the intent to continue these
 471 services and programs at these levels through the implementation plan for the remainder of
 472 2018, should that plan be adopted prior to the end of 2018.
 473

474 **Which VHSL activities does this transition plan continue? For what contract amount?**

475 Table 1 identifies the current VHSL activities and contract amounts for which this plan proposes
 476 continuation during 2018, is subject to appropriation and inclusion of the same level of
 477 continuation in the Council-adopted implementation plan, should it be adopted in 2018. In
 478 addition to identifying VHSL activities and contract amounts for continuation, the table
 479 designates which portion of the new VSHSL’s proceeds (those controlled by Ordinance 18555
 480 Section 4.B.1, 4.B.2 or 4.B.3) would fund the continued contract.
 481

482 Table 1 also identifies continued VHSL activities that promote housing stability. The purpose of
 483 designating activities that promote housing stability is to identify which currently funded VHSL
 484 activities will be included when assessing whether total use of VSHSL's first year proceeds in
 485 2018 complies with the Ordinance 18555 requirement that each third of the VSHSL expend at
 486 least 50 percent of first-year proceeds on regional health and human services that promote
 487 housing stability.
 488

489 **Does the transition plan continue any VHSL activities or costs not included in Table 1?**

490 VHSL Activity 2.6.D (King County Internship Program for Veterans) will continue as a program
 491 in 2018. Cost information for Activity 2.6.D is not included in Table 1 because the activity was
 492 fully funded in 2017 for two years of operations and therefore does not require continuation
 493 funding in the VSHSL Transition Plan, which will govern 2018 VSHSL expenditures until the
 494 adoption of the VSHSL implementation plan. Continuation of Activity 2.6.D beyond 2018 would
 495 require new funds starting in 2019.
 496

497 Also not captured within Table 1 are the costs of continuing the current VHSL’s administration,
 498 evaluation and board support costs. The VSHSL Transition Plan provides for the continuation of
 499 those activities. The costs of continuing those activities are incorporated in the total
 500 administration (limited to five percent of each third of the VSHSL), evaluation and board support
 501 costs of the VSHSL. VSHSL staffing, which includes continuation of current VHSL staffing, is
 502 described in the accompanying financial plan.

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How will continued VHSL activities be evaluated?

As current levy services and contract amounts are continued for an additional year, so too will the current VHSL evaluation practices. Current VHSL evaluation practices are controlled by the 2012-2017 Levy Evaluation Implementation Plan.¹ Levy Activity Evaluation Templates for all 2017 VHSL templates are also available online.² Both the Levy Evaluation Implementation Plan and the Levy Activity Evaluation Templates will be updated for 2018, pending adoption of this transition plan.

¹ Available online at http://kingcounty.gov/depts/community-human-services/initiatives/levy/~media/depts/community-human-services/VHS-Levy/Evaluation/2012_-2017_VHS_Levy_Evaluation_Implementation_Plan_Master_2016_Posted_1,-d-,24,-d-,2017.ashx?la=en

² Available online at <http://kingcounty.gov/~media/depts/community-human-services/VHS-Levy/Evaluation/AttachmentA20122017LevyEvaluationImplementationPlan2017ActivityLevelEvaluationTemplates51517.ashx?la=en>

Current VHSL Services Continued in Transition Plan Broken into New VSHSL Expenditure Categories				
Current VHSL Activity	Veterans expenditures under Ord. 18555, Section 4.B.1	Seniors expenditures under Ord. 18555, Section 4.B.2	Vuln. Population expenditures under Ord. 18555, Section 4.B.3	Primarily promotes Housing Stability?
1.1 King County Veterans Program	\$2,485,000			
1.2 Outreach & Engagement				
A Enhanced Outreach to Women Veterans & Veterans of Color	\$300,000			Y
B Veteran Information and Referral	\$100,000			
C Homeless Veterans Street Outreach	\$84,000			Y
1.3 Veterans Employment and Training (Vet Corps)	\$200,000			
1.4 Contracted PTSD Treatment & MST Curriculum	\$450,000			
1.5 Veterans Justice				
A Veterans Incarcerated Program	\$100,000			
B Veterans Legal Assistance Program	\$20,000			
C Emerging Programs for Justice Involved Veterans	\$345,000			
1.6 Support for Military Families				
A Military Family Outreach	\$174,000			Y
B Military Family Counseling	\$100,000			
2.1 Outreach & Engagement				
A Homeless Street Outreach	\$86,000		\$190,000	Y
B Sobering/Emergency Services Patrol	\$45,000		\$100,000	
C Mobile Medical Outreach	\$90,000		\$210,000	
D South King County Homeless Outreach	\$15,000		\$65,000	Y
2.2 Housing Capital (See Notes in Total Cost to Continue Summary Below)				
2.3 Housing Stability Program	\$400,000		\$400,000	Y
2.4 Housing Support Services				
A Housing Health Outreach Team	\$75,000		\$290,000	Y
B On-Site Support Services	\$720,000		\$1,000,000	Y
2.5 Criminal Justice Initiatives				
A ICMT/VITAL (Formerly FACT)	\$63,000		\$142,000	Y
B FISH	\$210,000		\$480,000	Y
2.6 Employment Training				
A Community Homeless Employment Services	\$120,000		\$550,000	Y
B Career Connections	\$120,000		\$300,000	
C No Longer Programmed				
D King County Veterans Internship/Fellowship				
3.1 Behavioral Health Integration				
A Behavioral Health Integration			\$625,000	
B Behavioral Health Integration for Veterans	\$600,000			
3.2 Veteran and Trauma Competency Training	\$200,000		\$50,000	
3.3 Healthcare Reform	\$25,000		\$245,000	
3.4 PEARLS		\$356,000		
3.5 Facilitation of ongoing Partnerships	\$70,000		\$70,000	
3.6 Client Care Coordination			\$100,000	
4.1 Home Visiting (NFP & Healthy Start)				
A Nurse Family Partnership			\$470,000	
B Healthy Start			\$270,000	
4.2 Maternal Depression Reduction			\$625,000	
4.3 Parent Education and Support			\$260,000	
4.4 Passage Point			\$415,000	Y
4.5 Information and Referral				
A 211 Community Information Line			\$50,000	
B Cultural Navigator			\$70,000	
Cost to Continue Current VHSL Services at 2017 Levels				
1. This cost excludes costs to continue current levy administration, evaluation and board support--those continuation costs are embedded in the total admin, evaluation, and board support costs for the VSHSL Transition Plan.				
2. This cost excludes the capital allocation in 2.2 (\$960,000 in Veterans Levy and \$1,200,000 in Human Services Levy)--those amounts are rolled forward as programmable and embedded in the funds available for "new" VSHSL housing stability (See Table 2)	\$7,197,000	\$356,000	\$6,977,000	
3. Activity 2.6.D (Vets Internship) is being continued, but there is no cost associated because the activity received complete funding in 2017 to operate through 2018.				
Total cost of continued activities that promote housing stability	\$2,247,000		\$3,532,000	

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Table 1

New VSHSL Housing Stability Investments

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The VSHSL Ballot Measure Ordinance requires this transition plan to provide a plan for the 50 percent of VSHSL first-year levy proceeds from each third of the levy that would fund regional health and human services that promote housing stability for veterans, seniors and vulnerable populations. This section of the transition plan defines “housing stability,” explores contributors to housing instability, and identifies strategies and allocations of VSHSL proceeds by which the VSHSL’s transition plan will promote housing stability for veterans, seniors and vulnerable populations in King County.

Summary of VSHSL New Housing Stability Investments

The table below summarizes the transition plan’s proposed allocations of VSHSL’s first year proceeds to fund new housing stability investments for veterans, seniors (with senior veteran investments separately tracked) and vulnerable populations. Should this funding not be expended before the adoption of an implementation plan, continued spending on these strategies and programs at the allocation levels included in this transition plan is subject to appropriation and to inclusion of these in the council-adopted implementation plan.

Summary of VSHSL Transition Plan’s New Housing Stability Strategy Allocations				
	Veterans	Senior Veterans	Seniors	Vulnerable Pops.
	IAW Ord. 18555, §4.B.1	IAW Ord. 18555, §4.B.2	IAW Ord. 18555, §4.B.2	IAW Ord. 18555, §4.B.3
Housing Stability Strategy 1: Capital & Operating Funds³	\$5,005,000	\$4,500,000	\$1,460,000	\$5,505,000
Housing Stability Strategy 2: Master Leasing & Shallow Rent Subsidies	\$2,110,000	\$2,625,000	\$405,000	\$2,185,000
Housing Stability Strategy 3: Age-In-Place Supports	\$30,000	\$1,415,000	\$780,000	\$10,000
Housing Stability Strategy 4: Enhanced Shelter Partnership				\$1,000,000
Housing Stability Strategy 5: Preventing Inappropriate Housing Loss	\$400,000		\$400,000	
Housing Stability Strategy 6: KCVP Rental & Financial Assistance	\$400,000			
Housing Stability Strategy 7: Promoting Home Ownership	\$500,000			
Cost of Continued Services from Current VSHSL that Promote Housing Stability (See	\$2,247,000			\$3,532,000

³ Included in the new housing stability investments described within this section are the current VSHSL’s Activity 2.2 capital funds in the amounts of \$960,000 for veterans and \$1,200,000 for vulnerable populations. The current VSHSL awards those capital funds annually through a competitive process. Although Ordinance 18555 authorizes expenditure, subject to appropriation, to continue current VSHSL Activity 2.2 capital funds at 2017 levels, those funds are programmed within this section of the transition plan along with the VSHSL’s new Housing Stability investments. Specifically, the amount shown for Capital and Operating Funds for Veterans under Ordinance 18555, Section 4.B.3 includes \$960,000 of continued capital funds from VSHSL Activity 2.2, and the Capital and Operating Funds for Vulnerable Populations under Ordinance 18555, Section 4.B.1 includes \$1,200,000 of continued capital funds from VSHSL Activity 2.2.

Table 1)

Table 2

Defining “Housing Stability”

Ordinance 18555, Section 7.A.3,k requires this plan to include a definition of “housing stability”:

The executive shall develop and include a definition of housing stability that shall address but not be limited to: the appropriate percentage that housing costs should represent of a person’s income as compared to costs of other necessities, such as food, clothing, transportation and medical care; risk factors for housing instability or housing insecurity; and housing safety and quality.

This transition plan defines “housing stability” as the ability to gain and maintain safe, habitable housing in a community of one’s choice for less than approximately 40 percent* of household income.

**Note that “approximately 40 percent” in this definition refers to the target percentage of household income that should be spent on housing. It does not refer to the eligibility threshold that will be applied to households seeking VSHSL housing stability services—i.e, it does not refer to the percentage of Area Median Income (AMI) that a household should earn to receive VSHSL services.*

Risk Factors for Housing Instability in King County

Data show that too many King County residents experience housing instability in the form of homelessness, displacement, unaffordability and unsafe or unfit housing. Since 2000, King County’s population has grown by more than 200,000 residents.⁴ Unfortunately, as King County’s economy and population have grown, creation of housing units has lagged.

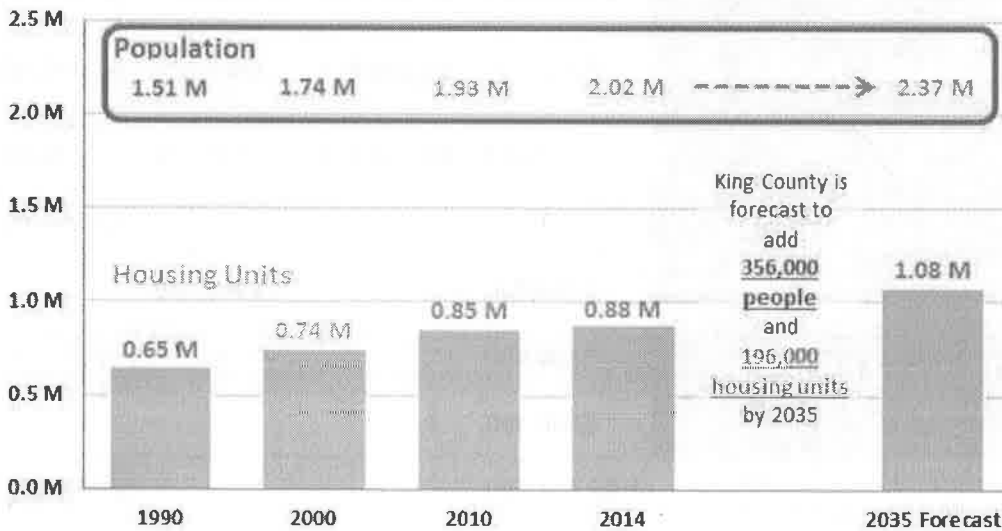


Figure 2

The growing gap between population and available housing, exacerbated by robust economic growth despite suppressed wage growth for all but the highest earners, makes housing in King County increasingly unaffordable. As residents must commit increasingly large portions of their

⁴ See <http://www.kingcounty.gov/~media/depts/executive/performance-strategy-budget/regional-planning/Demographics/KC-profile2016.ashx?la=en>.

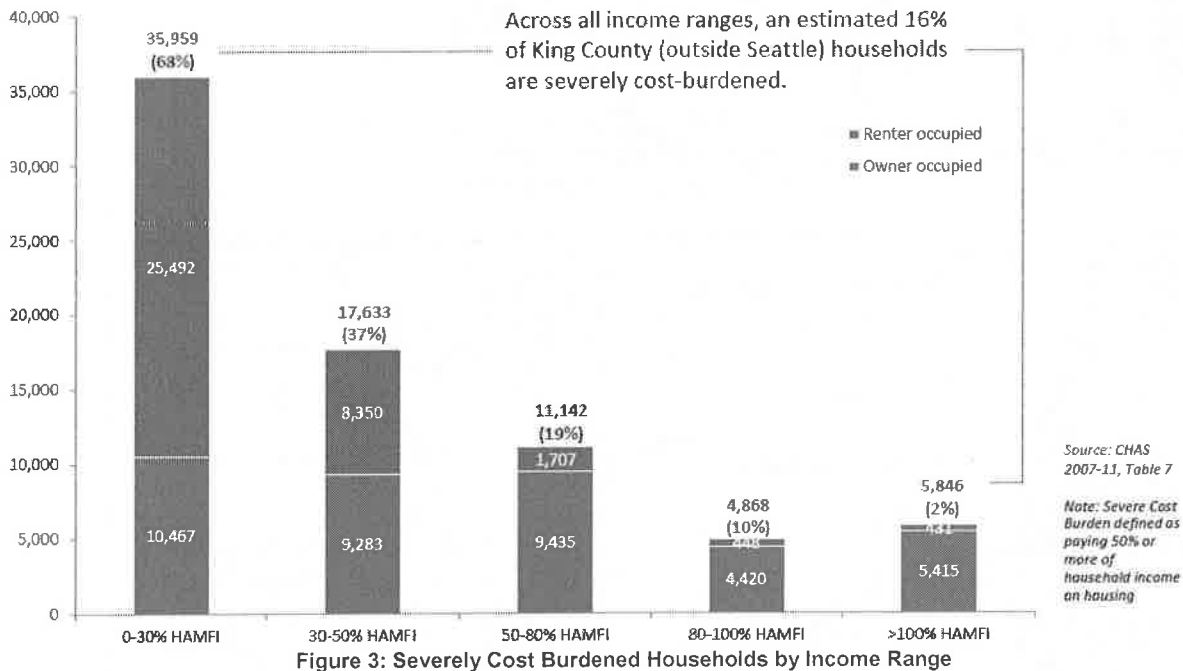
566 income to afford to live in King County, an increasing number of households experience, or are
 567 at risk of, housing instability.

568
 569 Approximately 36 percent of King County households are “cost burdened,” spending more than
 570 30 percent of their income on housing.⁵ Fourteen percent of King County households are
 571 “severely cost burdened,” spending over 50 percent of their monthly income on housing.

572
 573 Cost burdening is more than just an empirical measure of housing instability. Cost burdened
 574 households daily feel the stress of knowing that an unexpected job loss, emergency room visit
 575 or utility payment can set off a chain reaction of financial hardship that results in housing loss.

576
 577 Figure 3 illustrates how King County residents with the lowest levels of income bear the highest
 578 rates of cost burdening and severe cost burdening. More than two-thirds of very low-income
 579 households are cost burdened or severely cost burdened.

About 68% of, or 35,959, very low-income households spend half or more of their total household income on housing. Households in higher income ranges are less likely to be severely cost-burdened, but across all income levels an average of 16% of households spend half or more of their income on housing.



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 582
 583 Cost burdening is also geographically concentrated in certain parts of King County, with owners
 584 and renters exhibiting differing geographic distributions.
 585

⁵ <http://www.communitiescount.org/index.php?page=distribution-by-ownership-and-cost-burden>

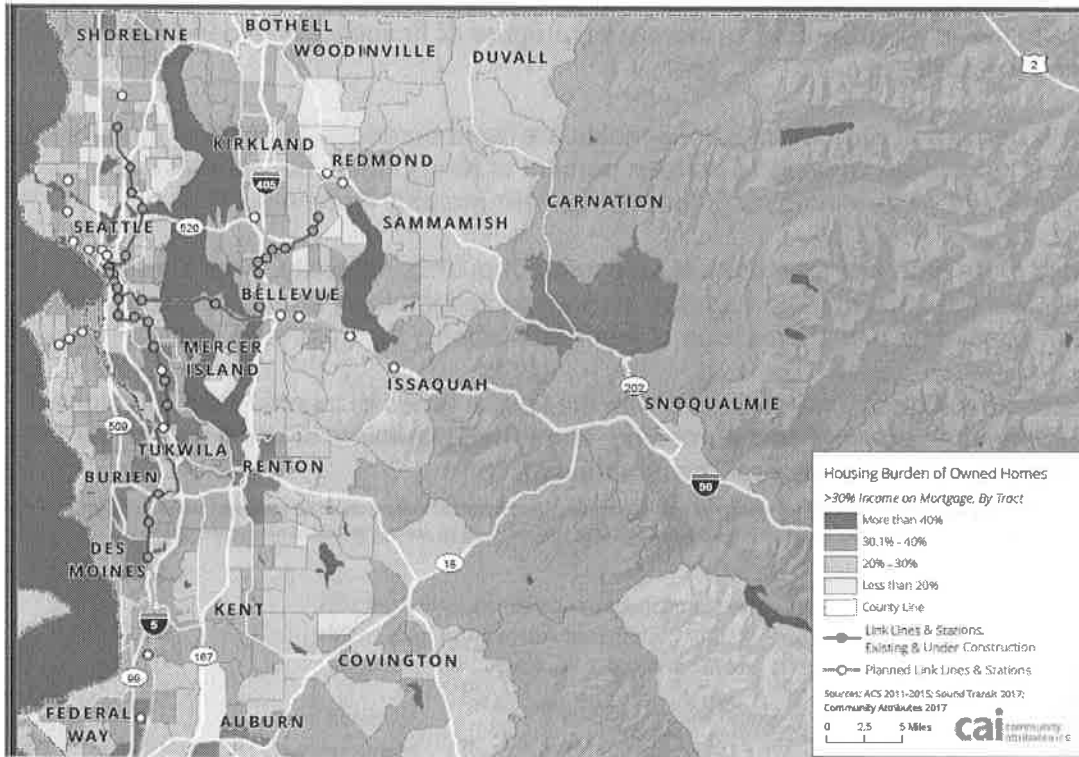


Figure 4: Cost Burdened Owned Homes

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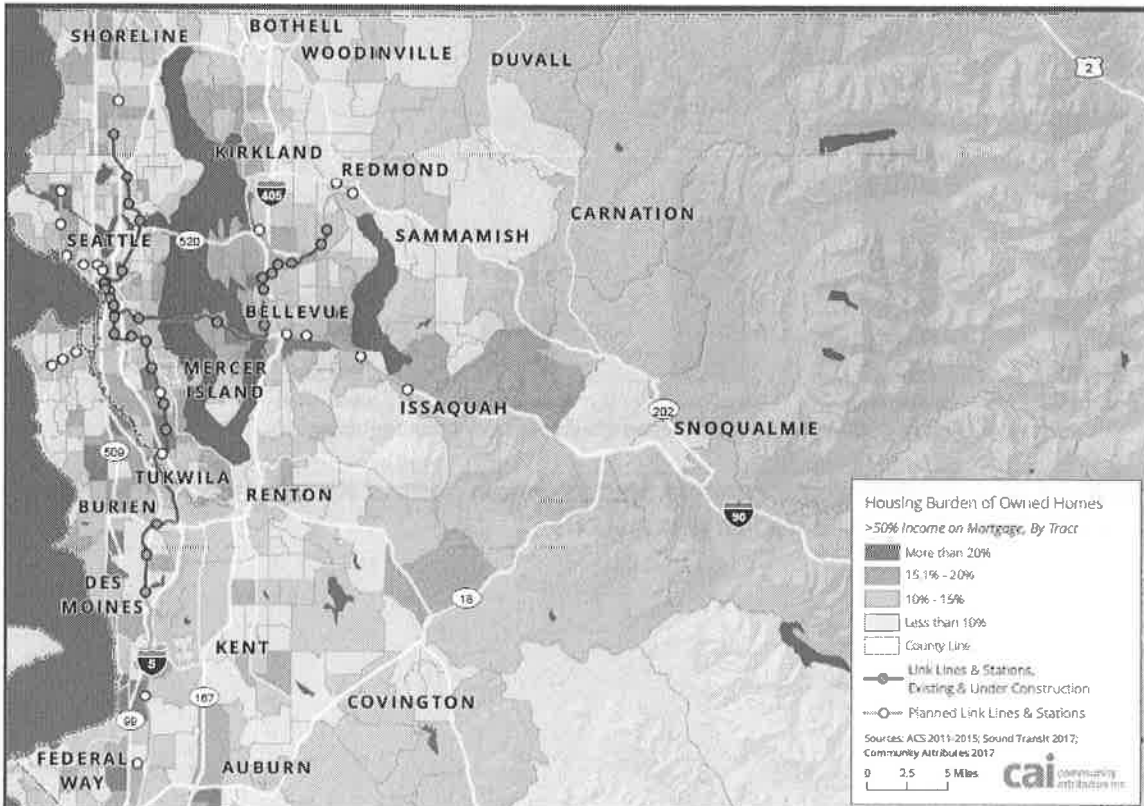


Figure 5: Severely Cost Burdened Owned Homes

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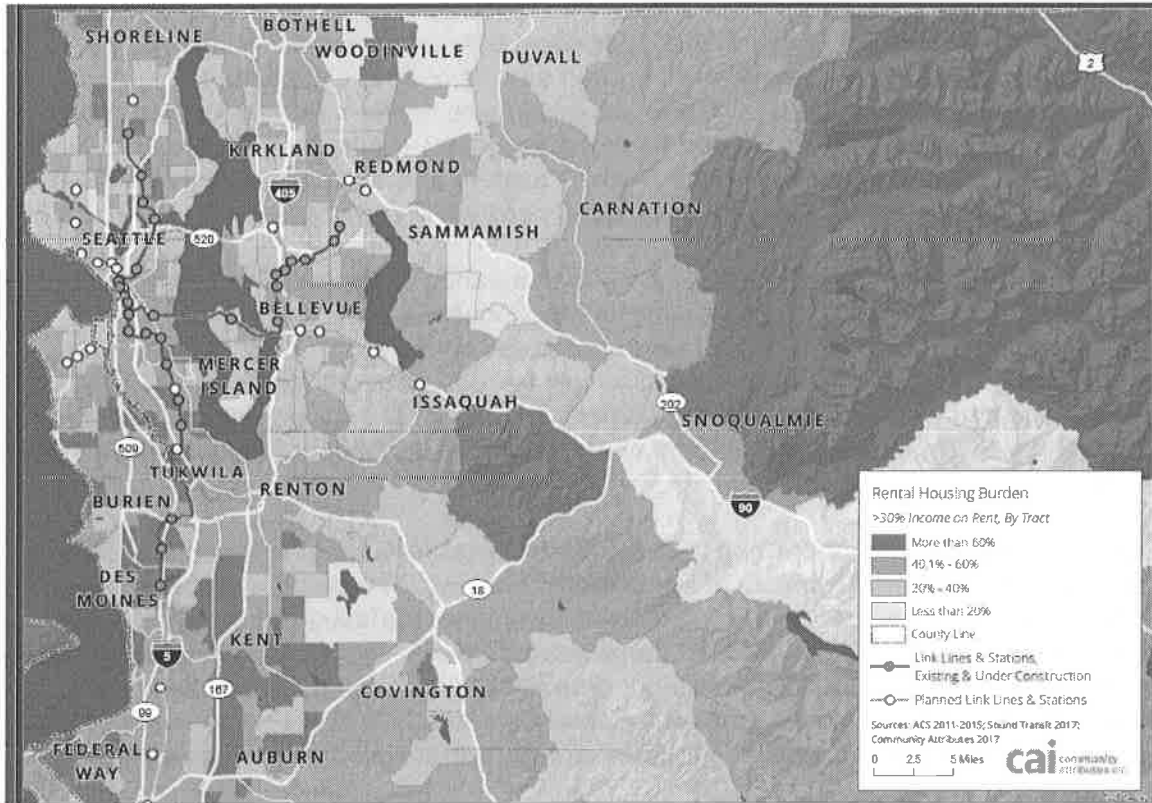


Figure 6: Cost Burdened Rented Households

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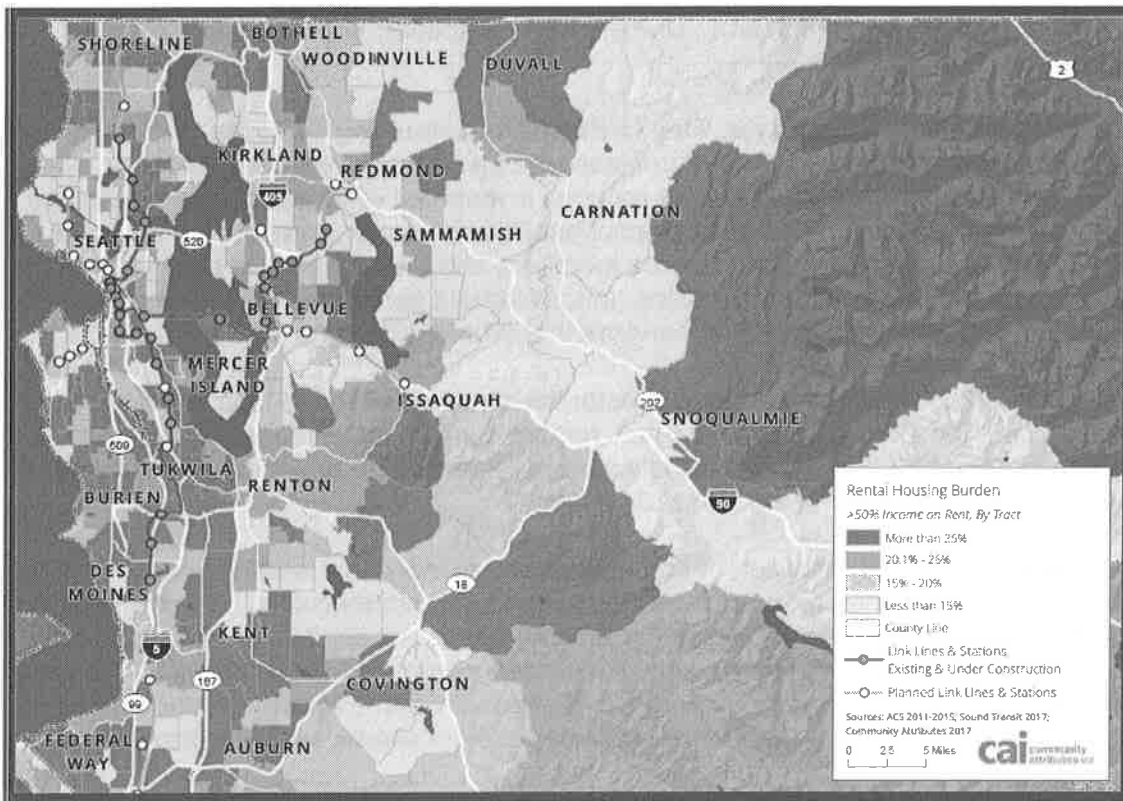


Figure 7: Severely Cost Burdened Rented Households

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598 Figures 6 and 7 show the cost burden of residents who rent their housing. The cost-burden
 599 magnitudes and distributions in Figures 6 and 7 depict an even more severe version of the
 600 situation of owners depicted in Figures 4 and 5. Large swaths of King County have high
 601 concentrations of cost burdened owners. There are even more resident renters in even more
 602 parts of the county paying even more of their household income—between 40-60 percent—
 603 towards housing. Too many of these residents—many owners and even more renters—are one
 604 unexpected expense away from financial difficulty and possible homelessness.

605
 606 Compounding the issue, King County is also home to thousands of residents who have already
 607 become homeless. Approximately 11,643 people in King County are experiencing
 608 homelessness according to the 2017 Count Us In homeless count. King County's affordable
 609 housing and emergency housing supply must grow just to keep pace with the rising needs of
 610 residents experiencing housing instability and homelessness.⁶ Of the individuals counted by
 611 King County's Point-In-Time Count, 47 percent were residing in shelters or locations not suitable
 612 for habitation.⁷

613
 614 As affordable housing becomes more and more scarce, the county's most vulnerable residents
 615 acutely experience the negative impacts of inaccessible housing. The result is higher rates of
 616 cost burdening, particularly among renters, and therefore higher numbers of households who
 617 enter and experience homelessness. Both of these related trends—housing unaffordability and
 618 homelessness—will be difficult to reverse without dramatically increasing the supply of
 619 affordable housing and without robust support for services that can prevent homelessness and
 620 create pathways back to housing stability for those already experiencing homelessness.

621
 622 The VSHSL, although insufficient in scale or scope to end by itself either homeless or housing
 623 unaffordability, provides an important opportunity to focus on increasing housing stability—
 624 through a blend of capital, operations, and services—for the specific populations of veterans,
 625 seniors and vulnerable populations.

626 **The Unique Role that VSHSL Proceeds Play in Promoting Housing Stability**

627 Responding to the urgency and severity of homelessness and housing instability in King
 628 County, the VSHSL Ballot Measure Ordinance requires investment of at least 50 percent of the
 629 first year's proceeds in capital facilities and regional health and human services that promote
 630 housing stability for veterans and military service members and their respective families, seniors
 631 and their caregivers, and vulnerable populations. In subsequent years, the VSHSL must invest
 632 at least 25 percent of proceeds in capital or services that promote housing stability.
 633

634
 635 Federal and state funding are necessary and substantial contributors to the total set of housing
 636 stability resources in King County, but those funds require compliance with regulations and
 637 purposes that incorporate federal or state priorities. Federal and State priorities may in some
 638 cases misalign with local conditions, priorities, or values.

639
 640 For example, under the federal definition of homelessness, an individual who has been
 641 institutionalized for 90 days or more, even if he or she had been homeless for 20 years prior to
 642 institutionalization, is not considered homeless, and therefore, is not eligible for HUD-funded
 643 homelessness housing. At the same time, many involuntary commitments under state law must
 644 be for at least 90 days, while terms of incarceration exceed 90 days. Eligibility criteria and
 645 definitions accompanying federal or state funding create system seams and gaps through which

⁶ Ibid.

⁷ Count Us In Report, Executive Summary (2017)

646 real people and families fall. Recovery and reentry are difficult under ideal conditions—
647 homelessness makes them harder.

648
649 Federal and state sources may also require specific ratios or models for capital, rental
650 assistance or operating investments that do not align with local conditions. Affordable housing
651 and housing stability strategies that work in other parts of the nation or state may not fit with
652 King County's local conditions.

653
654 In contrast, VSHSL housing stability proceeds are only restricted by the terms of the VSHSL
655 Ballot Measure Ordinance or other program-specific restrictions that King County chooses to
656 self-impose. The VSHSL's advantage as a funding source is its flexibility and responsiveness,
657 despite its relatively small magnitude. As a resource that is controlled entirely by the County and
658 its residents, the VSHSL is an ideal resource to connect other funding sources in ways that
659 bridge the system gaps or stitch together the system seams that prevent the larger housing and
660 homelessness system from serving more people. This transition plan prioritizes uses of VSHSL
661 housing stability funds that emphasize system connections so that the combined resources of
662 the larger housing system may be tailored to King County's local conditions, priorities and
663 values.

664
665 VSHSL proceeds will focus on connecting affordable housing with existing systems like services
666 for inpatient mental health or substance use disorder treatment, medical respite, the U.S. and
667 Washington Departments of Veterans Affairs, criminal justice system diversion programs,
668 therapeutic courts, home health providers, senior services providers, and other programs that
669 create and provide affordable housing. This coordinated, system-connected approach will
670 improve outcomes for the persons being served and will improve stewardship of public funds
671 and confidence.

672
673 **How will King County ensure coordination of VSHSL housing stability investments**
674 **oversight with other regional housing investments oversight?**

675 To ensure coordination between VSHSL housing stability investments oversight and other King
676 County housing investments oversight, DCHS must prepare a Housing Oversight Coordination
677 Report. The Housing Oversight Coordination Report must analyze how the county can increase
678 coordination of VSHSL oversight by any VSHSL board or boards that oversee VSHSL housing
679 stability investments with all other county and regional boards, committees and other entities
680 that oversee the county's investments in housing such as homelessness prevention,
681 homelessness and affordable housing. The analysis will include an examination of the potential
682 to consolidate all county and regional boards, committees and other entities that oversee
683 housing investments, including investments in homelessness prevention, homelessness and
684 affordable housing, in order to achieve increased oversight coordination. The report will include
685 a plan that proposes the steps DCHS will take to increase oversight coordination and
686 recommendations for any ordinances to consolidate or otherwise increase oversight
687 coordination, pursuant to the analysis and conclusions in the report. The Housing Oversight
688 Coordination Report, including the plan, must be transmitted within one year after enactment of
689 the ordinance that adopts the VSHSL Transition Plan. The executive must file the Housing
690 Oversight Coordination Report together with a motion that should accept the report in the form
691 of a paper original and an electronic copy with the clerk of the council, who shall retain the
692 original and provide an electronic copy to all councilmembers, the council chief of staff and the
693 lead staff for the Regional Policy Committee, or its successor. Six months after enactment of the
694 ordinance that adopts the VSHSL Transition Plan, the executive must file an update as to the
695 status of the work drafting the Housing Oversight Coordination Report including any input
696 received from other regional boards, committees and other entities that may be included in any

697 consolidation plan. The executive must file the update in the form of a paper original and
698 provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for
699 the Regional Policy Committee, or its successor. Additionally, as there is currently a regional
700 planning effort underway, under the leadership of the Regional Affordable Housing Task Force,⁸
701 to evaluate affordable housing needs and to make recommendations to be implemented across
702 many stakeholders in King County, including county, city and state government, as well as
703 private sector stakeholders, the executive must also submit, within a week of its filing with
704 council, the update as to the status of the work drafting the Housing Oversight Coordination
705 Report, to the Regional Affordable Housing Task Force to inform its recommendations. As with
706 the filing to council, this submittal must include any input received from other regional boards,
707 committees and other entities that might be included in any consolidated plan.
708

709 The requirements of the preceding paragraph as to the Housing Oversight Coordination report
710 should also be included in the VSHSL Implementation Plan proposed to the council by the
711 executive. Any approval or implementation of the recommendations in the Housing Oversight
712 Coordination Report relating to consolidation of regional boards, committees and other entities
713 will still require one or more separate implementing ordinances adopted by the council.
714

Promoting Housing Stability for Veterans and Servicemembers and their Respective Families

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717
718 This transition plan allocates VSHSL proceeds to fund five new major strategies that promote
719 housing stability for veterans and servicemembers and their respective families. These
720 strategies are in addition to the current VHSL veterans services that are continued in this
721 transition plan, some of which also promote housing stability.
722

King County's Veteran Population

723 King County is home to an estimated 112,556 veterans. While the total population of veterans in
724 King County is declining, the number of veterans in poverty and the severity of their poverty
725 have increased since 2006. A unique attribute of veterans as a population is that federal policies
726 and world events can cause significant and relatively rapid changes in the rate at which the
727 veteran population increases or decreases.
728

729
730 Veterans' military service equips them to contribute powerfully to their communities. Leadership
731 experience, an ethos of shared sacrifice and common purpose, and exposure to people and
732 cultures from across the country and across the globe make veterans indisputable community
733 assets. For some veterans, however, the same experiences that equip them with the potential to
734 contribute so much to their communities also erect barriers to unlocking that potential. Where
735 veterans in King County are living in poverty or experiencing homelessness, empowering them
736 to leave poverty and contribute to their communities is both a moral and an economic
737 imperative.
738

⁸ Motion 14754 expressed support for regional planning, coordination and funding efforts to address the challenges of homelessness and housing affordability in King County. That motion also expressed the council's intent to work in coordination with the executive to convene a regional planning effort during 2017 to develop a regional plan for affordable housing. Subsequently, Motion 14873 established a Regional Affordable Housing task force to evaluate affordable housing needs and develop a work plan with proposed actions, including strategies. The motion also established an associated advisory panel. The council confirmed the executive's appointees to the Regional Affordable Housing Task Force in May 2017 through Motion 14874.

739 Women now represent a growing portion of veterans, reflecting the increasing role of women in
 740 the all-volunteer military. Women veterans are on average younger than their male
 741 counterparts. While they share with all veterans the potential to contribute powerfully to
 742 communities, unlocking that potential will require a veteran's service system that has long
 743 focused on serving primarily men to adapt to meet the needs of all veterans.
 744

745 The significant majority of King County's veterans served during the Vietnam era or before.
 746 Nearly 60 percent of King County's veterans—more than 74,000 persons—are age 55 or older.
 747 As these veterans age, a significant number are presenting service-related illness and
 748 disabilities that combine in complex ways with health considerations that accompany the aging
 749 process generally. Younger veterans are more economically and racially diverse than their older
 750 counterparts and present new opportunities and challenges. Over 9,200 King County veterans
 751 are 34 years of age and younger. Although recent veterans make up a relatively small share of
 752 the veteran population, they experience higher rates of disability and mental health conditions
 753 as servicemembers serve multiple tours of duty in two ongoing conflicts. The U.S. remains
 754 engaged in the longest war in its history without any expectation that it will end anytime soon. In
 755 fact, the current administration has announced plans to send 100,000 additional troops to
 756 Afghanistan. Military service has significant health and social effects, not just on the
 757 servicemembers, but also on their families.
 758

759 **Veteran Suicide**

760 Veteran suicide rates are dramatic: roughly 20 veterans a day complete suicide nationwide. A
 761 2017 U.S. Department of Veterans Affairs analysis reveals that in 2014, Washington veterans
 762 across all age groups died from suicide at nearly double the rate of Washington's general
 763 population (39.2 suicides per 100,000 veterans versus 20.1 suicides per 100,000 for
 764 Washington's general population). Younger veterans' rates of suicide were even more severe:
 765 68.9 suicides per 100,000 veterans in Washington age 18-34 versus a general population rate
 766 of 17.5 suicides per 100,000 Washingtonians age 18-34.⁹ Young veterans in Washington die
 767 from suicide at more than triple the rate of their age peers in the general population.
 768

771 **Veteran Homelessness**

772 Veterans are also overrepresented among persons experiencing homelessness in King County.
 773 The 2017 Count Us In, King County's annual point-in-time count, estimates 1,329 homeless
 774 veterans in King County, making veterans 11 percent of the total point-in-time count's estimated
 775 homeless population in King County.¹⁰
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⁹ Available online at <https://www.mentalhealth.va.gov/docs/data-sheets/Suicide-Data-Sheet-Washington.pdf>,

¹⁰ 2017 Count Us In: Seattle/King County Point-in-Time Count of Persons Experiencing Homelessness (2017); available online at <http://allhomekc.org/wp-content/uploads/2016/11/2017-King-PIT-Count-Comprehensive-Report-FINAL-DRAFT-5.31.17.pdf>.

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Source: Applied Survey Research. (2017). Seattle/King County Count Us In. Includes data collected from the following count components: General Street Count, Count Us In Survey, Youth and Young Adult Count, Sheltered Count. For more information on the methodology, please see Appendix 1.

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Figure 8: Veterans Experiencing Homelessness, Total from 2017 Count Us In Population by Shelter Status¹¹

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Of veterans experiencing homelessness, 93 percent identified as male, four percent identified as female and three percent identified as transgender.



2017 n=1,329

Source: Applied Survey Research. (2017). Seattle/King County Count Us In. Includes data collected from the following count components: General Street Count, Count Us In Survey, Youth and Young Adult Count, Sheltered Count. For more information on the methodology, please see Appendix 1.

Figure 9: Veterans Experiencing Homelessness, Total from 2017 Count Us In by Gender¹²

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The number of homeless veterans is increasing. The VSHSL Veterans Housing Assessment Report approved and accepted in March 2017 by Motion 14823 noted that while King County’s system houses approximately 40 homeless veterans per month, an estimated 106 flow into the system in need, resulting in a net “inflow” of 66 homeless veterans per month.¹³ That trend continues at the time of this transition plan’s transmittal. For example, in June 2017, 52 homeless veterans in King County received housing placements, but 101 newly homeless veterans entered the system, resulting in a net “inflow” of 49 homeless veterans.

Responding to veterans homelessness in King County continues to require a blended strategy of preventing homelessness where possible to reduce system inflow, while taking bold action to create more affordable housing and supportive services that can house—and keep housed—homeless veterans.

The Role of the Veterans, Seniors and Human Services Levy

VSHSL funding presents a timely and potentially powerful resource to attack the related challenges of preventing homelessness for veterans on the edge of homelessness and creating

¹¹ Ibid.

¹² Ibid.

¹³ Department of Community and Human Services (2017). Veterans and Human Services Levy: Veterans Housing Assessment Report. http://www.kingcounty.gov/~media/depts/community-human-services/VHS-Levy/Reports/0010_REPORT--Veterans and Human Services Levy - Veterans Housing Assessment Report - January 19 2017.ashx?la=en.

804 more affordable housing and supportive services for homeless veterans. The VSHSL's flexibility
805 will allow King County to better fund approaches that work while also funding new and
806 innovative approaches with a high likelihood of success.

807
808 In addition to considering the specific strategies that the VSHSL should fund, VSHSL funds
809 should also be deployed in ways that connect existing veterans services and synchronize their
810 effects. The Executive's 2013 Regional Veterans Initiative (RVI) identified the imperative of
811 ensuring that veterans resources are effectively combined, sequenced and synchronized so that
812 services delivered through the King County Veterans Program, other VSHSL-funded partners,
813 the Washington Department of Veterans Affairs (WDVA) and the U.S. Department of Veterans
814 Affairs (VA) are systematized rather than duplicative. The RVI also emphasized the importance
815 of increasing simplicity of access while increasing systemization of services. Veterans and their
816 families must encounter a customer-focused system, with an emphasis on improving customer
817 experience in addition to a focus on improving outcomes.

818
819 The rental subsidy for veterans known as the Veterans Affairs Supportive Housing (VASH)
820 voucher presents a systemization opportunity for VSHSL funds controlled by this transition plan.
821 VASH, a veterans-specific version of HUD's Section 8 program, allows a qualifying veteran to
822 pay only 30 percent of his or her income for housing while the VASH Voucher covers the
823 remaining rent up to a specified fair market rent. The VA also provides case management and
824 supportive health services for voucher holders. Current rental market conditions, however,
825 create an environment where hundreds of veterans who have been issued VASH Vouchers are
826 unable to utilize them. These "shoppers" carry significant potential housing resources that would
827 subsidize their rent and promote housing stability for years, but the resource is underutilized for
828 lack of access to housing that will accept veterans with VASH vouchers.

829
830 VSHSL housing stability resources will be deployed to connect those VA-supported "shoppers"
831 with housing units so that the veterans are housed, the federal investment through the VASH
832 vouchers is leveraged to increase the number of units made affordable to veterans, and the
833 newly housed veterans are then connected to other county, state and local veterans support
834 services. The Capital and Operating Funds strategy included in this transition plan acts upon
835 this need with an intermediate to long-term approach to creating new units of affordable housing
836 for veterans while the Master Leasing and Shallow Rent Subsidies and KCVP Rental &
837 Financial Assistance Funds support quick-impact strategies to provide more immediate
838 resources to solve this problem of system fragmentation.

839
840 Similarly, King County's Veterans Court, the VSHSL-funded Incarcerated Veterans Case
841 Management Program and additional county-funded reentry programming for incarcerated
842 veterans remain innovative and effective tools for serving eligible and amenable justice-involved
843 veterans. Unfortunately, opportunities for longer-term stabilization are going unmet as too many
844 veterans reentering from incarceration and justice-involvement are releasing into homelessness.
845 Recent examinations of data from the Incarcerated Veterans Reentry Pilot identified that
846 between 52 percent and 68 percent of participating veterans screened into that program as
847 homeless. Assuming that the majority of those veterans did not secure post-release housing
848 during their incarceration, this data suggest that more than half of veterans in the program are
849 releasing directly into homelessness. This gap represents another opportunity for the VSHSL's
850 approach of system-connected housing stability investments.

851
852 A final example of an existing system gap on which this transition plan focuses is access to
853 legal aid for veterans facing potential eviction and other causes of potentially improper housing
854 loss. Since 2015, 88 veterans have presented at the Seattle and Renton offices of the King

855 County Veterans Program (KCVP) seeking assistance for a pending eviction or to avoid a
 856 possible foreclosure, both of which are potentially complex legal issues in addition to financial
 857 issues. To date, KCVP has been unable to assess the legal merit of these pending and potential
 858 legal proceedings and has been limited to providing financial assistance and case management.
 859 Short-term financial assistance rarely addresses the underlying issue that may be causing the
 860 threat of eviction or foreclosure.

861
 862 Meanwhile, the difference that legal representation makes for low-income tenants in eviction
 863 proceedings has long been understood. One New York-based study identified that the rate of
 864 judgments issued against respondents in eviction-related proceedings fell by nearly half when a
 865 respondent was represented versus being unrepresented.¹⁴ Beyond evictions, the VA's annual
 866 CHALENG Survey finds year after year that legal issues make up four to six (year and gender
 867 dependent) of homeless veterans' top ten unmet needs.¹⁵ This transition plan seeks to address
 868 the gap for veterans seeking KCVP assistance for possible evictions or foreclosures by
 869 allocating funding for legal aid for KCVP clients that complements the financial resources that
 870 KCVP can bring to bear for veterans and their families.

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872 **Transition Plan Housing Stability Strategies for Veterans and Servicemembers and Their**
 873 **Respective Families**

874 This transition plan allocates first year VSHSL proceeds controlled by Ordinance 18555, Section
 875 4.B.1, toward five strategies that promote housing stability for veterans and servicemembers
 876 and their respective families. Should the funding levels allocated below not be expended before
 877 the adoption of an implementation plan, continued spending on these strategies and programs
 878 at the allocation levels included in the following sections is subject to appropriation and to
 879 inclusion of these in the council-adopted implementation plan.

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881 Descriptions and allocations for each strategy follow.

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Veterans Housing Stability Strategy 1
Capital and Operating Funds
Allocation: \$5,005,000

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Housing Stability Strategy 1.A
CAPITAL

Concept: The capital component of this strategy refers to the use of VSHSL proceeds to invest in building new units of affordable housing or purchasing existing buildings and either renovating them to create new affordable housing units or preserving existing units of affordable housing.

Selection processes for which capital projects to fund with VSHSL proceeds will consider whether and how a capital project creates affordable housing connected to other veterans-serving systems. Examples may include creation of housing units that are appropriate for veterans with VA-case managed VASH vouchers but who have not been able to find housing in the private rental markets.

¹⁴ Martin Frankel, Carroll Seron, Gregg Van Ryzin & Jean Frankel, *The Impact of Legal Counsel on Outcomes for Poor Tenants in New York City's Housing Court: Results of a Randomized Experiment*, 35 Law & Soc'y Rev. 419 (2001)

¹⁵ U.S. Department of Veterans Affairs CHALENG survey results from 2011, 2013, 2014 and 2015. Available online: <https://www.va.gov/HOMELESS/chaleng.asp>.

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Term: Capital funds allocated in this transition plan would be committed in 2018 through a Request for Proposals or other King County procurement processes.

Rationale: Since 2006, the Veterans and Human Services Levy has funded capital projects and contributed to the creation of more than 2,000 units of affordable housing for veterans and vulnerable populations. In community engagement processes and online surveys, one of the most consistent responses to questions about how to promote housing stability for veterans and their families was to build more affordable housing or otherwise increase the stock of affordable housing.

Veterans groups provided feedback during the transition planning process that the County should consider in its capital strategy not only building new units of affordable housing, but also consider capital to acquire and rehabilitate existing structures to preserve affordable housing. The transition plan proposes to build upon the VHSL’s historical success in creating new affordable housing units by allocating new VSHSL funds for capital.

Housing Stability Strategy 1.B
OPERATING AND SERVICES FUNDS

Concept: In addition to the requirement for capital to build affordable housing, operating funds are necessary to provide supportive services, maintain facilities, hire staff to operate the building, and in some cases, subsidize rent for tenants with low income. Buildings have previously received capital funding from VHSL continue to require capital to operate. Other affordable housing building that were not built with VHSL capital may have some of their units encumbered with an obligation to serve veterans by receiving VSHSL-funded operating funds. Building owners receive a five-year funding commitment, which is renewable every five years.

Term: Operating funds allocated in this transition plan would be committed in 2018 through Notice of Funds Availability, Request for Proposal or other King County procurement processes.

Rationale: Once built, affordable and supportive housing requires ongoing support to remain effective, affordable, habitable and available to future tenants. Provision of operating funds has been a constant approach of the current VHSL and this transition plan adds to the current VHSL’s support for operations funds in 2018.

**Veterans Housing Stability Strategy 2
Master Leasing and Shallow Rent Subsidies
Allocation: \$2,110,000**

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Housing Stability Strategy 2.A
MASTER LEASING

Concept: Master Leasing is a model of affordable housing provision in which a nonprofit entity would contract with King County to fully lease (“master lease”) from a landlord or housing provider a block of affordable housing units for an extended period of time. The

944 nonprofit would then manage the block of units, making the units available to tenants who
 945 may be otherwise ineligible or unable to compete for rental housing. The landlord or
 946 building owner receives the advantage of full occupancy over an extended period of time
 947 without incurring costs associated with tenant turnover. Since the VASH vouchers are
 948 mobile, the veteran who holds the voucher has the ability to move, but the VSHSL leasing
 949 dollars will bridge the unit and ensure that another veteran can access the unit. Examples
 950 of likely target populations for Master Leasing include veterans who require housing to
 951 participate in veterans treatment courts, veterans who have been issued a VASH voucher
 952 but have been unable to utilize the voucher, or veterans releasing from incarceration. This
 953 program would also utilize the risk pool from the existing landlord liaison program in case
 954 there were any damage to the unit. The risk pool provides additional incentive for
 955 landlords to take a chance on tenants who they might not otherwise rent to in a tight
 956 rental market.

957
 958 Term: The transition plan's allocations for Master Leasing would be for a 30-month pilot
 959 program, targeted to begin operations by Summer 2018 and to end operations at the end
 960 of 2020.

961
 962 Rationale: Master Leasing has the potential to add an effective new strategy to King
 963 County's approach to promoting housing stability for residents. Master Leasing offers a
 964 more responsive method than capital for quickly providing affordable housing units that
 965 may be otherwise unavailable to low-income or no-income renters. In addition to providing
 966 a shorter investment-to-effect interval when compared to capital, Master Leasing is likely
 967 to yield affordable housing units at a lower-per unit cost in the short and medium terms.
 968 Over long timelines, capital projects are likely to become cheaper per unit in the
 969 aggregate. Within the six-year term of the VSHSL, Master Leased units would likely
 970 remain cheaper per unit.

971 972 973 974 Housing Stability Strategy 2.B 975 SHALLOW RENT SUBSIDIES 976

977 Concept: Shallow rent subsidies are short-term or small-amount rent subsidies that help
 978 stabilize a client in housing by supplementing the rent. Subsidies may either be
 979 administered directly by King County or through a competitively bid contract. A portion of
 980 the shallow rent subsidies will be used for low-income veterans who, because of criminal
 981 justice involvement, face housing barriers. Such persons include those involved in the
 982 VITAL program or the Law Enforcement Assisted Diversion (LEAD) program and who
 983 reside in affordable housing units supported by King County's transit-oriented
 984 development bonds, as allocated by Motion 14687 (TOD housing) and/or in affordable
 985 housing units in other publicly-funded affordable housing programs targeting persons at
 986 zero to thirty percent of area median income. Shallow rent subsidies under this concept
 987 may either be provided to the tenant or may be provided to a landlord or housing provider
 988 to avoid creating income for a tenant. Shallow rent subsidies may be used to either
 989 prevent a person from becoming homeless or to assist a currently homeless person in
 990 gaining and maintaining housing. The goal with this strategy is to help a veteran and their
 991 family gain or maintain housing through short-term provision of significant subsidy or
 992 longer-term provision of a relatively small subsidy while the family works to increase
 993 family income or apply for income-generating benefits. Direct connections will be made
 994 with the King County Veterans Program, which uses employment training and placement

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services to increase household income, or to similar federal programs like the VA's Vocational Rehabilitation Program.

Term: The transition plan's allocations for Shallow Rent Subsidies would be for an 18-month pilot program, targeted to begin operations by Summer 2018 and to end operations at the end of 2019.

Rationale: A shallow rent subsidy for veterans and servicemembers and their respective families can provide the essential support needed to keep a veteran household housed until other resources like employment placements, applications for VA benefits or legal assistance can increase the long-term sustainability of a tenancy. In cases where the housing placement is clearly unsustainable, shallow rent subsidies can create enough time for a veteran to complete or end a tenancy without an eviction or other adverse action, thereby improving the household's future prospects to rent. In the case of student veterans, whose VA housing benefits are prorated for months where school is not in session, shallow rent subsidies can help student veterans avoid rent defaults between semesters. Participants in shallow rent subsidies would also be connected with other VSHSL-funded services for veterans in order to increase access to income generating benefits.

**Veterans Housing Stability Strategy 3
Age-in-Place Supports**

Allocation: \$30,000

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Housing Stability Strategy 3.D
HOUSING STABILITY ASSISTANCE PROGRAM

Concept: This allocation contributes to the VSHSL's Housing Stability Assistance Program (HSAP), a program intended to assist low-income owner-occupants who reside in King County and who are enrolled in the County's property tax exemption program remain in their homes. The HSAP will be primarily funded by VSHSL seniors proceeds and is one of several programs within the Age-in-Place strategy for senior housing stability. This allocation to the HSAP from VSHSL veterans proceeds will fund HSAP payments for veterans who qualify due to 100 percent service-connected disability but who are not age 61 or older. The concept for the HSAP is discussed in greater detail in the section on Seniors Housing Stability Strategies.

Term: This allocation would be made in 2018 and reserved for use until exhausted or until the HSAP ceases as a program, whichever occurs first.

Rationale: The HSAP's purpose is to ensure that seniors, 100 percent disabled veterans, and persons retired due to a disability who qualify for the property tax exemption program do not experience increased housing instability because of the VSHSL.

**Veterans Housing Stability Strategy 5
Preventing Inappropriate Housing Loss**

Allocation: \$400,000

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Veterans Housing Stability Strategy 5
Preventing Inappropriate Housing Loss

Concept: This strategy allocates \$400,000 for housing counseling services,¹⁶ legal aid or alternative dispute resolution services that promote housing stability for veterans and their families by preventing housing loss because of improper evictions, improper foreclosures, unlawfully discriminatory or illegal landlord practices, or other actions or conditions that can precipitate housing loss. This strategy would also promote housing stability by allowing as an eligible use legal aid or veteran service officer assistance to apply for federal, state or local benefits—including applications for and appeals of U.S. Department of Veterans Affairs benefits—that can increase a veteran’s ability to pay for stable housing or receive in-home supports.

Term: These funds would be for award through competitive bidding and use in 2018.

Rationale: Eviction has a lasting impact on individuals and families experiencing homelessness. Unpaid arrears that often result from a legal eviction proceeding can damage credit for years. A person with an eviction on their record faces extraordinary difficulty securing affordable housing in the future. Mindful of the effects that an eviction may have on a veteran’s future ability to rent, many other veterans and their families choose to vacate a tenancy under threat of eviction without assistance in understanding whether the threat of eviction holds legal merit. As discussed earlier in this transition plan, national studies have shown that legal representation in eviction proceedings and other legal proceedings increases rates at which landlord-tenant and housing laws are properly applied. Housing counseling services, in addition to legal aid or alternative dispute resolution services, can also help to prevent the housing loss of veterans, military servicemembers and their respective families.

**Veterans Housing Stability Strategy 6
King County Veterans Program Rental & Financial Assistance Funds**

Allocation: \$400,000

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Concept: Supplement the current VHSL’s King County Veterans Program (KCVP) investment by allocating additional funds to be used for rental and financial assistance payments to veterans seeking services at KCVP.

¹⁶ For the purposes of this Strategy 5, “housing counseling services” means a counselor-to-client assistance that addresses unique financial circumstances and housing issues, and focuses on overcoming specific obstacles to achieving a housing goal such as remediating credit, addressing a rental dispute, raising awareness about critical housing topics such as predatory lending practices, fair lending and fair housing requirements, avoiding foreclosure, or resolving a financial crisis.

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Term: This transition plan's allocation to KCVP Rental and Financial Assistance Funds would be a one-time supplement for use by KCVP in 2018.

Rationale: The KCVP is King County's state-mandated veterans assistance program.¹⁷ Like other current VHSL activities, KCVP has received a flat level of levy-funding from the VHSL since 2012. In 2017, KCVP is receiving significantly increased demands on its veterans assistance funds, and is for the first time since 2006 projecting more funds requested than available. KCVP staff report that increased rents across King County and increased costs of living generally are contributing to higher per-veteran costs when providing rental and financial assistance.

Veterans Housing Stability Strategy 7 Promoting Home Ownership

Allocation: \$500,000

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Concept: This strategy allocates \$500,000 for a revolving home ownership and foreclosure prevention loan fund that assists veterans, and military servicemembers and their respective families. The revolving loan fund under this strategy may fund 1) costs associated with purchasing a home and 2) costs associated with preventing loss of a home through foreclosure or other actions to collect on housing-related debt or lien. Family members of veterans or military servicemembers are only eligible under this strategy if their veteran or servicemember family member will be living in the home as their primary residence for the purchase of which assistance is being sought or lives in the home as their primary residence for which foreclosure assistance is being sought.

Term: These funds would be for award through competitive bidding and for use in 2018.

Rationale: Home ownership is an important contributor to long-term and intergenerational housing and financial stability. King County's relatively expensive housing prices and cost of living can prevent veterans, military servicemembers and their respective families from attaining homeownership or maintaining ownership of homes they already own. Funds provided under this strategy would ensure that homeownership is part of the set of solutions available to promote housing stability for King County's overall population of veterans, military servicemembers and their respective families by both providing loans to help support home purchase and preventing home loss through financial support to address foreclosure or other actions related to housing-related debt or liens.

¹⁷ See RCW 73.08.010

Promoting Housing Stability for Seniors and their Caregivers

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King County's older adult population faces multiple risk factors for housing instability. High rates of financial insecurity; insufficient supplies of affordable and supportive housing; health and community-harming effects of social isolation; and high rates of disease, injury and disability all conspire to increase housing instability for seniors in King County. The effect is amplified by a rapidly aging population. More than 232,000 residents in King County are age 65 and older, and over 300 of those are centenarians (age 100+). By 2040, 25 percent of the residents of King County will be over the age of 60, up from 18 percent today. Some parts of King County are already nearly 30 percent seniors. While overall longevity is increasing, significant disparities based on race and place persist. Residents in south Bellevue can expect to live ten years longer than those in south Auburn.

Older adults—especially the “older old”—experience many vulnerabilities:

- The majority of the 60+ population (78 percent) have one or more chronic health conditions, with significantly higher rates of poverty and disability based on race and place.
- As many as 35 percent are women living alone.
- More than 107,000 people in Washington State have Alzheimer's disease or other dementias, and that number is expected to double in the next 25 years.
- Elder abuse is on the rise. In 2014, the Washington State Adult Protective Services reported a 48 percent increase in reports of crimes against older adults in a five-year time span, with more than 7,000 allegations of abuse and neglect in King County in 2015.
- The challenge of caring for vulnerable elders impacts all generations. Of those turning 65 today, one out of three will need long-term services and supports in the future. Unpaid family caregivers—spouses, adult children and others—provide the bulk of this care without significant support or training.

While the older adult population has grown, federal, state and county investments in this population have significantly declined in recent years. King County's Area Agency on Aging (operated by the City of Seattle) reports a \$3 million reduction in program dollars in the last five years while at the same time serving 12,000 additional clients. King County's historic General Fund investments in older adults declined by 87 percent from 1998 to 2017 due to lack of available discretionary funds. Federal funding to Public Health—Seattle & King County for healthy aging was discontinued. These trends are exacerbated by the divestment in the older adult population by private charities, which have eliminated more than \$1.7M in senior-specific funding since 2015.

Single-person households are the most likely to be cost burdened, and many single person households are seniors. Seventy-seven percent of senior renters live by themselves. Seniors benefit tremendously from remaining in their homes and aging-in-place, but seniors often require specialized supports to be healthy and safely housed.

Costs typically associated with helping seniors age-in-place are best analyzed in comparison to the costs in reduced quality of life and longevity, premature institutionalization, and increased medical care that can come from removing seniors from the homes and communities they've

1154 built. Relatively minor steps like home modifications (e.g. hand rails, ramps, chair assists) can
 1155 support more seniors in their wish to age in place.¹⁸
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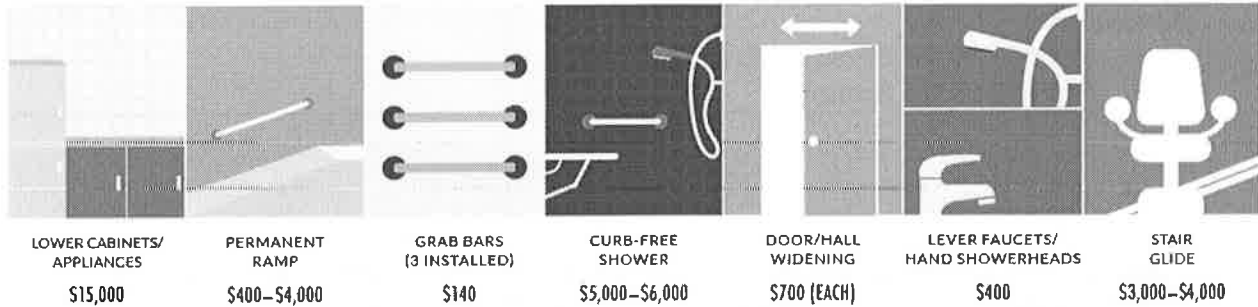


Figure 10: Typical Costs for Common Age-In-Place Home Modifications¹⁹

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 1161 Seniors living on fixed incomes are particularly vulnerable to the rising housing costs in King
 1162 County. Older adults often cannot compete in today's rental market and many face eviction,
 1163 financial predation or tax foreclosures as fixed incomes lag behind the growth in housing and
 1164 medical costs. Senior center directors report the majority of the calls they receive are related to
 1165 lack of affordable housing.
 1166

1167 Additionally, seniors often experience challenges with mobility and an increased occurrence of
 1168 disabilities as they age. Mobility challenges complicate or eliminate the option for senior
 1169 residents to stay in their homes or age in place. Some of these challenges can be eased by
 1170 homemaker, chore and adult care services, but free or low-cost options are rare and insufficient.
 1171 Again, however, the costs associated with relatively minor support services are worthwhile
 1172 investments because aging in place is proven to be more cost effective than expensive, annual
 1173 nursing facility costs.²⁰ This transition plan recognizes that supporting seniors so that they can
 1174 age in-place is better for seniors, better for communities and better for reducing costs.
 1175

1176 **Transition Plan Housing Stability Strategies for Seniors and their Caregivers**

1177 This transition plan allocates proceeds controlled by Ordinance 18555, Section 4.B.2, toward
 1178 four strategies that promote housing stability for seniors and their caregivers: capital and
 1179 operations funding, master leasing and shallow rent subsidies, age-in-place supports, and
 1180 prevention of inappropriate housing loss. Should the funding levels allocated below not be
 1181 expended before the adoption of an implementation plan, continued spending on these
 1182 strategies and programs at the allocation levels included in the following sections is subject to
 1183 appropriation and to inclusion of these in the council-adopted implementation plan.
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1185 As appropriate, allocations made within this section distinguish between allocations specifically
 1186 for seniors who are veterans and allocations available generally to seniors, irrespective of
 1187 veteran status. The purpose of distinguishing between the two categories of seniors allocations
 1188 is to enable demonstration that this transition plan satisfies the Ordinance 18555 requirement
 1189 that at least 50 percent of Section 4.B.2 proceeds are spent to provide regional health and
 1190 human services for seniors who are veterans and their families and caregivers.

¹⁸ Brennan, Maya. "For Owners and Renters, Home Modification Assistance Can be a Lifeline," *How Housing Matters*. August 2017

¹⁹ Brennan, Maya. "For Owners and Renters, Home Modification Assistance Can be a Lifeline," *How Housing Matters*. (August 2017)

²⁰ National Association of States United for Aging and Disabilities. *Aging in America: We Can Do Better*. www.nasuad.org. 2015.

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**Seniors Housing Stability Strategy 1
Capital and Operating Funds**

Allocations:

- \$4,500,000 for Senior Veterans
- \$1,460,000 for Seniors

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Housing Stability Strategy 1.A
CAPITAL

Concept: The capital component of this strategy refers to the use of VSHSL proceeds to invest in building new units of affordable housing or purchasing existing buildings and either renovating them to create new affordable housing units or preserving existing units of affordable housing.

Selection processes for which capital projects to fund with VSHSL proceeds will consider whether and how a capital project creates affordable housing connected to other senior-serving or senior veteran-serving systems. Examples may include creation of housing units that are appropriate for senior veterans with VA-case managed VASH vouchers but who have not been able to find housing in the private rental markets.

Term: Capital funds allocated in this transition plan would be committed in 2018 through a Request for Proposals (RFP) or other King County procurement processes.

Rationale: Since 2006, the Veterans and Human Services Levy has funded capital projects and contributed to the creation of more than 2,000 units of affordable housing for veterans and vulnerable populations. In community engagement processes and online surveys, one of the most consistent responses to questions about how to promote housing stability for seniors, senior veterans and their caregivers was to build more affordable housing or otherwise increase the stock of affordable housing.

Seniors stakeholders in community feedback sessions have repeatedly emphasized the importance of creating affordable housing that allows seniors and seniors to age in place.

Housing Stability Strategy 1.B
OPERATING AND SERVICES FUNDS

Concept: In addition to the requirement for capital to build affordable housing, operating funds are necessary to provide supportive services, maintain facilities, hire staff to operate the building, and in some cases, subsidize rent for tenants with low income. Buildings that have previously received capital funding from VHSL continue to require funding to operate. Other affordable housing buildings that were not built with VHSL capital may have some of their units encumbered with an obligation to serve veterans by receiving VSHSL-funded operating funds. For example, housing authorities, nonprofit housing providers or government jurisdictions may operate senior housing communities whose continued operation may remain or be made possible through awards of VSHSL-provided operating funds. Typically, operating funds administered by King County contribute to a five-year funding commitment, which is renewable every five years.

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Term: Operating funds allocated in this transition plan would be committed in 2018 through Notice of Funds Availability, Request for Proposal or other King County procurement processes.

Rationale: Once built, affordable and supportive housing requires ongoing support to remain effective, affordable, habitable, and available to future tenants. Provision of operating funds has been a constant approach of the current VHSL and this transition plan adds to the current VHSL's support for operations funds in 2018.

**Seniors Housing Stability Strategy 2
Master Leasing and Shallow Rent Subsidies**

Allocations:

- **\$2,625,000 for Senior Veterans**
- **\$405,000 for Seniors**

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Housing Stability Strategy 2.A
MASTER LEASING

Concept: Master Leasing is a model of affordable housing provision in which a nonprofit entity would contract with King County to fully lease (“master lease”) from a landlord or housing provider a block of affordable housing units for an extended period of time. The nonprofit would then manage the block of units, making the units available to tenants who may be otherwise ineligible or unable to compete for rental housing. The landlord or building owner receives the advantage of full occupancy over an extended period of time without incurring costs associated with tenant turnover. Examples of likely target populations for Master Leasing are senior veterans who have been issued a VASH voucher but have been unable to utilize the voucher or senior veterans and their families and caregivers experiencing homelessness. This program would also utilize the risk pool from the existing landlord liaison program in case there were any damage to a master leased unit. The risk pool provides additional incentive for landlords to take a chance on tenants who they might not otherwise rent to in a tight rental market.

Term: This transition plan’s allocations for Master Leasing would be for a 30-month pilot program, targeted to begin operations by Summer 2018 and to end operations at the end of 2020.

Rationale: Master Leasing has the potential to add an effective new strategy to King County’s approach to promoting housing stability for residents. Master Leasing offers a more responsive method than capital for quickly providing affordable housing units that may be otherwise unavailable to low-income or no-income renters. In addition to providing a shorter investment-to-effect interval when compared to capital, Master Leasing is likely to yield affordable housing units at a lower-per unit cost in the short and medium terms. Over long timelines, capital projects are likely to become cheaper per unit in the aggregate. Within the six-year term of the VSHSL, Master Leased units would likely remain cheaper per unit.

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Housing Stability Strategy 2.B
SHALLOW RENT SUBSIDIES

Concept: Shallow rent subsidies are short-term or small-amount rent subsidies that help stabilize a client in housing by supplementing the rent. Subsidies may either be administered directly by King County or through a competitively bid contract. A portion of the shallow rent subsidies will be used for low-income seniors and senior veterans who, because of criminal justice involvement, face housing barriers. Such persons include those involved in the VITAL program or the Law Enforcement Assisted Diversion (LEAD) program and who reside in affordable housing units supported by King County's transit-oriented development bonds, as allocated by Motion 14687 (TOD housing) and/or in affordable housing units in other publicly-funded affordable housing programs targeting persons at zero to thirty percent of area median income. Shallow rent subsidies under this concept may either be provided to the tenant or may be provided to a landlord or housing provider to avoid creating income for a tenant. Shallow rent subsidies may be used to either prevent a person from becoming homeless or to assist a currently homeless person in gaining and maintaining housing. This strategy's goal is to help seniors and senior veterans gain or maintain housing through short-term provision of significant subsidy or longer-term provision of a relatively small subsidy to allow a senior to complete a tenancy without an eviction or to prevent a senior from becoming homeless.

Term: This transition plan's allocations for Shallow Rent Subsidies would be for an 18-month pilot program, targeted to begin operations by Summer 2018 and to end operations at the end of 2019.

Rationale: Seniors and senior veterans, many of whose incomes are fixed, are particularly susceptible to displacement or entering homelessness based on relatively small increases in rent and housing costs. A shallow rent subsidy for seniors, including senior veterans, may provide an essential means to allow seniors to age-in-place and remain near support networks by mitigating the effects of increased housing costs. Participants in shallow rent subsidies would also be connected with other VSHSL-funded services for seniors and veterans in order to increase access to income generating benefits.

**Seniors Housing Stability Strategy 3
 Age-in-Place Supports**

Allocations:

- **\$1,415,000 for Senior Veterans**
- **\$780,000 for Seniors**

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Housing Stability Strategy 3.A
SENIOR HOUSING REPAIR PROGRAM

Concept: Home repair is a subsidy provided to complete a repair that is impacting the livability of a dwelling. Improvements could include replacing a failing roof, upgrading a heating system or affecting an emergency sewer repair. Depending on household income and the level of the repair, the funds may be provided as either a grant or a loan.

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Term: This transition plan's allocations for the Senior Housing Repair Program are for expenditure in 2018.

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Rationale: Aging in place is widely regarded as a powerful contributor to longevity and quality of life as seniors age. Seniors may not have the income flexibility or the physical ability to attempt or afford major home repairs that could keep a home suitable for continued habitation. The availability of low or interest free loans to maintain homes and conduct basic repair will allow seniors to protect what is likely their largest financial asset, reduce the need to engage with potentially predatory financial institutions, and allow a person to remain in the home and community that gives them the best chance of aging healthily.

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Housing Stability Strategy 3.B
AGE-IN-PLACE SENIOR HOME MODIFICATIONS

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Concept: Home modification would identify accessibility or mobility barriers within the unit, and proceed to add features to improve the unit's usability for the client. Examples include grab bars at staircases or in showers, expanding doorways to accommodate wheelchairs, or installation of entry ramps.

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Term: This transition plan's allocations for Age-in-Place Senior Home Modifications would be for expenditure in 2018.

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Rationale: As with senior home repair, senior home modifications can help a person remain in the home and network that provides the best chance at healthy aging and avoiding premature institutionalization. Doorway expansions, handle conversions, ramp installations, and similar modifications can allow a person to receive in-home medical care and can keep a person engaged, even as they lose mobility.

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Housing Stability Strategy 3.C
AGE-IN-PLACE BEST PRACTICES RESEARCH AND DEVELOPMENT

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Concept: No more than \$80,000 would be allocated to research practices, technologies or programs that can help seniors age in place.

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Term: This transition plan's allocations for Age-In-Place best practices research and development would be for expenditure in 2018.

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Rationale: Lessons learned from contracts or activities funded by this strategy would inform longer term age-in-place supports for the remainder of the VSHSL period.

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Housing Stability Strategy 3.D
HOUSING STABILITY ASSISTANCE PROGRAM

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Concept: This allocation contributes to the VSHSL's Housing Stability Assistance Program (HSAP), a program intended to assist low-income owner-occupants who reside in King County and who are enrolled in the County's property tax exemption program remain in their homes. The HSAP will be primarily funded by VSHSL seniors proceeds and is one of several programs within the Age-in-Place strategy for senior housing

1365 stability. This allocation to the HSAP from VSHSL seniors proceeds will fund HSAP
 1366 payments for qualified persons age 61 or older. The HSAP will provide housing stability
 1367 assistance payments to persons who are enrolled in the King County Assessor-
 1368 administered senior tax exemption program²¹. Payment amounts will be based on an
 1369 amount indexed to the average taxable value of properties participating in the tax
 1370 exemption program. The property owner's level of exemption under the senior tax
 1371 exemption program will determine the amount of HSAP payment the property owner will
 1372 receive. The senior tax exemption program has three levels of exemption based on the
 1373 person's income. The HSAP program will use these same three levels, with some HSAP
 1374 recipients receiving half of the indexed amount, some receiving the indexed amount, and
 1375 some receiving 1.5 times the indexed amount.
 1376

1377 Term: This allocation will be made in 2018 and for use in 2018 and subsequent years until
 1378 exhausted or until the HSAP ceases as a program, whichever occurs first. The HSAP is
 1379 intended to operate during the VSHSL levy term until the state law providing for senior
 1380 property tax exemptions, RCW 84.36.381, is amended to include certain levy lid lifts
 1381 within the class of property taxes eligible for exemption. Ordinance 18555, Section 8,
 1382 articulates a mechanism by which the VSHSL may eventually become subject to
 1383 exemption if RCW 84.36.381 is amended.

1384 Rationale: The HSAP's expenditures serve the fundamental purpose of supporting low
 1385 income seniors, 100 percent disabled veterans, and persons retired due to a disability
 1386 who qualify for the state's senior property tax exemption program so that they do not
 1387 experience increased housing instability because of the VSHSL.
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**Seniors Housing Stability Strategy 5
 Preventing Inappropriate Housing Loss**

Allocation: \$400,000

1390 Concept: This strategy allocates \$400,000 for housing counseling services, legal aid or
 1391 alternative dispute resolution services that promote housing stability for seniors by
 1392 preventing housing loss because of improper evictions, improper foreclosures, unlawfully
 1393 discriminatory or illegal landlord practices, or other actions or conditions that can
 1394 precipitate inappropriate housing loss. This strategy would also promote housing stability
 1395 by allowing as an eligible use legal or advocacy assistance to apply for federal, state or
 1396 local benefits like social security or medical benefits that can increase a senior's ability to
 1397 pay for stable housing.
 1398

1400 Term: These funds would be for award through competitive bidding and use in 2018.
 1401

1402 Rationale: Eviction has a lasting impact on individuals and families experiencing
 1403 homelessness. Unpaid arrears that often result from a legal eviction proceeding can
 1404 damage credit for years. A person with an eviction on their record faces extraordinary
 1405 difficulty securing affordable housing in the future. As discussed earlier in this transition
 1406 plan, national studies have shown that legal representation in eviction proceedings and
 1407 other legal proceedings increases rates of success. Seniors may in particular be

²¹ See <http://kingcounty.gov/depts/assessor/Common-Questions/Seniorss.aspx> for additional information on the senior tax exemption.

1408 susceptible to inappropriate housing loss based on predatory lending practices or due to
1409 an inability to afford legal services while living on a fixed income. Housing counseling
1410 services, in addition to legal aid or alternative dispute resolution services, can also help
1411 prevent the housing loss of seniors and their caregivers.
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Promoting Housing Stability for Vulnerable Populations

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1418 This transition plan allocates VSHSL proceeds to fund five new major strategies that promote
1419 housing stability for vulnerable populations²² in King County. These strategies are in addition to
1420 the current VSHSL vulnerable populations services that this transition plan continues, some of
1421 which also promote housing stability. Should the funding levels allocated below not be
1422 expended before the adoption of an implementation plan, continued spending on these
1423 strategies and programs at the allocation levels included in the following sections is subject to
1424 appropriation and to inclusion of these in the council-adopted implementation plan.

1425
1426 King County is experiencing a housing and homelessness crisis, adversely impacting vulnerable
1427 populations. King County's Affordable Housing Strategy identifies the importance of households
1428 with special needs having access to specialized housing.²³ An individual or household may be
1429 faced with mental illness, substance use disorder and domestic violence. Helping vulnerable
1430 populations achieve housing stability requires strategies that meet immediate needs as well as
1431 addressing root causes.

HOUSING BARRIERS

1432
1433 Vulnerable populations who are experiencing homelessness will benefit from connecting
1434 housing to other programs where these individuals receive services ("system-connected
1435 housing"). Effective strategies offer supportive services without erecting barriers to access. Of
1436 the vulnerable populations the VSHSL will serve, there is a subsection of persons who require
1437 significant access to medical and behavioral health systems, but who currently receive
1438 insufficient care. Vulnerable populations may be working with multiple service systems and
1439 need more specialized housing that directly meets their needs. For example, vulnerable
1440 populations experiencing acute or chronic behavioral health conditions may require specialized
1441 housing that promotes access to care or that reduces exposure to other risk factors. A
1442 significant challenge in providing housing for some vulnerable populations is in properly
1443 balancing harm reduction and housing first approaches with appropriately robust services, all
1444 while affirming a person's dignity.

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1447 A good example of persons who require a significant amount of services and housing that does
1448 not have barriers to entry are individuals the County has termed Familiar Faces. Familiar Faces

²² This transition plan incorporates the Ordinance 18555 definition of vulnerable population:

"Vulnerable population" means persons or communities that are susceptible to reduced health, housing, financial or social stability outcomes because of current experience of or historical exposure to trauma, violence, poverty, isolation, bias, racism, stigma, discrimination, disability or chronic illness. Examples of vulnerable populations include, but are not limited to survivors of domestic violence; survivors of sexual assault; survivors of human trafficking, including labor trafficking and sex trafficking; survivors of commercial sexual exploitation; persons who identify as lesbian, gay, bisexual, transgender, queer or intersex; persons with a disability; African Americans and other persons of color who have been disproportionately impacted by policies and practices resulting in housing instability or housing insecurity; family caregivers for persons with a disability; immigrants and refugees; low-income residents of rural communities; persons living in poverty; persons at risk of or experiencing homelessness; youth involved in the child welfare system, including youth in the foster care system, and young adult alumni of the child welfare system; minors who have been separated from both parents and other relatives and are not being cared for by an adult who, by law or custom, is responsible for doing so; persons reentering society from criminal justice system involvement; and persons at risk of criminal justice system involvement due to disproportionate practices of enforcement, mental illness or substance use disorders.

²³ Department of Community and Human Services (2015). Affordable Housing Strategy: Response to King County Ordinance 17941, Section 58, Proviso P2. <https://www.documentcloud.org/documents/3730129-King-County-Affordable-Housing-Strategy-2015.html>.

1449 are individuals who have been booked in the King County jail four or more times in a twelve-
 1450 month period.²⁴ The number of individuals considered Familiar Faces is approximately 1,400
 1451 individuals each year. The most serious offense committed by 40 percent of the individuals was
 1452 “noncompliance,” which is frequently “failure to appear.” Of these 1,400 individuals, 94 percent
 1453 have a behavioral health condition. Nearly 20 percent have been in detox. Ninety-two percent
 1454 have an acute medical condition. The majority of Familiar Faces are homeless. The County
 1455 examined 61 services, outside of jail and court, and found that 66 percent of Familiar Faces
 1456 utilized one or more services such as emergency medical services and outpatient behavioral
 1457 health.
 1458

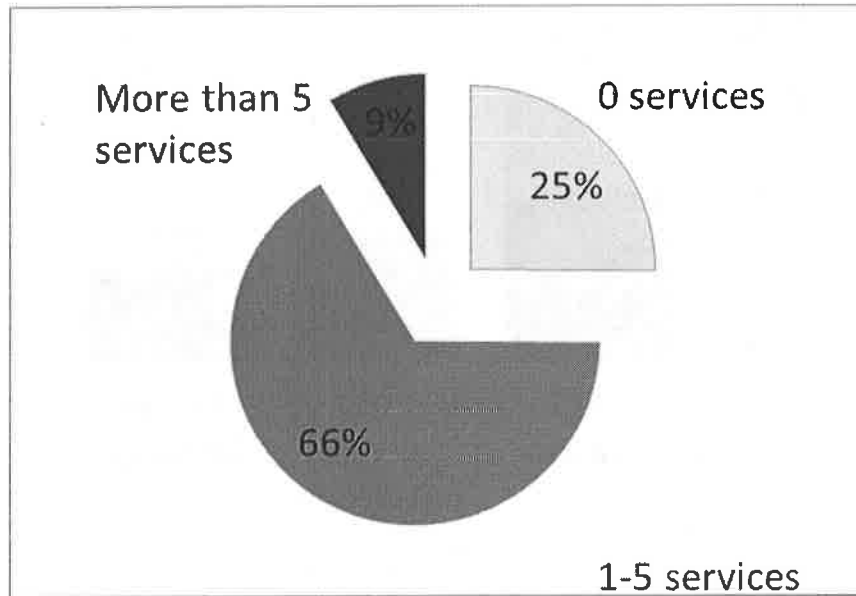


Figure 11: Familiar Faces Service Utilization

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²⁴ See the Familiar Faces website at <http://www.kingcounty.gov/elected/executive/health-human-services-transformation/familiar-faces.aspx>.

Services most commonly used by Familiar Faces in 2014

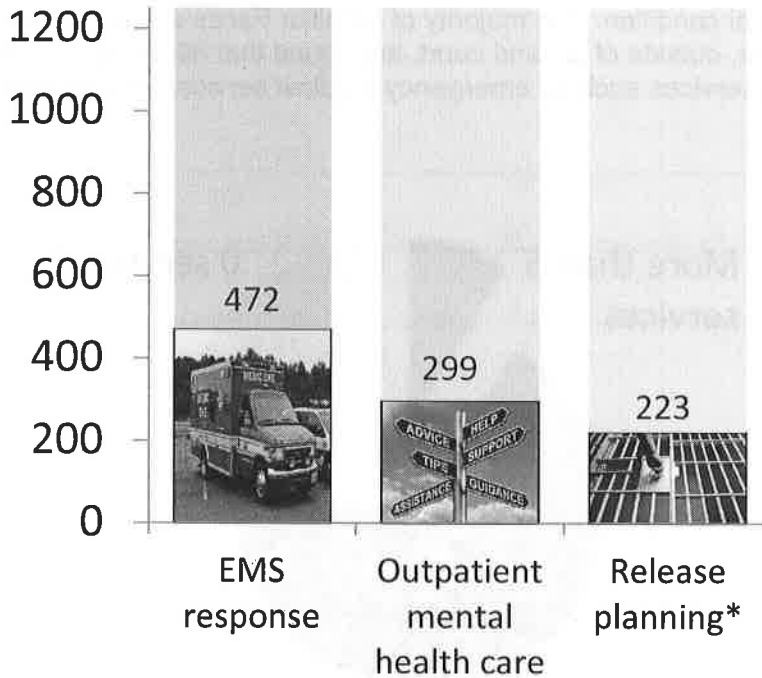


Figure 12

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 1466 Based on total service utilization, King County spent about \$35 million serving the Familiar
 1467 Faces population in 2014, or an average of about \$28,000 for each Familiar Face. Eighty-seven
 1468 percent of the estimated resources spent on Familiar Faces were devoted to criminal justice or
 1469 crisis response programs, which primarily deal with the negative results of behavioral health
 1470 disorders, such as crime or mental health crises.
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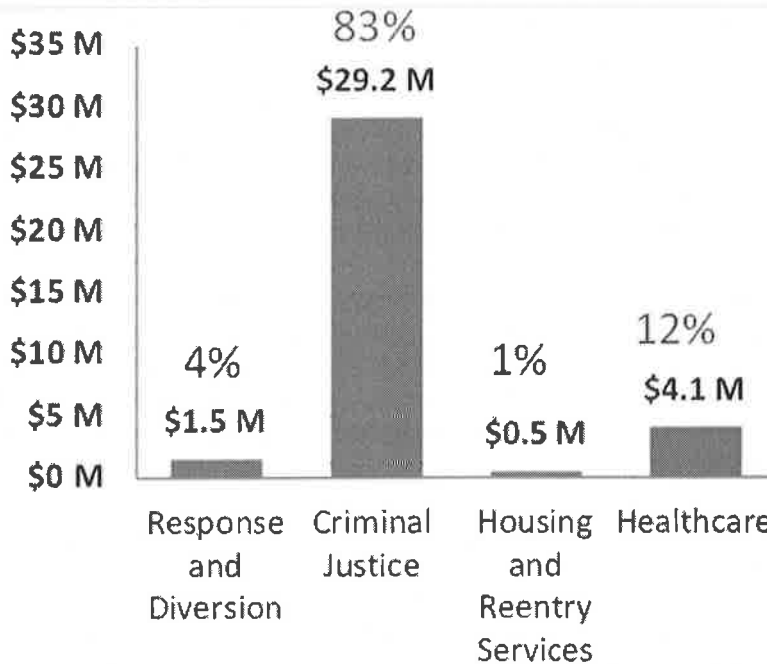


Figure 13

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By investing VSHSL proceeds in housing that is connected to services, the County can shift county investments from high-cost systems such as the jail to services that stabilize vulnerable populations in the community. Stabilizing vulnerable populations instead of incarcerating them is better for the person and for the budget.

For other vulnerable populations, housing barriers may look different. Survivors of domestic violence and sexual assault may require significant financial support to overcome financial abuse or exploitation. Some survivors may carry their abusers' poor credit or rental histories. Many survivors also require elevated levels of privacy or confidentiality to keep abusers from continuing the abuse.

PARTNERSHIPS AND LEVERAGE NEEDED FOR SUCCESS

Veterans, Seniors and Human Services Levy funds represent an important source of funds to support vulnerable populations experiencing homelessness. To achieve the biggest impact, additional sources of support are needed to align strategies, funding and care approaches to produce the best results for people struggling with housing insecurity or homelessness. Additional partnerships with other operators are crucial to ensure systems collaborate to improve lives of vulnerable populations. Potential system partners include King County's cities, medical/behavioral health providers, human service providers and housing authorities.

Partnerships are crucial to support planning around leveraging additional fund sources. Funding sources like the Seattle Housing Levy, A Regional Coalition for Housing (ARCH), Medicaid, housing authorities, Mental Illness and Drug Dependency (MIDD) tax, Low Income Housing tax credits, state and city budgets could have a larger impact if they were combined with VSHSL proceeds to achieve the same objectives. By leveraging additional funding sources, VSHSL proceeds could go further in helping implement additional capital, operations and services for vulnerable populations (e.g. King County invests \$80,000, and incorporates additional tax credits and state funds to create a bigger funding pool).

1503
 1504 King County invests in multiple services for vulnerable populations, whether through inpatient
 1505 mental health treatment, detox, medical respite programs for people experiencing
 1506 homelessness, the sobering center, or case management on the streets. At every community
 1507 meeting, participants emphasized that without housing, chances of achieving success for these
 1508 individuals were greatly diminished. Homelessness is a major factor in people relapsing after
 1509 inpatient treatment or recidivating in the criminal justice system for “failure to appear”, trespass
 1510 or other charges that may be related to a behavioral health condition or being homeless.

1511
 1512 One of the reasons people are exiting inpatient treatment or jail into homelessness is that the
 1513 definitions of homelessness under federal and state law exclude people who are exiting
 1514 institutions even though that person was homeless the moment they entered the institution.²⁵
 1515 Veterans, Seniors and Human Services Levy funds, because they do not carry these same
 1516 restrictions, can be used to house people who are not eligible for some of the housing funded by
 1517 federal and state funds.

1518
 1519 In order to improve outcomes for people receiving these King County-funded services and to
 1520 achieve better outcomes with the County’s investments, the VSHSL will connect people exiting
 1521 treatment systems with housing. For example, as described in the sections below, housing
 1522 capital and operating funds will be competitively bid for organizations that house people coming
 1523 directly from inpatient mental health treatment, detox or the medical respite program. Shallow
 1524 rent subsidies or master leasing can assist people who are beginning their recovery journey and
 1525 need rent subsidy while they work with their case manager and employment navigators to re-
 1526 enter the workforce. Connecting housing with these programs will improve outcomes for both
 1527 the service and housing investments and better assist people who are trying to make changes
 1528 in their lives.

1529
 1530 Currently, VHSL programs show the effectiveness of connecting housing with existing services.
 1531 Client Care Coordination (VHSL Activity 3.6), showed that by housing individuals with complex
 1532 behavioral health issues, medical needs and criminal justice involvement, over \$7 million in
 1533 expensive system costs such as emergency room visits was avoided.

1534

Vulnerable Populations Housing Stability Strategy 1
Capital and Operating Funds
Allocation: \$5,505,000

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Housing Stability Strategy 1.A
CAPITAL

Concept: The capital component of this strategy refers to the use of VSHSL proceeds to invest in building new units of affordable housing or purchasing existing buildings and either renovating them to create new affordable housing units or preserving existing units of affordable housing.

Selection processes for which capital projects to fund with VSHSL proceeds will consider whether and how a capital project creates affordable housing connected to other vulnerable population-serving systems. Examples may include creation of housing units that are connected to systems for people who have medically complex conditions in addition to behavioral health challenges, people existing inpatient treatment such as

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²⁵ See e.g. the definition of “chronically homeless” in [24 C.F.R. §578.3](#).

1549 detox or inpatient mental health treatment or criminal justice system diversion programs
 1550 such as those serving people enrolled in the Familiar Faces initiative.

1551
 1552 Term: Capital funds allocated in this transition plan would be committed in 2018 through a
 1553 Request for Proposals (RFP) or other King County procurement processes.

1554
 1555 Rationale: Since 2006, the Veterans and Human Services Levy has funded capital
 1556 projects and contributed to the creation of more than 2,000 units of affordable housing for
 1557 veterans and vulnerable populations. In community engagement processes and online
 1558 surveys, one of the most consistent responses to questions about how to promote
 1559 housing stability was to build more affordable housing or otherwise increase the stock of
 1560 affordable housing.

1561
 1562 Stakeholder groups familiar with the needs of vulnerable populations have consistently
 1563 identified how system-connected housing could make more effective existing services for
 1564 vulnerable populations. For example, advocates for survivors of domestic violence and
 1565 sexual assault identify shortages of safe housing for fleeing survivors who may not have
 1566 immediate access to income or who may lack sufficient credit history (or who may carry
 1567 the bad credit of their abuser). This transition plan proposes to build upon the VHSL's
 1568 historical success in creating new affordable housing units by allocating new VSHSL
 1569 funds for capital.

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 1572 Housing Stability Strategy 1.B
 1573 **OPERATING AND SERVICES FUNDS**

1574
 1575 Concept: In addition to the requirement for capital to build affordable housing, operating
 1576 funds are necessary to provide supportive services, maintain facilities, hire staff to
 1577 operate the building, and in some cases, subsidize rent for tenants with low income.
 1578 Buildings that have previously received capital funding from VHSL continue to require
 1579 funding to operate. Other affordable housing buildings that were not built with VHSL
 1580 capital may have some of their units encumbered with an obligation to serve vulnerable
 1581 populations by receiving VSHSL-funded operating funds. Building owners receive a five-
 1582 year funding commitment, which is renewable every five years.

1583
 1584 Term: Operating funds allocated in this transition plan would be committed in 2018
 1585 through Notice of Funds Availability, Request for Proposal or other King County
 1586 procurement processes.

1587
 1588 Rationale: Once built, affordable and supportive housing requires ongoing support to
 1589 remain effective, affordable, habitable, and available to future tenants. Provision of
 1590 operating funds has been a constant approach of the current VHSL and this transition
 1591 plan adds to the current VHSL's support for operations funds in 2018.

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Vulnerable Populations Housing Stability Strategy 2 Master Leasing and Shallow Rent Subsidies

Allocation: \$2,185,000

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Housing Stability Strategy 2.A

Master Leasing

Concept: Master Leasing is a model of affordable housing provision in which a nonprofit entity would contract with King County to fully lease (“master lease”) from a landlord or housing provider a block of affordable housing units for an extended period of time. The nonprofit would then manage the block of units, making the units available to tenants who may be otherwise ineligible or unable to compete for rental housing. The landlord or building owner receives the advantage of full occupancy over an extended period of time without incurring costs associated with tenant turnover. Examples of likely target populations for Master Leasing include participants in criminal justice system diversion efforts where criminal justice system contact is attributable to underlying behavioral health conditions or the effects of disparate enforcement practices. This program would also utilize the risk pool from the existing landlord liaison program in case there was any damage to a master leased unit. The risk pool provides additional incentive for landlords to provide housing for tenants who might not otherwise be competitive to rent in a tight rental market.

Term: This transition plan’s allocations for Master Leasing would be for a 30-month pilot program, targeted to begin operations by Summer 2018 and to end operations at the end of 2020.

Rationale: Master Leasing has the potential to add an effective new strategy to King County’s approach to promoting housing stability for residents. Master Leasing offers a more responsive method than capital for quickly providing affordable housing units that may be otherwise unavailable to low-income or no-income renters. In addition to providing a shorter investment-to-effect interval when compared to capital, Master Leasing is likely to yield affordable housing units at a lower-per unit cost in the short and medium terms. Over long timelines, capital projects are likely to become cheaper per unit in the aggregate. Within the six-year term of the VSHSL, Master Leased units would likely remain cheaper per unit.

Housing Stability Strategy 2.B

Shallow Rent Subsidies

Concept: Shallow rent subsidies are short-term or small-amount rent subsidies that help stabilize a client in housing by supplementing the rent. Subsidies may either be administered directly by King County or through a competitively bid contract. A portion of the shallow rent subsidies will be used for low-income clients who, because of criminal justice involvement, face housing barriers. Such persons include those involved in the VITAL program or the Law Enforcement Assisted Diversion (LEAD) program and who reside in affordable housing units supported by King County’s transit-oriented development bonds, as allocated by Motion 14687 (TOD housing) and/or in affordable housing units in other publicly-funded affordable housing programs targeting persons at zero to thirty percent of area median income. Shallow rent subsidies under this concept may either be provided to the tenant or may be provided to a landlord or housing provider

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to avoid creating income for a tenant. Shallow rent subsidies may be used to either prevent a person from becoming homeless or to assist a person who is currently homeless in gaining and maintaining housing. The goal with this strategy is to help a member of a vulnerable population gain or maintain housing through short-term provision of significant subsidy or longer-term provision of a relatively small subsidy while the household works with other service systems to seek employment, obtain job-related education or training, or to apply for income-generating public benefits.

Term: This transition plan's allocations for Shallow Rent Subsidies would be for an 18-month pilot program, targeted to begin operations by Summer 2018 and to end operations at the end of 2019.

Rationale: A number of King County residents participate in human services systems that would be more effective if linked to responsive access to stable housing. These include people being served through strategies such as the Familiar Faces Initiative. As an example, the VITAL outreach team that funds wrap-around services for people who are Familiar Faces is funded by the current VHSL (activity 2.5.A), so dedicated access to shallow rent subsidies that will help stabilize VITAL participants will align VSHSL investments in outreach, supportive services and housing stability.

**Vulnerable Populations Housing Stability Strategy 3
Age-in-Place Supports**
Allocation: \$10,000

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Housing Stability Strategy 3.D
HOUSING STABILITY ASSISTANCE PROGRAM

Concept: This allocation contributes to the VSHSL's Housing Stability Assistance Program (HSAP), a program intended to assist low-income owner-occupants who reside in King County and who are enrolled in the County's property tax exemption program remain in their homes. The HSAP will be primarily funded by VSHSL seniors proceeds and is one of several programs within the Age-in-Place strategy for senior housing stability. This allocation to the HSAP from VSHSL vulnerable populations proceeds will fund HSAP payments for persons who qualify due to being retired due to a disability but who are not age 61 or older. The concept for the HSAP is discussed in greater detail in the section on Seniors Housing Stability Strategies.

Term: This allocation would be made in 2018 and reserved for use until exhausted or until the HSAP ceases as a program, whichever occurs first.

Rationale: The HSAP's purpose is to ensure that seniors, 100 percent disabled veterans, and persons retired due to a disability who qualify for the property tax exemption program do not experience increased housing instability because of the VSHSL.

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**Vulnerable Populations Housing Stability Strategy 4
Enhanced Shelter Partnership**

Allocation: \$1,000,000

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Housing Stability Strategy 4
ENHANCED SHELTER PARTNERSHIP

Concept: This allocation will provide operating and service assistance to King County's first Homeless Navigation Center, located near Seattle's International District. The Navigation Center is built on the success of a similar effort in San Francisco and adheres to shelter best practices for extended operating hours and provision of services. By providing a place that meets all their basic needs, homeless individuals and couples are able to begin to address their barriers to housing and connect with outreach and service workers on site. The primary focus of a navigation center is to successfully move people to permanent housing as quickly as possible.

Term: This allocation would be made in 2018 for expenditure in 2018.

Rationale: Many of the individuals who have agreed to use the Navigation Center have complex barriers including opioid addiction, mental health challenges and criminal justice involvement. Programs such as the Navigation Center require multiple partners in order to ensure the program's sustainability.

New Senior Center Investments

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1704
1705 This transition plan allocates \$3,500,000 for potential awards to senior centers in King County in
1706 2018. This allocation will be drawn from VSHSL proceeds governed by Ordinance 18555,
1707 Section 4.B.2.
1708

1709 Concept: Senior centers in King County—including community centers with significant senior-
1710 focused programming or specific senior programs—will be notified and able to respond to a
1711 King County-administered Request For Qualification (RFQ) process to apply for VSHSL
1712 proceeds to fund the provision in 2018 of regional health and human services for seniors and
1713 their caregivers.
1714

1715 Prior to execution of the RFQ process that will govern distribution of these funds, DCHS will
1716 convene a work group to define “senior center” for the purpose of establishing which entities are
1717 eligible for these allocated funds. The work group will also provide DCHS with advice to ensure
1718 all senior centers across King County receive notice of the RFQ process to promote equitable
1719 access.
1720

1721 Examples of eligible expenditures for which senior centers may apply through the RFQ shall
1722 include:

- 1723 • caregiver respite services
- 1724 • provision of social work for seniors
- 1725 • outreach and application assistance for senior property tax exemptions or housing
- 1726 stability programs funded by King County
- 1727 • provision of nutrition services, including meals-on-wheels and congregate meals
- 1728 • transportation services for limited mobility or homebound seniors
- 1729 • senior center facility maintenance or upgrades that enhance the ability of senior centers
- 1730 to serve seniors
- 1731 • expansion of senior center operating hours in order to provide additional services for
- 1732 seniors and their caregivers.
1733

1734 Procurement processes for this allocation will be concurrent with the procurement process for
1735 senior center technical assistance and capacity building funds that is described in the capacity
1736 building and technical assistance section of this plan.
1737

1738 Term: This transition plan allocates \$3,500,000 in this section for distribution and use in 2018.
1739

1740 Rationale: There are at least 39 senior centers in King County, the majority of which are
1741 underutilized due to limited budgets and resources that constrain operating hours or underfund
1742 evidence-based programs that can promote social engagement, healthy living and housing
1743 stability for seniors. This strategy would leverage the latent capacity within the existing senior
1744 center system to increase contacts and engagement with seniors across King County.
1745 Assessments of contracts let under authority of this strategy would inform any future proposals
1746 for senior center funding as part of the execution of the VSHSL Implementation Plan.
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Technical Assistance and Capacity Building

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Ordinance 18555, Section 4.A, requires at least one percent of each year's levy proceeds to be used to fund technical assistance and capacity building. Under Section 1.H, technical assistance and capacity building means

Assisting small organizations, partnerships and groups to enable such entities to provide regional health and human services and capital facilities funded by the [Veterans, Seniors and Human Services] levy proceeds. Assistance may include, but is not limited to, providing or funding legal, accounting, human resources and leadership development services and support.

The Office of Economic and Financial Analysis' August 2017 Forecast projects the VSHSL's 2018 proceeds to be \$52,366,358. One percent of the 2018 projected proceeds is \$523,367.

The transition plan allocates \$525,000 for technical assistance and capacity building (TA/CB). The funds shall be used for three purposes in 2018, as described below. Should this funding not be expended before the adoption of an implementation plan, continued spending on these strategies and programs at the allocation levels included in this transition plan is subject to appropriation and inclusion of these in the council-adopted implementation plan,.

Technical Assistance and Capacity Building for Senior Centers

This transition plan allocates \$250,000 for use as TA/CB by senior centers. The definition of "senior centers," for purposes of technical assistance and capacity building investments, will be the same as the definition of "senior centers" for purposes of the new senior center investments described earlier in this transition plan. That definition will include as King County senior centers community centers with significant senior-focused programming or specific senior programs. Senior centers in unincorporated King County or other senior centers that substantiate the provision of services to substantial portions of seniors and caregivers residing in unincorporated King County, subject to further definition during the implementation of the King County procurement process, may be eligible under this section for awards of TA/CB funds of up to \$30,000. Other senior centers may be eligible for awards of TA/CB funds of up to \$30,000 as well. Actual award amounts would result from a King County application process and be subject to availability of funds. Actual award amounts resulting from the application process may be less than the maximum or requested amounts. Applications for and awards of senior center TA/CB funds shall be concurrent with the RFQ application process for and awards of senior center funding described in the "New Senior Center Investments" section of this transition plan.

Eligible expenditures of TA/CB building funds for senior centers shall be defined within the application process, consistent with Ordinance 18555. Examples of eligible capital purchases or services that enable senior centers to provide regional health and human services to seniors and their caregivers shall include:

- Capital purchases of information systems to assist senior center staff in meeting reporting requirements
- Translation of materials or programming to improve senior center contact with and services for limited English speaking seniors and caregivers
- Leadership development services and support for senior center staff
- Accounting, legal, or human resources services and support
- Other expenditures identified by senior centers in an application for an award of TA/CB funds.

1801
 1802 **Technical Assistance and Capacity Building for Providers of Current VSHL Services that**
 1803 **are Continued by this Transition Plan**

1804 This transition plan allocates \$225,000 for TA/CB to small organizations, partnerships and
 1805 groups that receive VSHSL funding pursuant to this transition plan. Senior centers are not
 1806 eligible recipients of funds from this \$225,000 allocation. TA/CB awards shall be limited to
 1807 \$20,000 per recipient entity. Actual award amounts would result from a King County competitive
 1808 application process and be subject to availability of funds. Actual award amounts resulting from
 1809 the application process may be less than the maximum or requested amounts. What constitutes
 1810 a small organization, partnership or group shall be defined by DCHS before DCHS releases the
 1811 RFP or RFQ seeking applications for these funds.

1812
 1813 Eligible expenditures of TA/CB building funds for VSHSL-funded entities shall be defined within
 1814 the application process, consistent with Ordinance 18555. Examples of eligible capital
 1815 purchases or services that enable VSHSL-funded entities to provide regional health and human
 1816 services to veterans, seniors and vulnerable populations shall include:

- 1817 • Capital purchases of information systems to assist in meeting reporting
- 1818 requirements
- 1819 • Translation of materials or programming to improve contact with and services for
- 1820 limited English speaking veterans, seniors and vulnerable populations
- 1821 • Leadership development services and support for staff
- 1822 • Accounting, legal, or human resources services and support
- 1823 • Other expenditures, consistent with Ordinance 18555, identified in an application
- 1824 for TA/CB funds by VSHSL-funded small organizations, partnerships and groups
- 1825 that receive VSHSL funding.

1826
 1827 **Technical Assistance for Small Organizations, Partnerships and Groups that Apply for**
 1828 **VSHSL Funding After Adoption of the VSHSL Implementation Plan**

1829 This transition plan allocates \$50,000 for use by DCHS or its contractors to offer technical
 1830 assistance (TA) to small organizations, partnerships and groups that wish to apply for VSHSL
 1831 funding after adoption of the VSHSL Implementation Plan.

1832
 1833 Ordinance 18555 requires the Executive to transmit the implementation plan in March 2018.
 1834 Once adopted by ordinance, the implementation plan will govern VSHSL expenditures until
 1835 December 31, 2023.

1836
 1837 The purpose of these TA funds will be to enable small organizations, partnerships and groups
 1838 equitable access to application processes for VSHSL funds. Eligible expenditures of TA shall be
 1839 defined within the RFP or other King County procurement process, consistent with Ordinance
 1840 18555. Examples of eligible expenditures of these funds shall include:

- 1841 • Grant writing or other services to assist in application development or submission
- 1842 • Translation services that allow limited English speaking persons to understand
- 1843 and respond to VSHSL requests for proposals or qualification
- 1844 • Bidder workshops that screen proposal or other application materials for
- 1845 sufficiency and assist in proposal or application refinement
- 1846 • Legal, accounting, human resources or other assistance required to help small
- 1847 organizations, partnerships or groups to understand or comply with
- 1848 organizational requirements or certifications required by King County in
- 1849 responsive applications for VSHSL funding in the implementation plan

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- Other expenditures, consistent with Ordinance 18555, that assist a small organization, partnership or group in applying for VSHSL funds.

Tracking the Number of Homeless Senior Veterans Who Obtain Housing

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Ordinance 18555, Section 4.B.2, requires that

[u]ntil either (a) seventy-five percent of the number of those seniors, who are also veterans or military servicemembers in King County and who as of the enactment date of this ordinance are homeless, obtain housing or (b) a total of twenty-four million dollars from the levy proceeds, except those levy proceeds described in subsection B.1 of this section, or from other funds administered by King County or both are spent to house seniors who are also veterans or military servicemembers in King County, whichever comes first, as least fifty percent of the levy proceeds described in [subsection B.2] shall be used to fund capital facilities and regional health and human services for seniors who are also veterans or military servicemembers and their respective caregivers and families.

Additionally, Ordinance 18555, Section 7.A.4, requires the transition plan to include a

Methodology to determine the number of seniors who are also veterans or military servicemembers and who are homeless as of the date of enactment of [Ordinance 18555] and to track the number of veterans and military servicemembers who obtain housing over the term of the [VSHSL] and the plan to implement that methodology and tracking...

What was the enactment date of Ordinance 18555?

Ordinance 18555 was enacted on July 21, 2017. The Council passed Ordinance 18555 on July 20, 2017 and the Executive signed the ordinance the next day, making July 21, 2017 the date of enactment.

How many senior veterans were homeless on July 21, 2017?

As of July 21, 2017, there were 422 homeless veterans age 55 or older experiencing homelessness in King County. The number of 422 actively homeless veterans was calculated by DCHS using the King County Homeless Management Information System (HMIS), Coordinated Entry for All System (CEA) and then de-duplicating and reconciling reports from both of those systems with a report from the U.S. Department of Veterans Affairs Puget Sound Health System. Homeless veterans are defined as persons tracked by HMIS, CEA and the VA who self-identified as veterans and as of July 21, 2017:

- completed an assessment through Coordinated Entry for All but had not yet moved into permanent housing or transitional housing
- were enrolled in a shelter program in HMIS
- received a voucher or subsidy but had not yet moved into a permanent housing unit
- were enrolled in a day shelter or street outreach program within the 90 days preceding July 21, 2017
- were enrolled in a homelessness prevention or supportive services only program and indicated that they were homeless when they entered the program
- left a program in HMIS for a non-permanent housing situation or a place not meant for human habitation within the 90 days preceding July 21, 2017.

1901 **How many senior veterans must obtain housing to satisfy the first condition defined**
1902 **within Ordinance 18555, Section 4.B.2?**

1903 Seventy-five percent of 422 is 317. Unless sooner lifted by expenditure of at least \$24 million
1904 dollars, the requirement to spend at least 50 percent of VSHSL proceeds controlled by Section
1905 4.B.2 will cease to operate once 317 homeless senior veterans obtain housing.

1906
1907 **What will constitute “obtaining housing” for an actively homeless senior veteran?**

1908 DCHS will use the same systems and partners to identify senior veterans who obtain housing as
1909 DCHS uses to determine the number of homeless senior veterans. Senior veterans will be
1910 counted as housed if:

- 1911 • The veteran is placed in housing through VASH or Supportive Services for Veteran
1912 Families (SSVF) as verified by the VA Puget Sound
- 1913 • The veteran enrolls in a transitional housing program
- 1914 • The veteran enrolls in a permanent housing program (including Rapid Re-Housing with a
1915 move-in date)
- 1916 • The veteran is removed from the Coordinated Entry Community Queue after self-
1917 resolving their housing crisis
- 1918 • The veteran successfully exits any program to permanent housing, defined as a
1919 Permanent Supportive Housing or another permanent housing program; an owned or
1920 rented unit, with or without subsidy; or voluntarily staying with friends or family
1921 permanently.

1922
1923 **How will DCHS track and report the number of senior veterans experiencing**
1924 **homelessness who obtain housing?**

1925 DCHS evaluation staff will monthly track the number of homeless senior veterans who obtain
1926 housing. DCHS evaluation staff will track this information through use of the HMIS and CEA
1927 systems and in partnership with the U.S. Department of Veterans Affairs. The combined system
1928 protocol of combining, de-duplicating and reconciling information from HMIS, CEA, and the VA
1929 will be used DCHS began tracking the number of homeless senior veterans who obtained
1930 housing for the purpose of reporting progress against the 317 veteran goal as of July 21, 2017,
1931 the VSHSL Ballot Measure Ordinance’s date of enactment.

1932
1933 DCHS will regularly update the Council on the status of how many homeless senior veterans
1934 have obtained housing through the provision of a quarterly update memorandum. These
1935 quarterly update memoranda will be provided from DCHS directly to Councilmembers until 317
1936 of homeless senior veterans have obtained housing. DCHS will provide Councilmembers with
1937 the first update memorandum in March 2018. Once 317 homeless senior veterans have
1938 obtained housing pursuant to the methodology described in this plan, the Executive shall
1939 transmit for Council review and acceptance by motion a report certifying that at least 317
1940 homeless senior veterans have obtained housing.

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Criteria to Address Geographic Differences in Housing Costs and a Streamlined Process to Review and Approve VSHSL Capital Facilities

Addressing Geographic Variations in Housing Costs

This transition plan allocates VSHSL proceeds for housing stability strategies, but it does not direct specific recipients of VSHSL funding (except for the section continuing current VHSL services). Specific awards of new funding will be executed through competitive bidding processes or other county procurement processes in accordance with the controlling laws and regulations. Those procurement processes will be used to distribute fund amounts based on allocations made within the adopted version of this plan.

With over two million residents, King County's housing and human services needs vary across the region. This plan requires that all RFPs shall consider subregional variations in measures and indices of household income as well as variations in measures or indices of typical housing costs. This requirement is intended to ensure that competitive bidding processes do not unduly disfavor subregions of King County where high average or median incomes may masquerade concentrations of poverty within them, even as those impoverished persons or communities contend with the higher than average housing costs that often occurs in subregions with higher than average incomes. DCHS staff will consult with stakeholders, Councilmembers or their delegates to finalize appropriate criteria that account for subregional variations in income and housing costs. These criteria may vary between VSHSL housing stability strategies.

It is important to note that any housing facility or service program funded by DCHS is intended for the use of any King County resident, regardless of where they live within the region. New housing projects such as the system-connected facilities identified in this transition plan are intended to serve people exiting various system-based institutions, including the criminal justice, behavioral health and medical systems. As such, these buildings will meet a critical regional need. Contracting terms will ensure that all otherwise eligible King County residents are eligible for use of VSHSL-funded housing stability capital and services, regardless of where in King County those capital facilities or services may be located or provided.

More flexible programs such as master leasing and shallow rent subsidies will be awarded and allocated in such a way that units are distributed throughout the county. This will be controlled by a competitive RFP process that is informed by current housing needs data. Other programs, such as Housing Repair, have a long history of striving to allocate resources equitably throughout the region. Active outreach and marketing of these service programs has been shown to ensure regional distribution.

Streamlined Capital Review Process

Ordinance 18555 requires the transition plan to include a process to "streamline the review and approval of capital facilities." At the same time, considering the complexity, total cost and longevity of capital investments, it is imperative that DCHS thoroughly review both the soundness of project proposals and the organizational and financial health of the project sponsors. To meet the objectives of both a streamlined review and responsible analysis of proposal strength, DCHS is modifying its project review and underwriting process.

1991 As part of that process improvement, all capital projects will be reviewed by a single credit
1992 committee made up of subject matter experts in affordable housing, transit-oriented
1993 development, finance and other relevant disciplines. Before the credit committee reviews
1994 potential projects, subject matter experts from inside and outside King County government will
1995 provide analyses and comments on all project proposals in order to inform credit committee
1996 review. Areas of expertise of subject matter experts who perform pre-credit committee reviews
1997 will include human services, transit, housing type (homeless, homeownership) and other areas
1998 of expertise. These comments will be incorporated into the project review documents that will
1999 then be provided to the credit committee for their review and final recommendations.
2000
2001 By capturing subject matter expert project reviews to complement staff underwriting prior to
2002 proposal review by the credit committee, members of the credit committee will have more
2003 information on which to base their analyses and will have additional context to focus their
2004 scrutiny of proposals.
2005
2006 As a result, credit committee members will be able to provide higher quality reviews more
2007 efficiently. DCHS will receive more focused feedback from the credit committee. The final result
2008 will be higher quality guidance from the credit committee upon which the DCHS director can
2009 approve final funding decisions.
2010
2011 DCHS will employ this new process in the decision-making process for commitment of capital
2012 funds allocated by this VSHSL Transition Plan.
2013