



System Analysis and Accountability Recommendations (SAAR) Final Report

Commissioned by Vulcan Inc.
Prepared by Focus Strategies

May 2019



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We are grateful for the confidence that was placed in our work to conduct this project by Vulcan Inc., who commissioned this report at the request of Mayor Jenny Durkan and County Executive Dow Constantine. Vulcan’s commitment has been to honor Paul Allen’s legacy and desire to provide significant strategic assistance in helping the region reduce homelessness. Leslie Smith, Director of Public Policy for Vulcan, led this effort by championing learning what has worked in Seattle/King County to address homelessness, turning data into useful information to drive policy, and maintaining a focus on the best interests of people who are suffering the most in the region. Dave Stewart, formerly with Vulcan, provided valuable leadership and direction early in the project.

Focus Strategies would like to acknowledge the dedication of time, resources, and expertise of the many individuals and organizations who contributed to this assessment. Specifically, we would like to thank:

- **Mayor Durkan** for the significant time, information, and expertise on this project that significantly shaped the content and direction of the analyses.
- **The Core Leads of the homeless system**, who coordinated the provision of data, interview lists, and insight into historical and current homeless system operations:
 - *Kira Zylstra, Acting Director, All Home King County*
 - *Jason Johnson, Interim Director, Human Services Department, City of Seattle*
 - *Tess Colby, Senior Advisor on Homelessness, City of Seattle, Office of the Mayor*
 - *Rachel Smith, Deputy Executive, King County and Leo Flor, Director, King County Department of Community and Human Services*
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 - *Mark Ellerbrook, Division Director of Housing and Community Services and Hedda McLendon, Homeless Stability and Services Manager, King County Department of Community and Human Services*
 - *Jennifer Schurer Coldiron, Chief of Performance Measurement and Evaluation; Christina McHugh, Lead Evaluator of Housing and Homelessness; and Sarah Argodale, Project/Program Manager, King County*
 - *Tiffany Washington, Deputy Director and Dusty Olson, Strategic Advisor, Human Services Department, City of Seattle*
- On a parallel timeline with this project, **Vulcan and other area corporate and philanthropic leaders** commissioned reports and technical assistance to move the community toward a homeless system leadership structure that is more equitable, consumer-centered, and unified. These goals are reflected in the work of the **National Innovation Service (NIS)** and the forthcoming work from **CSH**. We were grateful to coordinate closely with NIS in the first phase of their work, and to begin coordination with CSH as their project began and ours came to a close. Specifically, we thank Marc Dones, Executive Director, and Brittani Manzo, Director of Public Policy, of NIS (called Future Laboratories at the start of our project) and Ann Oliva, Senior Policy Advisor, CSH for their partnership and willingness to work through challenges.
- We are particularly grateful to **Zillow**, who provided targeted information, expertise, and literature about how to understand and assess regional housing market dynamics, and their approach to analyzing and forecasting housing market data. We deeply appreciated the

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Finally, a very special thanks and note of appreciation to **Barbara Poppe**, Founder and Principal of Barbara Poppe and Associates, for serving as a primary contributor and editor of this report, as well as providing strategic expertise and guidance throughout the project.

EXECUTIVE SUMMARY

Vulcan has engaged an Expert Panel led by Focus Strategies to develop this Systems Analysis and Accountability Recommendations (SAAR) report. The primary objective of the SAAR project is to assess and learn from efforts undertaken in Seattle/King County over the past two to three years to improve homeless system performance in alignment with recommendations made in 2016 by Focus Strategies and Barbara Poppe and Associates (BPA). Leaders in the Seattle/King County region, led by Seattle Mayor Jenny Durkan and County Executive Dow Constantine, are currently embarking on a new and ambitious initiative to transform the community's response to the crisis of homelessness, organized around the creation of a new regional homelessness entity. This report is intended to provide a baseline of information, data, and analysis that leaders can use as they launch the new regional entity and move forward with the development of a Regional Action Plan (RAP).

To produce this report, Focus Strategies collected and analyzed a wealth of quantitative and qualitative information on efforts to address homelessness in the region. Our analytic framework uses a systems lens – seeking to understand the “flow” of people from housing to literal homelessness and back to housing. This framework recognizes that the problem of homelessness is dynamic, not static. The approach centers on community factors, rather than personal factors, that cause households to enter and exit homelessness.

At the time of this report, Seattle/King County has the third largest population of homeless people in the country – only Los Angeles and New York City have more people experiencing homelessness. The recently released Point in Time Count for 2019 conducted by All Home shows a reduction of 7.5% since 2018, the first time the count has gone down in many years. Yet our analysis indicates that, despite this promising one-year reduction, if the trend over the past three years continue, the community is likely to see increases in homelessness over the next five years. We estimate that the number of households experiencing homelessness at a Point in Time could rise from 9,300 in 2019 to 10,500 by 2024, and on an annual basis from 17,000 in 2019 to 24,000 in 2024.

In 2016, the Focus Strategies and BPA Reports highlighted a need for more effective leadership to develop and implement a coordinated, systematic, community-wide response to homelessness in the Seattle/King County region. Community leaders were urged to act with urgency and boldness to establish a funder-driven and person-centered homeless system with an action-oriented governance structure, and to use data informed funding processes to drive systems transformation. Overall, Focus Strategies has found that while the sense of urgency seems to have grown since 2016, *the scale and pace of change is still insufficient to drive significant reductions in homelessness*. Investments have risen; new programs, shelter beds, and housing units have been added; system performance has improved slightly; and the affordable housing inventory has grown. While these changes are pointing in the right direction, they are not yet scaled to the size and complexity of the problem.

To move beyond the current state and begin seeing ongoing and sustainable reductions in the number of people experiencing homelessness, the leadership of the region (City, County, surrounding cities, funders, and others) must become much more action-oriented and targeted. We have developed some high-level recommendations that are designed to help shape and inform the RAP as it is developed:

1. Adaptive Leadership and Culture Change. To act with urgency and focus will require not only a new governance structure (the new homeless entity), but a new system culture and leadership. There is a need for adaptive leadership at all levels of the homeless system. An overall shift in system culture needs to go hand in hand with the development of adaptive leadership. The entire system needs to stay focused on “who is experiencing homelessness and how do we marshal our resources to best house them.” Staff at all levels, from line staff up to executives, need to be brought along to embrace and implement a new way of doing business: person-centered, systems oriented, equity-based, housing focused, data informed, and not bound by rules or “why we can’t.” This will require a long-term set of actions to move the whole community along a change curve.
2. Large Scale/High Impact Priorities. We advise using the Regional Action Plan as a forum for identifying a small set of highly targeted and focused efforts that will produce a demonstrable impact on numbers of people experiencing homelessness. Three priorities we recommend are:
 - a. *Ramp up production of affordable housing units for people at or below 30% of Area Median Income (AMI)*. The greatest gap in the housing inventory is at this lowest level of affordability and producing more units at this level will be essential to getting everyone that is currently living outside into stable housing.
 - b. *Take diversion to scale*. Our analysis shows that diversion efforts in Seattle/King County have been highly effective, even though still relatively small compared to other intervention types. Given the great success of the community’s diversion assistance thus far, we recommend greatly scaling up these efforts to prevent households from entering the homeless system by helping them remain housed.
 - c. *Develop a strategy to reduce unsheltered homelessness*. Given the size of the unsheltered population, the impact on people living outside and on the community, and the degree of political pressure on the City and County to address it, we recommend that the new entity develop a region-wide strategy to reduce unsheltered homelessness, including single adults which represent the largest number of unsheltered homeless people. This includes setting a numerical goal for reductions in this population.
3. Regional Investment Plan. It will be essential to develop a regional investment strategy agreed upon by all funders to support the identified priorities. We also advise developing an annual investment report detailing where dollars have been invested and the outcomes. The measure of success must be the impact that each funding strategy has compared with alternatives. Simply funding initiatives and ideas is wholly insufficient to the challenge of reducing homelessness, because dynamic problems require systemic solutions.
4. Systemwide Data and Evaluation Strategy. Current evaluation efforts tend to be done at the program and initiative level, leaving a gap in understanding about the effectiveness of the overall system. We recommend that the new entity be charged with developing capacity to conduct regular, systemwide evaluation to understand not only *what* is working, but *why* elements are working or not as intended *and* what needs to be done to improve performance.

I. INTRODUCTION

A. Background and Purpose

Leaders in the Seattle/King County region, led by Seattle Mayor Jenny Durkan and County Executive Dow Constantine, are embarking on a new and ambitious initiative to transform the community's response to the crisis of homelessness. Central to this effort is the creation of a new regional entity that will integrate City and County resources and spearhead the development and implementation of a regional strategy to reduce the number of people in Seattle and King County who are experiencing homelessness. To support this effort, Vulcan has engaged an Expert Panel led by Focus Strategies to develop this Systems Analysis and Accountability Recommendations (SAAR) report.

The primary objective of the SAAR project is to assess and learn from efforts undertaken over the past two to three years to improve homeless system performance in alignment with recommendations made in 2016 by Focus Strategies and Barbara Poppe and Associates (BPA). Significant efforts have been made to implement these recommendations and data is available to assess their impact. Thus, a key goal of the SAAR project is to learn from the recent past in order to inform the next steps in the community's efforts to more systematically tackle homelessness. This report provides a baseline of information, data, and analysis that leaders can use as they launch the new regional entity and move forward with the development of a Regional Action Plan.

Specific analytic efforts reflected in this report include:

- Review of investments of the City of Seattle, King County, members of the Sound Cities Association, and philanthropy, and assessment of the impact of these investments and their alignment with the 2016 Focus Strategies and Barbara Poppe and Associates reports;
- Analysis of homeless system performance;
- Analysis of racial disparities in the homeless system;
- Assessment of the performance of the Coordinated Entry for All (CEA) system
- Recommendations to inform the development of the Regional Action Plan

The SAAR undertaking is but one of several technical assistance efforts providing critical information, analysis, and expert advice to regional leaders to support their work to develop a new, unified governance structure for efforts to address homelessness and continue refining and improving the region's homelessness response system. The SAAR effort is intended to coordinate with:

- The National Innovation Service (NIS, formerly Future Laboratories) community listening and design process, results of which were published in December 2018. In this report we note where our analysis and recommendations align with the recommended actions in the NIS report.
- The Corporation for Supportive Housing has completed a set of recommendations for a new governance structure for the Continuum of Care (CoC) and will soon begin working on a Regional Action Plan. This report is designed to provide essential data and analysis, as well as high level recommendations, that will support the Action Plan.

B. Information Sources

To produce this report, Focus Strategies reviewed and utilized a range of information sources, both qualitative and quantitative.

Qualitative Sources: Our qualitative analyses explored the operations and outcomes of key components of the homeless crisis response system and broader efforts to reduce homelessness in Seattle and King County. Qualitative sources included:

- Discussions and engagement with local leadership, including County, City of Seattle, surrounding Cities, non-profit, philanthropic, and other private and public leaders to gain an understanding of local strategies and priorities currently in place to address homelessness in Seattle/King County;
- Discussions with the project's Expert Panel, whose role is to provide technical analysis and expert guidance to support the efforts underway by the City of Seattle, King County, and the Sound Cities Association to transform the region's response to homelessness. Panel members are:
 - Megan Kurteff-Schatz, President, Focus Strategies;
 - Barbara Poppe, Principal, Barbara Poppe and Associates;
 - Svenja Gudell, PhD, Chief Economist, Zillow;
 - Daniel Flaming, PhD, President, Economic Roundtable;
 - Mandy Chapman Semple, Managing Partner, Clutch Consulting Group; and
 - Ann Oliva, Senior Policy Advisor, CSH (added March 2019)
- Review of system documents to inform our understanding of existing strategies, initiatives, programs, and performance. A summary list of documents is provided in Appendix 9.
- Phone interviews with key stakeholders from agencies and organizations across the Seattle/King County region, including:
 - Coordinated Entry for All (CEA) staff and CEA Policy Advisory Committee representatives
 - Staff from King County agencies (DCHS, DHCD, etc.)
 - Staff from City of Seattle agencies
 - Staff and elected officials from cities in King County
 - All Home staff
 - Staff from philanthropic entities
 - Staff from non-profit housing and service providers
 - Staff from City and County housing authorities
 - Representatives from advocacy groups

A summary of what we heard in these interviews and from discussions with community leadership is provided in Appendix 10, along with a list of people interviewed.

- Research on other communities of similar size and scope to Seattle/King County, national best practices, and effective models to inform our understanding and recommendations on how to best reduce homelessness locally.

Quantitative Sources: To complement our qualitative analyses, Focus Strategies conducted thorough quantitative analyses of system and program performance, system capacity, Coordinated Entry for All, prevention and diversion efforts, local investments, and the Seattle/King County housing market. Data analytic work incorporated the following data sources:

- To understand System Capacity, we utilized the 2016 and 2018 Housing Inventory Counts (HIC), which provide a snapshot of the community's inventory of permanent and emergency housing interventions;
- To analyze system and program performance, we called upon 2015/2016 and 2017/2018 data exported from the Homeless Management Information System (HMIS);
- To understand CEA performance, we utilized 2017/2018 data exported from HMIS and data from publicly facing King County dashboards;
- To determine the effectiveness of the community's prevention initiatives and programs, we called upon 2017/2018 data extracted from the Youth and Family Homeless Prevention Initiative database and 2017/2018 data exported from HMIS;
- To understand the effectiveness of diversion efforts systemwide, we used 2017/2018 data exported from HMIS;
- To determine the impact of system-level investments and alignment of these investments with communitywide goals and priorities, we examined City of Seattle, King County, surrounding cities, and philanthropy investments in 2016 and 2018; and
- To understand the impact of capital investments, we looked at the City of Seattle Office of Housing and King County's capital investment awards for 2016, 2017, and 2018.

C. Methodology and Analytic Framework

Methodology

The SAAR project sets out to answer a series of analytic questions:

- *Homeless System and Capital Investments:* The goal of the set of analyses related to homeless system investments was to assess investments in the homeless system (programs, supports, and services) made by the City of Seattle, King County, the suburban cities surrounding Seattle, and philanthropy since 2016. We were interested in several aspects of system investment, including the total amount of investment and the specific initiatives invested in, and changes between 2016 and 2018. Information was also gathered about all investment funding sources. The goal of our analyses of capital investments was to assess the investments in new housing stock made by the City of Seattle and King County since 2016. We were interested in several aspects of capital investment, including the number of new projects awarded, unit breakdown by number of bedrooms and income level, and cost (with source) of project financing.
- *Housing Market and Housing Gaps:* The purpose of our housing market and housing gaps analyses was to provide a more robust understanding of the Seattle/King County housing market through the lens of homeless system planning. Focus Strategies, in partnership with Zillow,

examined the projected number of households experiencing homelessness expected over the next five years, how many of those households might be housed with the existing stock of affordable housing, and the number of units needed to absorb the number of households exiting from the homeless system.

- *Coordinated Entry for All (CEA)*: The goal of this set of analyses was to assess whether King County's Coordinated Entry for All (CEA) effectively and efficiently assessed, prioritized, and matched individuals, families, and transition aged youth (TAY) experiencing homelessness to housing.
- *Diversion and Prevention Programs*: The goal of our set of analyses around Seattle/King County's diversion programs was to assess whether King County's Diversion program effectively and efficiently diverted single adults, families, and transition aged youth (TAY) from entering shelter, or, if already in shelter, from entering another homeless program. Focus Strategies also conducted a set of analyses of prevention programs operating in the Seattle/King County region to understand the population served and program outcomes.
- *System Capacity and System Performance*: Focus Strategies analyzed local HIC and HMIS data to understand the system's current capacity for serving people experiencing homelessness by intervention type (emergency shelter, transitional housing, rapid rehousing, permanent supportive housing and other permanent housing), as well as system performance on key metrics including length of time homeless, returns to homelessness, cost per exit, rate of exits to permanent and non-permanent housing (also by intervention type).
- *Racial, Ethnic, and Other Disparities*: We also utilized local CEA and HMIS data to understand the extent to which racial, ethnic, and other disparities exist in the systems and programs that assist people experiencing homelessness.

Where relevant and possible (i.e. investments, performance analyses), our analytic work includes a comparison of changes between the years 2016 (when Focus Strategies and Barbara Poppe and Associates released their initial system performance reports) and 2018 (the most recent year of data). See Appendices 1 through 8 for detailed results of the analytic work.

Analytic Framework

Focus Strategies' Analytic Framework for this project included three key areas of interest:

1. Inflow – the phenomenon of people becoming homeless (i.e. moving from a housed situation into a literally homeless situation such as living outside or in an emergency shelter), and the effectiveness of efforts to prevent homelessness and divert people from entry into homeless programs;
2. Homeless System Performance – the array of interventions in place to assist people experiencing homelessness and the effectiveness and efficiency of the system in helping people return to housing;
3. Outflow/Housing Exits – the ability of the system to provide an adequate quantity of housing for people to exit from homelessness.

In examining these three components of the homeless response system, we considered the issue of homelessness by considering the “flow” of people from housing to literal homelessness and back to housing (or in some cases, remaining homeless). This framework recognizes that the problem of homelessness is dynamic, not static. The approach centers on community factors, rather than personal factors, that cause households to enter and exit homelessness.

II. FINDINGS

A. Trends in the Population of People Experiencing Homelessness in Seattle/King County

At the time of this report, Seattle/King County has the third largest population of homeless people in the country – only Los Angeles and New York City have more people experiencing homelessness, as measured by the HUD-mandated 2018 Point in Time (PIT) Count.¹ Between 2016 and 2018, the total count of households experiencing homelessness in Seattle/King County increased 18.3%. Just-released preliminary information from the 2019 PIT reported 11,199 homeless people on the night of the count, a decrease of 7.5% since 2018.²

Point in Time Count	2016	2017	2018	2019
Total # HHs Experiencing Homelessness	8,680	9,715	10,270	9,354³
# Adult Only HHs	7,748	8,810	9,488	--
# HHs with Children	932	905	782	--
Total Sheltered HHs	4,203	4,289	4,004	4,118
# Adult Only HHs	3,299	3,406	3,247	--
# HHs with Children	904	883	757	--
Total Unsheltered HHs	4,477	5,426	6,266	5,236
# Adult Only HHs	4,449	5,404	6,241	--
# HHs with Children	28	22	25	--

Using the compound annual growth rate (2.52%) of the total number of households experiencing homelessness, the table below shows that the number of point-in-time homeless households might increase to 10,594 by 2024 if the current local landscape and conditions remain.

	2019	2020	2021	2022	2023	2024
# Homeless Households	9,354	9,590	9,832	10,080	10,334	10,594
Net Change in # Homeless Households		236	242	248	254	260

However, the estimate above only considers the numbers of people who experience homelessness at a point in time. A more meaningful population estimate is the number of people who experience homelessness over the course of a year, which provides a better picture of the need for homeless system

¹ *State of Homelessness*. National Alliance to End Homelessness, <https://endhomelessness.org/homelessness-in-america/homelessness-statistics/state-of-homelessness-report/>.

² *Count Us In 2019 shows first reduction in homelessness since 2012 for Seattle/King County*. All Home, May 2, 2019, http://allhomekc.org/wp-content/uploads/2019/05/Count-Us-In-2019-news-release_FINAL.pdf.

³ To estimate the number of households, we used the average over the past three years of the number of people per household: 1.2 people in total households, 1.45 people in sheltered households, and 1.01 people in unsheltered households.

interventions and particularly for housing units/subsidies. Using data from HMIS on the people served during the year, we developed an estimate of the annual homeless population and estimated growth over the next five years. As the table below shows, if current trends continue the annual population could grow to more than 24,155 by 2024.

	2017	2018	2019	2020	2021	2022	2023	2024
# Served in HMIS	17,167	18,025	18,927	19,873	20,867	21,910	23,005	24,155
Net Change in # Served in HMIS		858	901	946	994	1,043	1,095	1,150

Using both of these perspectives on the size of the homeless population, we estimated that there are 14,141 households currently experiencing homelessness in need of housing and further, that over the next five years, an additional 3,235 households experiencing homelessness will also be in need of housing. For more information on our analysis of the local housing market, see Appendix 8: Housing Market Analysis.

B. Leadership and System Culture

In 2016, the Focus Strategies and BPA Reports highlighted a need for more effective leadership to develop and implement a coordinated, systematic, community-wide response to homelessness in the Seattle/King County region. Community leaders were urged to act with urgency and boldness to establish a funder-driven and person-centered homeless system with an action-oriented governance structure, and to use data informed funding processes to drive systems transformation. Overall, Focus Strategies has found that while the sense of urgency seems to have grown since 2016, the scale and pace of change is still insufficient to drive dramatic reductions in homelessness. As noted above, the community appears to be on track for the population to grow significantly over the next five years.

Based on information gathered from key stakeholders and a review of planning documents and other written materials (see Appendix 9), it is evident that there have recently been some changes made that are aligned with the 2016 recommendations. Most notably, a robust and important community conversation has been taking place about the need for stronger leadership and a shift in culture, if progress is to be made to turn the curve towards reductions rather increases in homelessness. (See Appendix 10 for a more detailed summary of stakeholder input.) In 2018, the City and County elected officials and executive leaders began meeting to forge a path forward and engaged Future Laboratories (now called National Innovation Service or NIS) to conduct a community-driven listening process and make recommendations for system re-design. This work resulted in a report produced in December 2018 that included 10 Action Steps, several of which specifically address the issue of leadership and system culture:

1. **Institute a system-wide theory of change.** NIS suggests that the current system lacks a group theory of change and agreement on how resources should be allocated and utilized. NIS stresses that both system administrators and the community need to buy into a new theory of change in order to move forward.
2. **Consolidate homelessness response systems under one regional authority.** The NIS report identifies six agencies in the region that believe they take “major or primary responsibility” over

homelessness efforts in the region, creating a highly fragmented system. Their report recommends that efforts be consolidated into a single entity, to improve the region's overall response to homelessness and create more consistent public-facing messaging by there being one entity of contact and responsibility.

3. **Become accountable to customers.** The NIS report notes that the current system is not centered on customer need, does not consistently provide trauma-informed care, align to Housing First practices, practice peer support, or make community connections to “combat isolation” for those who are experiencing homelessness. All these customer-centric elements should be addressed to create a new system that works to serve the customer rather than the existing system.

The findings in the NIS report generally align with Focus Strategies' observations about the strengths and challenges of the current system leadership, governance, and culture. We would further add that the primary challenge appears to be a lack of adaptive leadership at all levels of the homeless system – meaning that the system lacks people in decision-making roles who embrace change, flexibility, and problem solving rather than making and following rules. Our conversations and interviews with system stakeholders reveal a homeless system culture at all levels that is funding-source and program-driven and focused on rules that govern what can and cannot be done. Stakeholders we interviewed described a culture that is highly process-focused and pervaded by an “inability to act.” (See Appendix 10: Stakeholder Interview Summary for more details.) To move beyond the current state and begin seeing reductions in the number of people experiencing homelessness, the leadership of the region (City, County, surrounding cities, funders, and others) have to make the shift from thinking and acting in the framework of “what resources do we have and what can we do with them” to “who is experiencing homelessness and how do we marshal our resources to best house them.” In other words, the organizing principle throughout the system must move away from compliance to requirements and rules towards a focus on the narrower mission and goal of the system (housing people experiencing homelessness).

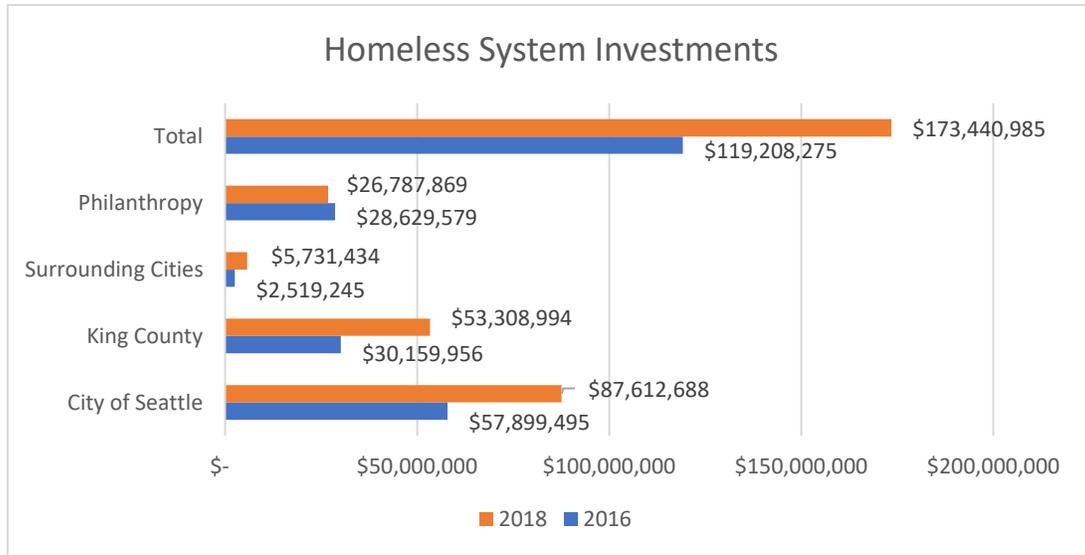
C. Investments

1. Homeless System Investments (Programs, Services, Housing)

As part of our broader system analyses, Focus Strategies assessed investments in the homeless system made since 2016 by the City of Seattle, King County, the suburban cities surrounding Seattle, and philanthropic organizations. Homeless system investments include all types of programs and services for people experiencing homelessness, but do not include capital investments in housing development, which is covered in the next section. We were interested in several aspects of system investment, including the total amount of investment and their funding sources, and the specific type of homeless system initiatives invested in. To conduct this analysis, we collected a consistent set of data points from public and private funders in the region, divided into four broad categories: City of Seattle, King County, surrounding cities, and philanthropy. Funding from the City and County includes both locally generated sources (e.g. levies) as well as federal and state funds that are passed through to the local level. Please see Appendix 1 for details on the specific funding sources included in the analysis.

Our assessment reveals that there was a large increase in systemwide investments in the past several years, increasing by 45% between 2016 and 2018, with funding at almost \$175 million in 2018 (see next

graph). Of the four funder types, all but philanthropy increased their level of investment. These rising levels of investment demonstrate system leadership and the broader community’s commitment to addressing and reducing homelessness in Seattle/King County.



Within this timeframe, the community made significant investments in a number of program areas and system elements. Those areas that saw the greatest percent increase in funding included diversion (474% increase), CEA (268%), housing-based vouchers (194%), and outreach (102%). These areas of increased investment generally align with Focus Strategies and Barbara Poppe and Associates’ 2016 recommendations related to investments and reflect a commitment to improving system flow and a focus on permanent housing placements (see Appendix 13). The system also experienced significant boosts in the total amount of money invested in emergency shelter, permanent housing (including PSH and other housing), prevention, and rapid rehousing. Transitional housing was the only system intervention where investments decreased between 2016 and 2018, which also aligns with our 2016 recommendations for system improvement.

The table below compares investments made in 2016 versus 2018. The top portion of the chart shows types of investments that were recommended in the 2016 reports. The bottom portion shows investments in interventions that were not covered in the 2016 reports. See Appendix 1: Quantitative Analysis of Homeless System Investments for more details.

Recommended Investments	2016	2018	Net Change	% Change
Coordinated Entry for All	\$1,189,750	\$4,373,598	\$3,183,848	268%
Outreach	\$3,148,226	\$6,372,582	\$3,224,356	102%
Diversion	\$1,026,280	\$5,895,227	\$4,868,947	474%
Shelter	\$16,505,925	\$27,350,860	\$10,844,935	66%
Homelessness Prevention	\$11,624,564	\$16,350,378	\$4,725,814	41%
Housing Based Vouchers	\$193,000	\$567,300	\$374,300	194%
Housing – Other (host homes, search and location, bridge housing)	\$374,070	\$571,639	\$197,569	53%

Recommended Investments	2016	2018	Net Change	% Change
Permanent Housing (PSH and OPH)	\$33,401,427	\$44,657,812	\$11,256,385	34%
Rapid Rehousing	\$9,615,995	\$13,780,146	\$4,164,151	43%
System Planning, Training & Technical Assistance	\$3,926,501	\$4,265,971	\$339,470	9%
Transitional Housing	\$7,837,503	\$5,537,618	(\$2,299,885)	(29%)
Total Recommended Investments	\$88,843,241	\$129,723,131	\$40,879,890	46%
Other Investments	2016	2018	Net Change	% Change
Capital (Emergency Services)		\$750,000	\$750,000	100%
Community Impact	\$293,925	\$4,608,354	\$4,314,429	1,468%
Basic Hygiene Services	\$2,165,492	\$982,619	(\$1,182,873)	(55%)
Day Services with Supports	\$4,166,703	\$5,734,774	\$1,568,071	38%
Tiny House Villages	\$731,911	\$4,269,785	\$3,537,874	483%
Vehicle Response	\$332,347	\$800,000	\$467,653	141%
Employment	\$826,625	\$1,755,000	\$928,375	112%
General Operating	\$10,291,180	\$11,864,640	\$1,573,460	15%
Human Services / Dept/City Staff/Admin	\$9,962,886	\$7,816,409	(\$2,146,477)	(22%)
Other (advocacy, public defender, childcare)	\$737,500	\$2,246,317	\$1,508,817	205%
Public Health Responses	\$856,466	\$2,889,956	\$2,033,490	237%
Total Other Investments	\$30,365,035	\$43,717,854	\$13,352,819	44%
Total Investments	2016	2018	Net Change	% Change
	\$119,208,275	\$173,440,985	\$54,232,710	45%

Other areas of investment that fall outside of the recommendations in the previous Focus Strategies and BPA reports increased by 44%, with significant increases in the amount of funding going to “community impact” and tiny house villages (see Appendix 1 for the definition of “community impact”).

In addition to increasing investment levels, funders in the Seattle/King County region have also indicated that they understand the need for more coordination and alignment of funding, most notably by adopting a shared set of performance measures as reflected in a joint MOU and using these measures as a common framework for performance-based contracting.

At the same time, however, Seattle/King County lacks a fully coordinated and strategic overall investment strategy for addressing homelessness. Although significant increases in investments and a great amount of overall funding have been dedicated to the system, these dollars are being dispersed amongst a wide variety of programs, initiatives, and supports – including items not recommended by Focus Strategies or Barbara Poppe in 2016 (see Appendix 13). Further, we observed that each funder has adopted their own unique funding priorities, though, to an extent, these priorities or limitations reflect the constraints that attach to specific sources, particularly those that flow from the federal or state level. An important next step for the community will be for funders to more proactively inventory available resources to identify those with the greatest flexibility, and target these towards high priority/high impact strategies (see

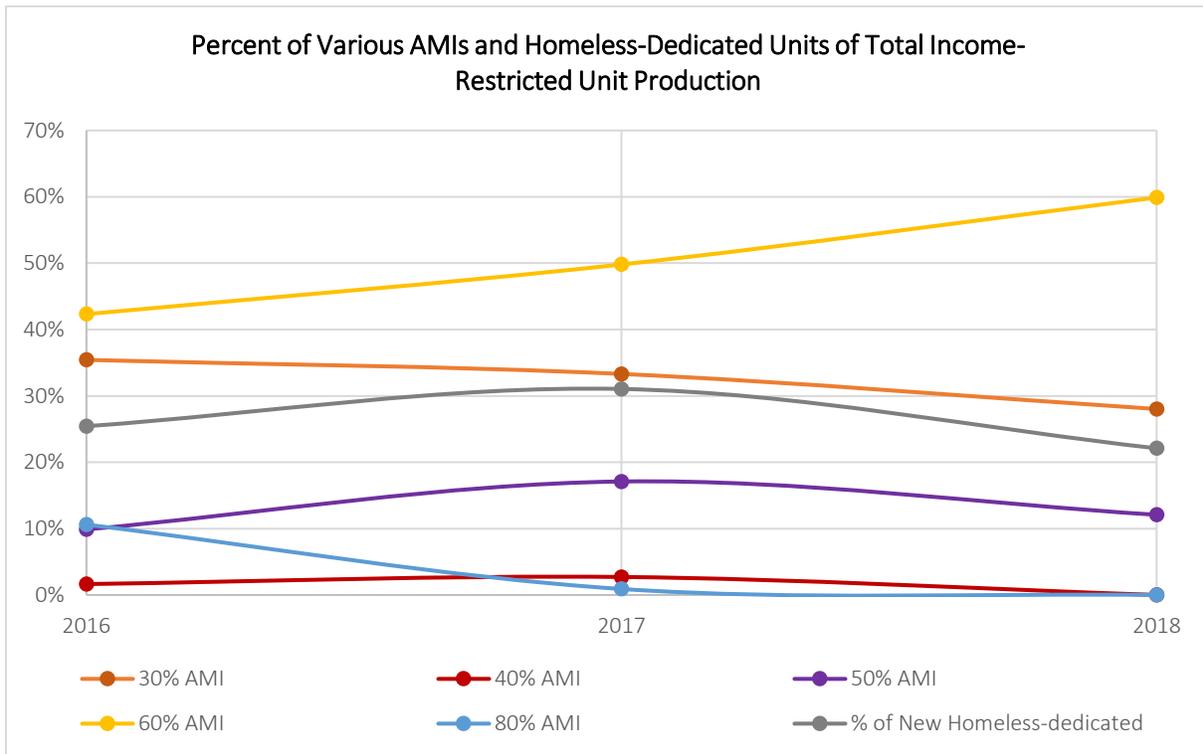
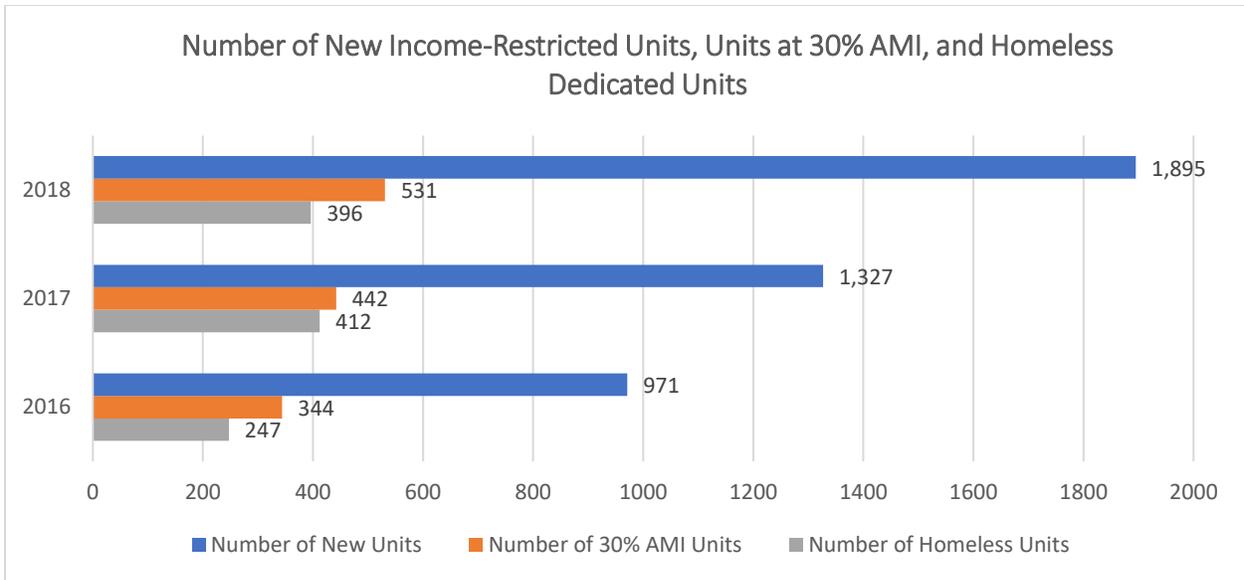
Recommendations). A repeated theme of our system assessment findings was the overarching need for funders to determine how to most effectively marshal and align resources towards the goal of ending homelessness and take action to implement funder-driven changes to policy and practice. For more detailed information on the findings of our analysis of homeless system investments, see Appendix 1.

2. Capital Investments

Focus Strategies also examined investments in capital development for affordable housing, including housing targeted specifically to people experiencing homelessness. Our analysis reveals that, like the system investments, capital expenditures have also increased. These investments have primarily been made by City of Seattle Office of Housing and King County Housing and Community Development, accounting for a total of 4,371 new units funded between 2016 and 2018 and approximately \$300,500,000 in new investments since 2016. However, these increases in capital investments fall far short of closing the gap in affordable housing for extremely low-income renters (30% of Area Median Income/AMI or below). Most homeless households and the households at greatest risk for homelessness are within the 30% AMI category. While commitments for the development of new income-restricted units nearly doubled between 2016 and 2018 (from 971 to 1,895 units), the number of units for people at 30% Area Median Income (AMI) rose just under 54% with a total increase of 187 units between 2016 and 2018. Similarly, units dedicated to housing people experiencing homelessness increased by only 152 units, or 15%. Production of 30% AMI and homelessness-designated units represented approximately 28% and 21% of the total share of new income-restricted units created in 2018 – a decrease from 35% of new units at 30% AMI and 25% homelessness-designated two years prior. See Appendix 2: Quantitative Analysis of Capital Investments for a more detailed assessment of capital investments made between 2016 and 2018.

The first graph below illustrates the gap in new unit production for those households at 30% AMI or lower, as well as the gap in units dedicated exclusively to people exiting homelessness. The second graph below shows the percent of total new income-restricted units produced for tenants at 30% AMI and for people exiting homelessness over the three years. At present, the community's affordable housing production efforts are strong, however, are largely focused on creating new units within the 50% to 80% AMI range which will have very limited impact on reducing homelessness. See Appendix 11 for a brief description of existing affordable housing initiatives in the region and how they approach income targeting.

To further make strides towards preventing and reducing homelessness, we recommend retooling affordable housing strategies to ensure those households at the lowest income threshold and those leaving the homeless system may be housed and avoid homelessness. (See recommendations).



D. Understanding Inflow into Homelessness

As previously noted, our analytic approach to examining homelessness is to understand it as a dynamic problem and one that is rooted in community causes. People do not have innate characteristics that make them “homeless,” rather, they experience a set of circumstances that lead to a loss of housing and inability to secure a housing alternative. In our discussions with community leaders and stakeholders, the question of “inflow” into homelessness was a frequent theme. There is a strong desire to better understand and quantify the movement of people into homelessness – including where they come from

and how many receive assistance from homeless services and programs. Stakeholders expressed a range of views on this topic, including the opinion that homelessness is going up due to rising housing costs and increasing poverty/income inequality, people are coming into the City of Seattle from elsewhere in King County and outside the county due to the City's strong services and progressive ethos ("magnet" effect), and that other systems of care are discharging people into homelessness (particularly jails, prisons, hospitals, foster care system). (See Appendix 10: Stakeholder Interview Summary for more details.)

Better understanding these dynamics is important if the community is to slow the rate at which people become homeless and develop estimates of the size of investment needed to address the problem. However, quantifying inflow into homelessness is a challenging problem, given the complexity of the factors involved and the lack of available data. While the community's Coordinated Entry for All (CEA) and Homeless Management Information System collect data on those households that come into contact with a homeless system intervention, this represents a subset of people who experience homelessness, especially those who are unsheltered. Please see the next section for our analysis of data on performance of the homeless system for more information about those who enter the system.

Fully understanding homeless system inflow in the Seattle/King County region will require more robust data in the following areas:

- Improved data from mobile outreach to people who are unsheltered. Currently the region lacks a comprehensive strategy to ensure that outreach is conducted to all people who are living outdoors anywhere in the county geography and to people who live in vehicles. While there is significant investment in outreach (see more in the sections below), it does not fully cover the entire community and there is no centralized collection of data. Since many unsheltered people do not connect with homeless system programs or CEA, this data gap makes it difficult to understand the size of the population, where people are coming from, and the extent to which they resolve their own homeless situation, receive assistance from the homeless system, or remain outside.
- Entries into homelessness from other systems of care (institutional discharge into homelessness) is best understood through data matching efforts, which is the most robust methodology for understanding the overlap between populations served in these systems and the homeless system. The County's Familiar Faces initiative has conducted some data matching work to identify high frequency users of multiple systems, but this effort is limited to a small number of households that use the most expensive system resources. King County is exploring a range of data integration efforts designed to better understand the overlap among users of multiple systems. We would advise, however, that any data matching efforts be targeted and be utilized to align community strategies and investments on a systems level to identify people experiencing homelessness who also frequently interact with other systems outside of the homeless crisis response system. We advise this piece of work be approached in the context of the adaptive leadership model and broader system goals to provide targeted assistance to people identified by matching work, and not allow this effort to become a separate initiative that contributes to fragmentation.

Another avenue for understanding inflow into homelessness is to conduct research and develop models that predict how homelessness will rise or fall based on a range of economic factors. Zillow has produced the only recent work we are aware of addressing the relationship between a community's housing market and the dynamics of homelessness. In recently published research papers, they have illustrated a strong relationship between rising rents and increased homelessness,⁴ and found that in communities where people spend more than 32 percent of their income on rent, a more rapid increase in homelessness is found.⁵ They note that Seattle is one of those communities where rising rents have created a no-win situation for many renters; an affordability crunch has been produced whereby some high-income renters who typically rent more expensive apartments turn to lower-priced rentals, pushing middle-income renters into even less expensive housing. The lowest earners are forced to work multiple jobs, find multiple roommates, and otherwise struggle to make ends meet;⁶ their risk for falling into homelessness becomes great.

E. Homeless System Performance

Much of the focus of the 2016 Focus Strategies and BPA reports was to understand the baseline of homeless system performance and to make recommendations for improved performance. These efforts identified a number of areas of inefficiency and proposed ways that system leadership could use existing resources differently to achieve better results: improved targeting of those with highest needs, faster movement of households from homelessness to housing, and improved rates of exit from programs into housing using cost effective models.

As part of the SAAR project, Focus Strategies analyzed data and collected qualitative information to develop an assessment of how the region has fared in terms of system performance improvements since 2016. Overall, we found that leadership and key stakeholders have made significant efforts to implement recommendations from Focus Strategies and BPA and the data shows modest but measurable improvement in key performance measures. Of particular note, the main funders in the community (City, County, philanthropy) have signed an MOU and agreed to a common set of system and program performance targets that are also being folded into performance-based contracts with providers.

However, through interviews with many system stakeholders and review of hundreds of system documents detailing the community's various initiatives and programs (see Appendices 9 and 10), we found that system performance improvement efforts are somewhat scattershot and unfocused. A tremendous amount of work is being done yet the impact so far is diffuse. A more targeted focus on a few high impact improvements would likely yield stronger results – see recommendations section.

1. System Capacity

A key finding from 2016 was that the homeless system in Seattle/King County was over-invested in lower performing program types (transitional housing, night to night or basic shelter) and under-invested in

⁴ Glynn, Chris and Melissa Allison. "Rising Rents Mean Larger Homeless Population." Zillow Research, August 3, 2017, <https://www.zillow.com/research/rents-larger-homeless-population-16124/>.

⁵ Glynn, Chris and Alexander Casey. "Homelessness Rises Faster Where Rent Exceeds a Third of Income." Zillow Research, December 11, 2018, <https://www.zillow.com/research/homelessness-rent-affordability-22247/>.

⁶ Ibid.

higher performing programs such as housing-focused or enhanced shelter and rapid rehousing. Looking at shifts in system capacity since 2016, we found that these recommendations were adopted, though the scale of changes varied among program types. The number of emergency shelter beds in the community increased over the two-year time frame by 23% (808 beds) and the transitional housing inventory decreased by 23% (780 beds). The number of permanent housing beds increased by 5% (342 beds). The number of households served in rapid rehousing also increased by 35% and investment increased by 43% (\$4.1 million). The tables below present data on beds and households served. Note that rapid rehousing, because it is not a fixed inventory of beds, is best understood by considering the numbers of people served and dollars invested rather than bed count. See Appendix 3: Quantitative Analysis of System Capacity for more detailed information on our findings.

Program Type	2016	2018	2016-2018
	Total Beds	Total Beds	% Change
Emergency Shelter	3,503	4,311	23%
Transitional Housing	3,358	2,578	-23%
Safe Haven	45	50	11%
Rapid Rehousing	2,503	1,068	-57%
Permanent Housing (PSH and OPH)	7,330	7,672	5%
<i>Permanent Supportive Housing Scattered Site</i>	2,555	2,343	-8%
<i>Permanent Supportive Housing Single Site</i>	3,364	3,515	4%
<i>Other Permanent Housing Scattered Site</i>	461	318	-31%
<i>Other Permanent Housing Single Site</i>	950	1,496	57%
Total	16,739	15,679	-6%
Total without RRH	14,236	14,611	+3%

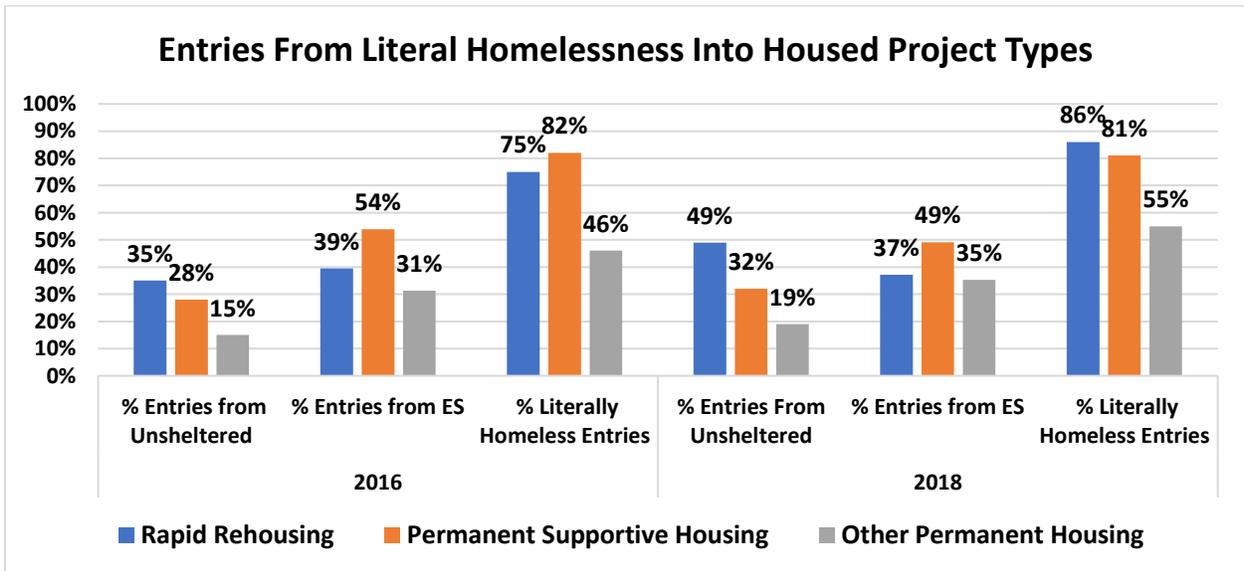
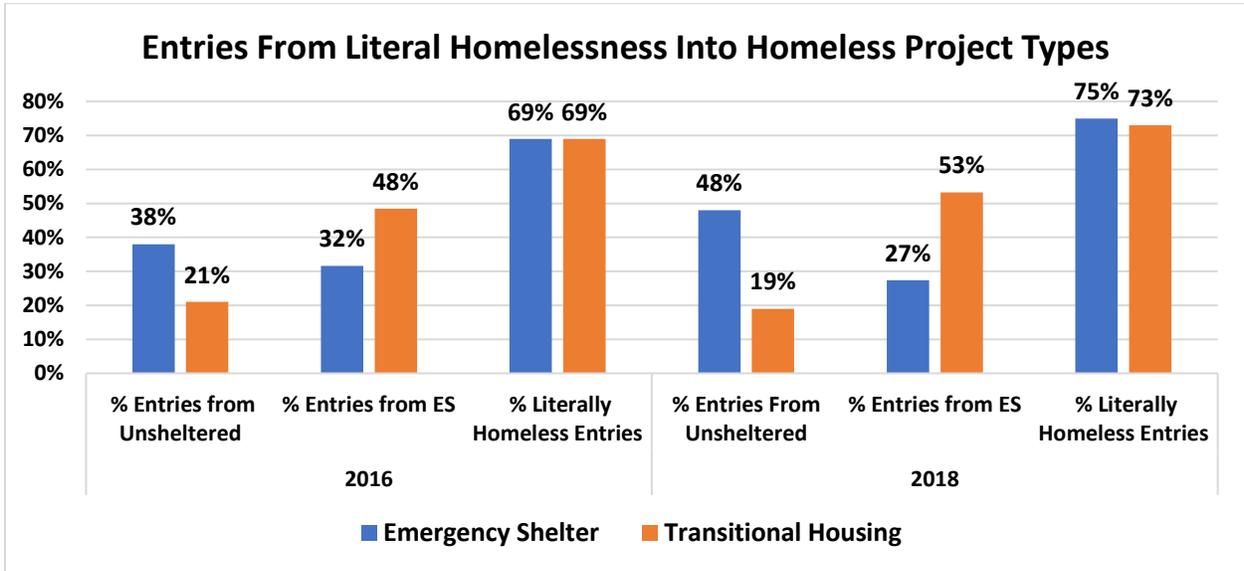
Program Type	2016	2018	2016-2018
	Households Served	Households Served	% Change
Emergency Shelter	20,899	23,479	12%
Transitional Housing	2,687	2,329	-13%
Safe Haven	62	59	-5%
Rapid Rehousing	2,804	3,793	35%
Permanent Housing (PSH and OPH)	5,273	5,840	11%

2. Reducing Inflow

a. Entries from Homelessness

Another key finding from 2016 was that the programs in the homeless system were admitting a large number of households who were not actually homeless but rather living in their own units or doubled up with friends or family, while people living outside, in vehicles, or in emergency shelters faced barriers to program entry. Reducing the rate of entry into programs by households that can be served elsewhere,

while prioritizing those with the greatest need, is a critical strategy for reducing overall system inflow. Over the past two to three years, significant progress on this front has been made. The percentage of people entering shelters who are unsheltered has gone up from 38% to 48%. We attribute this largely to the adoption of entry from homelessness as a system performance measure as well as the expansion of enhanced emergency shelter targeting people who are living outside. The one outlier is OPH with low rates of entry from literal homelessness. During this time, the community has significantly expanded diversion and prevention efforts, which are also beginning to impact inflow (see next sections). (See Appendix 5 for more information on our findings.)



b. Diversion

Diversion is a preventative practice that targets households before they enter shelter and/or the homelessness response system more broadly, before they have received assistance from the system. Through conversation and problem-solving, diversion explores options available to a household within their “natural pool of resources” that can help them avoid entering the homeless response system while also connecting them to financial assistance or other services they need to quickly return to or secure a new housing solution. As the Seattle/King County community has worked to identify cost-efficient, rapid methods to quickly assist households to obtain stable housing over the past several years, diversion has emerged and grown in its implementation as a cost-efficient, effective approach to reduce the number of people entering both shelter and unsheltered homelessness, while strategically and cost-effectively utilizing public dollars and system resources. Since 2016, systemwide investment in diversion efforts has increased almost 500%, nevertheless, this system component remains relatively small in scale. About 2,400 unique households were served between 2017 and 2018 and \$5.9 million was invested in 2018. By comparison, a total of 12,961 unique households entered the homeless system (into emergency shelter, transitional housing, or safe havens) during that timeframe.

Focus Strategies analyzed the effectiveness of diversion efforts in Seattle/King County, looking specifically at five programs: Path to Home/RAP diversion, City of Seattle, Streets to Home, Starbucks, and YYA Diversion. It should be noted that these program models differ in some fundamental areas, elements, and approaches, so combining the results of the five programs must come with some caveats (see Appendix 7: Quantitative Analysis of Diversion). Even with these differences, however, it appears clear that diversion efforts are generating strong results. Our analysis of the effectiveness of diversion illustrates that efforts being made in the Seattle/King County CoC are highly successful at helping households secure housing. The table below illustrates that the preponderance of households being served in diversion are literally homeless upon entry to the program and more than 80% are successfully diverted to housing. Return rates to the homeless system are relatively low when examined six months after leaving the program. See Appendix 7 for more detailed findings of our diversion analysis.

Population	# Households Assisted	% Entering From Literal Homelessness	% Successfully Diverted to Housing	Return Rate After 6 Months
Single Adults	1,472	91.2%	82.9%	14.2%
Families	684	78.8%	85.6%	2.0%
TAY	242	66.7%	86.5%	8.1%

c. Prevention

In Seattle/King County and nationally, homelessness prevention is an upstream intervention designed to help mitigate the chance of a household entering homelessness or becoming “at risk” of homelessness. Currently, prevention efforts in the Seattle/King County region are numerous and diverse in both their approach and populations they target. In the past several years, systemwide investments in prevention programs and services have increased significantly – between 2016 and 2018, funding for prevention increased 41% to a total of almost \$16.4 million. (See Appendix 6: Quantitative Analysis of Prevention for our detailed findings.)

Focus Strategies worked with King County's Performance Measurement and Evaluation (PME) team to request relevant data to assess prevention programs in Seattle/King County. Two primary sources of data were identified: (1) the Youth and Family Homelessness Prevention Initiative (YFHPI) database which sits in a database outside of the Homeless Management Information System (HMIS); and (2) prevention projects with data entered into HMIS. The specific projects included in this category are listed in Appendix 6.

Both the YFHPI and HMIS prevention programs in Seattle/King County have been successful in helping adult-only and family households maintain housing. More than 90% of households served were living in permanent housing when they left the programs (meaning that they maintained their housing at the time they were discharged from the prevention program or moved to other permanent housing). The percent of households subsequently entering the homeless system is less than 5% for all but one of the subpopulations analyzed (adult only households after being served in YFHPI).

One caveat that is important to understand in considering these results is that in King County, as in many places, prevention programs tend to be disparate and have a range of targeting approaches. One of the most challenging aspects of designing effective prevention programs is policies to ensure that funds are targeted to serve those households most at risk of becoming homeless. Some work with households that are far "upstream" from losing their housing, such as those who have recently received an eviction notice. Evidence from national studies suggests that while these households may benefit from help to remain in their housing, few would actually become homeless if they did not receive assistance.⁷ So, while overall the prevention data we analyzed shows desired results, these data likely include both programs that do not target highest need households along with programs that do target those at high risk of homelessness.

Funders of prevention programs in Seattle and King County began meeting in 2018 through a process coordinated by King County DCHS to work on developing a more systematic and targeted prevention strategy. This group has developed a classification system for prevention programs that identifies "lanes" of prevention based on how close households might be to actually entering homelessness. The group's intention is to ensure that funds from the homeless system expended on prevention are directed to programs that serve those households at highest risk, while using funding from other systems for more "upstream" prevention. They have also developed a prevention targeting tool designed to identify those households at greatest risk of becoming homeless. This tool was originally developed for the Youth and Family Homelessness Prevention Initiative (YFHPI), described below, and is now being piloted in other prevention and diversion programs.

The County's Youth and Family Homelessness Prevention Initiative (YFHPI), which is funded by the Best Start for Kids levy (BSK), represents a large share of the county's prevention programs and systemwide prevention investments. Between 2017 to 2018, YFHPI programs served 1,780 households who were identified as at-risk of becoming homeless without assistance. To determine the efficacy of prevention practices and ensure targeting practices demonstrate a correlation between receiving services and avoiding homelessness, in 2017, the County and the University of Notre Dame Wilson Sheehan Lab for

⁷ Marybeth Shinn, PhD and Andrew Greer, MS . "Efficient Targeting of Homelessness Prevention Services for Families," "Homelessness Prevention: Creating Programs that Work," National Alliance to End Homelessness; "Homelessness Prevention Study," HUD and the Office of Policy Development and Research.

Economic Opportunity enacted a randomized control trial to measure the effect of flexible funds with and without case management and its ties to homelessness prevention. The evaluation is currently still in progress. Ongoing and frequent evaluation of system components, such as this, are an essential element of a high-functioning homeless response system. We have provided additional recommendations related to performing evaluations in the recommendations section below.

3. Moving People from Homelessness to Housing

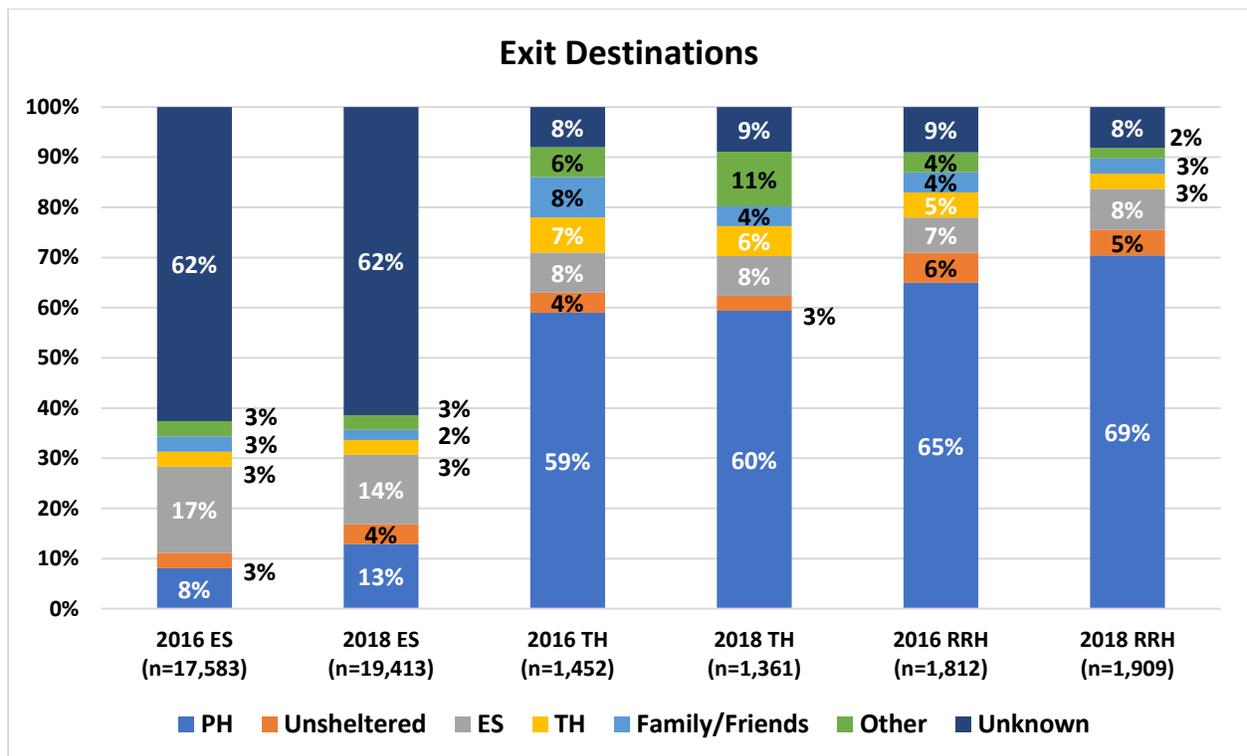
a. Exit Rate to Permanent Housing and Returns to Homelessness

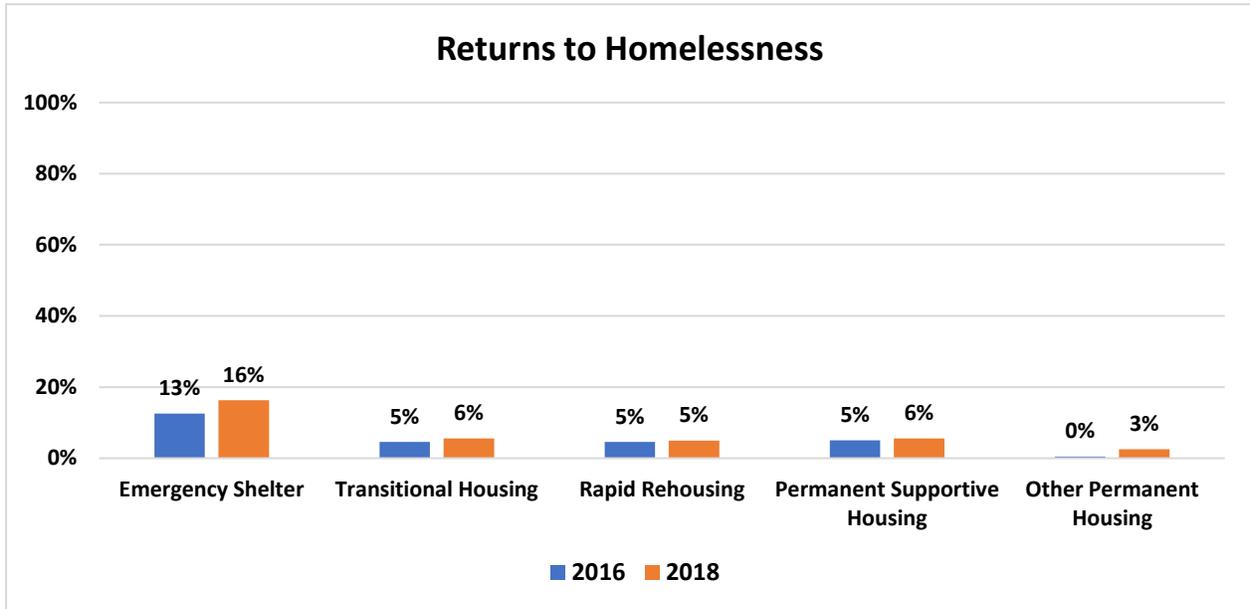
Our assessment also looked at the effectiveness of the homeless system programs in helping households (shelter, transitional housing, rapid rehousing, permanent supportive housing and other permanent housing) to rapidly exit to a permanent housing destination. As with entries from homelessness (discussed above), data shows some progress on rate of exit from shelter to permanent housing, and very modest improvements in length of stay from 2016 to 2018.

Notably, the rate of exit to permanent housing increased for all three of the major intervention types:

- Emergency shelter – from 8% in 2016 to 13% in 2018
- Transitional housing – from 59% in 2016 to 60% in 2018
- Rapid rehousing – from 65% in 2016 to 69% in 2018

At the same time, the rate of return to homelessness for people exiting to permanent housing stayed relatively flat or increased slightly. Slight increases in rate of return are to be expected as the system shifts to serving higher need households, particularly those experiencing literal homelessness.





b. Overview of System Improvement Efforts by System Component

While performance measures appear to be trending in the right direction, the magnitude of the change is small. While the programs overall are demonstrating improved results in helping people move from homelessness to housing, this is not happening fast enough or at sufficient scale for the improvement to reduce unsheltered homelessness or to be visible to community stakeholders. And, as inflow into homelessness continues, improvements in the rate of exit are outstripped by entries into the system, resulting in rising overall numbers of people experiencing homelessness.

Below we briefly outline some of the main areas that have been the focus of work by the City, County, and other stakeholders, identifying where they appear to align with recommendations of the 2016 report and where there are opportunities for improved alignment. Coordinated Entry for All (CEA) is discussed in the next section (II.F).

i. Outreach

The 2016 Focus Strategies and Barbara Poppe and Associates reports recommended that the community focus on developing a more robust region-wide mobile outreach system to connect people living outside directly into shelter and housing (see Appendix 13). Our information gathering reveals that there has been a significant increase in outreach (102% increase in investment). One major investment has been the City’s Navigation Team, which was launched in 2017 to connect people experiencing unsheltered homelessness with housing and other homeless system resources, while helping meet the basic needs and solving challenges associated with encampments and unsheltered homelessness. The Navigation Team is comprised of outreach workers from REACH and specially trained Seattle Police Department

(SPD) personnel. The goal of the teams is to improve existing responses to unsheltered homelessness and encampments in Seattle, according to “Navigation Team Theory of Change,” a 2017 publication by the City. In the past, outreach providers were primarily focused on help people living outdoors and in encampments meet their basic needs (i.e. food, healthcare) while providing harm reduction support. Outreach efforts did not emphasize helping people identify pathways into permanent housing.

However, in our discussion with stakeholders it emerged that while the Navigation Team does have the ability to connect people in encampments to shelter, there is relatively little focus on housing nor do the teams have access to any dedicated housing resources. Currently, planning and implementation efforts are underway to embed diversion within Navigation Team services, including ensuring the team has access to all diversion programs that currently funded by the City’s Human Services Department.

Overall, we found that outreach efforts in the region are not coordinated, nor are they particularly housing focused. Both the City, County, and the City of Redmond have all developed their own outreach components using a range of funding sources. The bulk of the outreach work is taking place in the City of Seattle, and there is a lack of consistent coverage for the entire County geography. Another critical gap is that the various outreach efforts do not all collect consistent data, nor do they all enter data into HMIS. This represents a huge missed opportunity to gather a consistent data set on people who are unsheltered. Given the level of funding currently being invested, we would expect more focus on results and on using outreach as part of a strategy to get people who are outside into housing.

ii. Shelters

The City of Seattle and King County have recently increased investments into enhanced shelters in many forms (see Appendix 1), responding to a recognition that shelters need to be more than just a safe place for the night and must also provide a pathway to housing. Many of the recommendations in the Focus Strategies and BPA reports centered around improving the effectiveness of shelter in helping people move to housing. Since 2016, investment in shelter throughout the region has increased by close to \$11 million (a 66% increase). Much of this has gone to enhanced shelter in a number of forms: from modular shelters to conversion of a former correctional facility into low-barrier shelter. Enhanced shelters operate year-round and are kept open 24/7 to provide basic services as well as help in navigating resources to secure housing. Among the basic services offered is a place to sleep, storage space for personal belongings, facilities for sanitation and hygiene, and food.⁸ Many shelters have lowered barriers to entry to encourage unsheltered individuals to move inside, allowing for residents to bring in pets and couples to stay together. Case managers are usually available on-site to offer housing assistance including placement into forms of permanent housing that match the needs of the population served. More intensive services offered include professional referrals to programs to treat mental illness and substance dependency, health screenings, assistance to access mainstream benefits, and employment support.⁹

Enhanced shelters in Seattle/King County also include an outreach component with an outreach worker who makes connections between unsheltered individuals to get them into shelter. In King County, the

⁸ *Enhanced Shelter Model*. King County Department of Human Services, https://www.kingcounty.gov/~media/depts/community-human-services/housing/documents/housing-homeless/Enhanced_Shelter_Model_Final.ashx?la=en.

⁹ *2016 King County Shelter Supplemental Request for Proposals – Project Reviews*. King County.

appointed Navigation Center, which can accommodate up to 85 guests at a time, acts as a low-barrier, enhanced shelter for those that are “most difficult to serve.”¹⁰ The Center has flexible hours and imposes low barriers to entry and service (i.e. no curfew and minimal rules are imposed, clients may bring in pets and partners, facility provides storage for belongings) to engage and meet the needs of the population it serves. The Navigation Center prioritizes beds for individuals entering from encampments and other unsheltered situations who were engaged by outreach team members as they are regularly identified as highest need. Referrals to the Navigation Center come directly through the REACH Outreach Team. Oftentimes, the Navigation Center acts as the destination for entire encampments that are cleaned up by City officials.

Based on 2018 evaluations of the Navigation Center by the University of Washington Harm Reduction Research and Treatment (HaaRRT) Center, client’s perceptions and experiences of the Navigation Center have been positive. The “low-barrier outreach and engagement, harm-reduction approach to substance use, and commitment to fulfilling guests’ basic needs (e.g., shelter, food, security)” were appreciated by guests and many self-reported improvements in several health-related outcomes for higher needs clients as a result.

The expansion of the system’s capacity to offer enhanced shelter is a highly positive development. A critical next step will be developing strategies to more quickly and effectively help shelter guests exit into permanent housing.

iii. Rapid Re-Housing

The Focus Strategies and BPA reports advised the community to invest in a large-scale expansion of rapid rehousing, which performance data showed was far outperforming transitional housing and is a much more cost-effective intervention. The reports advised not limiting RRH only to lower barriers households, but to offer RRH to those with higher needs including households experiencing chronic homelessness. For those with higher needs, we advised pairing RRH with Critical Time Intervention. CTI offers a time-limited, harm reduction-oriented approach to helping high-needs and vulnerable households during times of transition (i.e. into permanent housing) to ensure they remain connected to community and other supports.

Our information gathering shows that the community has made some significant efforts and investments to expand its supply of rapid rehousing (RHH), though investments are not on target with our 2016 recommendations. Investment since 2016 has gone up by \$4.1 million (43%), now totaling \$13.8 million, and 35% more households were served in 2018 than in 2016. In 2018, the City of Seattle’s investments in and expansion of rapid rehousing helped around 30 percent more people (618 total people) exit to permanent housing compared to the previous year.¹¹ Though there was an increase in the number of households served, these investment increases are significantly lower than outlined in our 2016 recommendations. Based on our 2016 modeling findings, Focus Strategies recommended a systemwide investment in rapid rehousing of \$19.2 million in the first year and \$11.4 million in ensuing years, with the bulk of this funding coming from re-allocation of existing funds from lower performing project types. We

¹⁰ *Enhanced Shelter Model.*

¹¹ Hanna Scott. “Seattle mayor, HSD say investments in enhanced homeless shelters paying off”, MyNorthwest, February 26, 2019, <http://mynorthwest.com/1287304/seattle-investments-homeless-shelters-paying-off/?>.

also recommended investing almost \$10.9 million in rapid rehousing plus CTI to house single adults identified as long-term and frequent shelter stayers.

Local funders have taken steps to align the rapid rehousing programs in the community to recognized industry practices, in order to maximize the numbers of people who can be served and ensure that even those with higher barriers can access this resource. The “Seattle – King County Rapid Re-Housing Model Guidelines,” published in 2017, was jointly developed by the County, City, All Home, and United Way with the goal of ensuring that funded programs adopt a common model. Program components, including financial assistance and case management, are provided based on a progressive engagement approach, meaning that the minimum threshold of assistance is provided initially, then the household is assessed to determine if additional support is needed to remain stably housed. According to the program model, Seattle/King County RRH programs are encouraged to employ a CTI model for higher-need households, however, it is unclear from our findings whether CTI is actively being used “on the ground.”

While progress is being made, our interviews and discussions with key stakeholders suggest the community is not yet fully embracing RRH as a model. Many expressed skepticism that RRH can continue to successfully scale up due to the expensive housing market. Others are uncomfortable with the idea of providing only time-limited assistance to households they view as having deeper needs. (See Appendix 10 for more details.) The King County Auditor’s Office’s 2018 “Homeless Crisis Demands Unified, Accountable, Dynamic Regional Response” report noted these types of concerns with rapid rehousing. Strong leadership and a consistent, data-informed communication strategy are needed to continue building community buy-in for RRH. Additionally, we also recommend continuing to invest in and scaling up CTI strategies, designed to provide short-term, targeted services to connect homeless system clients to resources and supports that will help them maintain housing after RRH’s financial assistance and case management period end. Although CTI is suggested as a strategy for high-barrier households, based on our interviews, review of system documents, and analyses, rapid rehousing providers do not appear to be actively implementing CTI practices with high needs clients at this time.

iv. Permanent Supportive Housing & OPH

Given the numbers of chronically homeless people in Seattle/King County, the supply of permanent supportive housing (PSH) and other permanent housing (OPH) is inadequate. PSH is defined as housing targeting people who are chronically homeless, while OPH is targeted to people experiencing homelessness but not necessarily those who are chronically homeless or who need intensive services. Efforts to increase supply have yielded some modest gains – the number of units of PSH and OPH went up by 5% (342 units) between 2016 and 2018.

One important finding from our work is that the rate of entry into OPH from literal homelessness is only 55%, meaning that 45% of entries are households that are housed or coming from institutions. Given the level of investment in this resource (\$44 million for OPH and PSH in 2018) we would expect these units to be more deeply and specifically targeted to people experiencing homelessness, particularly people with long histories of homelessness. These findings show little improvement since our 2016 analyses, which also showed much of the inventory of OPH was not being targeted to house currently homeless people and was generally underperforming. We also found in 2016 that OPH was not serving homeless people with the highest needs and was relatively high cost. Subsequently, Focus Strategies recommended these

investments could be put to higher use and serve more households using a rapid rehousing approach, permanent supportive housing, or other high performing interventions that house unsheltered people at a reasonable cost (including those high-performing OPH projects).

In addition to our recommendations to reallocate system investments into higher performing PSH and OPH, Focus Strategies identified “moving on” initiatives as a key strategy to be implemented in tandem with this recommendation to ensure the greatest impact on the size of the homeless population. A large-scale “moving on” effort identifies current tenants in permanent supportive housing who are stabilized and no longer need intensive services, then assists them to transition to regular affordable housing. This approach has been successfully implemented and utilized in several communities and has proven to be a highly effective way to free up capacity in the existing permanent supportive housing inventory for chronically homeless, unsheltered individuals. The King County Housing Authority has recently implemented a move-on program, but it is mostly driven by client and case manager request and not operating at a large scale. To date, the system has not adopted and implemented moving on strategies at a scale that will yield significant reductions in homelessness.

v. Opening up Access to Existing Housing

In addition to making recommendations on expanding RRH and PSH inventory, Focus Strategies and BPA reports made a range of recommendations for strategies that could help expand access to the existing affordable and permanent supportive housing inventory for households experiencing homelessness. This included: creating a Housing Resource Center, a large scale landlord recruitment initiative, the large-scale Moving On initiative discussed above, conducting an inventory of existing subsidized housing to identify where there could be opportunities to specifically target units to people experiencing homelessness, and requiring new developments to have a greater proportion of units for people experiencing homelessness. In general, this appears to be an area where limited progress has been made. However, the Chamber of Commerce is launching a Housing Connector portal designed to connect property owners and managers to those most in need of housing.

F. Coordinated Entry and Exit (Coordinated Entry for All)

Focus Strategies analyzed data to assess whether Seattle/King County’s Coordinated Entry for All (CEA) effectively and efficiently assesses, prioritizes, and matches individuals, families, and transition aged youth (TAY) experiencing homelessness to housing. Results of this analysis are presented in Appendix 4.

During the time that this report was being developed, All Home and King County DCHS were in the process of actively making changes to CEA. The key finding from our analysis is that while the CEA system design seems to be on a path to improvement, the overall impact of CEA on the movement of people into housing is relatively small. Data from the most recently completed fiscal year (2017-2018) shows that on average:

- 115 single adults receive a referral to housing through CEA each quarter, about 36% of these referrals result in the person being housed.
- 199 families receive a referral each quarter; about 48% of family referrals result in the family being housed.

- 90 TAY receive a referral each quarter; about 46% of TAY referrals result in the youth being housed.

On average, about 182 households enter housing as a result of a CEA referral per quarter. As previously noted, the 2019 PIT found 9,354 households experiencing homelessness in Seattle/King County and HMIS data suggests the annual numbers of households is closer to 18,000. CEA is not placing households into housing at anywhere close to the scale needed to create reductions in homelessness. Many more housing placements have to be made through CEA – by increasing the numbers of existing housing programs filled by CEA, increasing the numbers of housing units and programs overall, and speeding up the pace of filling units. (See Appendix 4: Quantitative Analysis of CEA for more information.)

The 2016 Focus Strategies and BPA reports made a number of recommendations about Coordinated Entry, focusing in particular on how to make CEA a more efficient and effective element of the homelessness response system, ensuring resources are targeted to those with the greatest needs. We recommended changes to prioritization to ensure that unsheltered households and those with longer histories of homelessness receive improved access to available housing interventions, and that history of homelessness should be considered as important as vulnerability in prioritization.

All Home King County and King County DCHS (who jointly oversee CEA), have just recently undertaken a major re-design of CEA with the goal of improving its effectiveness, aligning with known best practices from other communities and implementing the Focus Strategies and BPA recommendations. The design and implementation of changes to CEA is ongoing as this report is being written. Key changes that are either planned or have already been implemented include:

- System-wide diversion to help households resolve their housing crisis without entering shelter and/or accessing additional homeless system resources
- Equity review of access to CEA and services
- Phased assessment, including an initial screening; not all participants are immediately scored and prioritized for a housing referral
- Progressive engagement, in which less intensive interventions are tried first before offering rapid rehousing or permanent supportive housing
- Instead of a Community Queue, there is a prioritized pool sized to all available resources
- Instead of separate lists for each intervention, there is now centralized prioritization list(s) management so that people can be considered for both RRH and PSH
- Multiple factors, not just a score, are considered in identifying the most vulnerable
- Case conferencing is used to resolve conflicts, consider new case information in determining most vulnerable households, and facilitate quick and successful matches
- Housing navigation (housing location, documentation prep, warm handoff, move in supports, etc.) are targeted to people who need that support
- All housing and services resources included in CEA – not only those federally mandated to participate

Overall, our assessment found that these changes are strongly consistent with the latest and best thinking in the field about coordinated entry, as well as with what was recommended in 2016. However, as noted

above, the scale and pace of CEA is not sufficient in relation to the need for housing placements. For more detailed findings of our CEA analysis, see Appendix 4.

G. Housing Market/Housing Supply

While reducing inflow and improving system performance are key ingredients for the success of the community's efforts to reduce homelessness, the SAAR project also allowed for analysis about the current housing market. Our analysis of the homeless population and housing market trends, presented in Appendix 8, shows that homelessness will continue to increase as long as housing production does not pick up pace and efforts to reduce inflow remain relatively small. The most critical need is an expansion of the availability of housing, particularly housing affordable to people at the lowest income levels, defined as 30% of Area Median Income (AMI) and below. The vast majority of people who experience homelessness have extremely low or no income, so they need housing that is deeply affordable in order to exit homelessness. Our analysis estimates that there are 14,141¹² households currently experiencing homelessness that are in need of housing and further, that over the next five years, an additional 3,235 households experiencing homelessness will also be in need of housing.

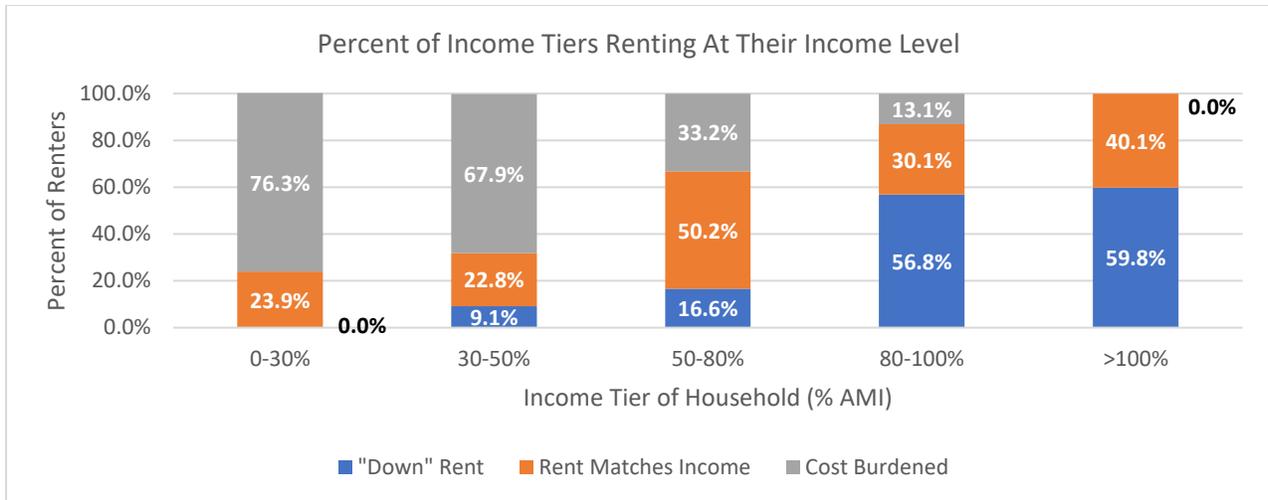
The lack of units affordable at 30% of AMI is becoming increasingly problematic because production of units affordable for those at the 50% and 80% levels is also lagging, causing those households to "rent down" into units that are more affordable. The impact of fewer affordable and available units for those in the 50% to 80% brackets plays out most negatively for those at the lowest income level. It becomes a domino effect, whereby those making more money occupy units affordable to those at lower income levels, which pushes that level of income earner down to the next bracket. Zillow thinks of it in terms of a housing ladder whereby renters on the bottom risk falling off the ladder into homelessness as those above them take a step down.¹³

Data in the next figure illustrates the impact on the ELI population of the lack of affordable housing at higher AMI levels. These data are adapted from McKinsey (2018) and show the proportion of renters in each income bracket and the relative rent burden they carry. The blue portions of the bars represent the proportion of renters who are estimated to be renting in a lower bracket than they might be able to afford. The grey portion of each bar reflects the proportion of that income level that is cost burdened by their rental expenses (a cost burdened household is one that spends more than 30% of their household income on housing costs). This graph nicely illustrates that more stock is needed for all income levels up to and including those earning 80% to 100% AMI, with more stock needed at lower income levels. It also presents a picture of how vulnerable those at the lower ends of % AMI may be to housing instability. Recent evidence suggests that these relationships between lack of affordable housing and income levels may have a strong association with increases in homelessness. An analysis by Zillow (2018) indicated that in communities where households spend more than 32% of their income on rent, more rapid increases in homelessness are likely.¹⁴

¹² This estimate is extremely close to that of McKinsey & Company (2018), who estimated a gap of 10,000 to 14,000 units for the homeless population. Because McKinsey used a very different approach to estimation, it is noteworthy that the estimates are in alignment.

¹³ Glynn, Chris and Alexander Casey.

¹⁴ Ibid.



There are tremendous challenges to creating more affordable housing throughout the United States, and particularly in Seattle/King County. Though community resistance to development seems to be diminishing somewhat, there are still significant NIMBY obstacles throughout the region. The availability of capital, operating, and services funds is limited. Some new sources, such as the State’s TOD funds, do not allow for production of units at the 30% level. However, even in this climate, some progress has been made. Capital investments in affordable housing almost doubled between 2016 and 2018, though the proportion invested in 30% units decreased. Permanent supportive housing and other permanent housing inventory increased by 5%. (See Appendix 2: Quantitative Analysis of Capital Investments for more detailed information on our findings.)

Clearly, however, there is a large and growing gap for affordable units. Our analysis investigated a variety of methods for estimating the size of this gap. As discussed in detail in Appendix 8, the number of units needed at each level is high and difficult to accurately calculate. A number of research, consulting, and advocacy groups have produced studies that use a range of methodologies and arrive at different estimates. Focus Strategies has developed an approach that roughly estimates the current gap in rental units to be just over 37,000 but this does not take into account a range of complex factors, nor does it attempt to estimate the gaps at differing levels of affordability. Some recent studies that have attempted to estimate gaps by affordability level include work done by the Regional Affordable Housing Task Force, which estimates a need for 73,000 units for households between 0 and 30% AMI, 49,400 for those between 31 and 50%, and 33,500 for those between 51 and 80%. Research by Microsoft estimates a current gap of 305,000 units for households below 120% of AMI. (See Appendix 8 for more detailed findings of our housing market analysis.)

Therefore, we assume that the estimated 14,141¹⁵ households currently experiencing homelessness are in need of housing and further, that over the next five years, an additional 3,235 households experiencing homelessness will also be in need of housing.

¹⁵ This estimate is extremely close to that of McKinsey & Company (2018), who estimated a gap of 10,000 to 14,000 units for the homeless population. Because McKinsey used a very different approach to estimation, it is noteworthy that the estimates are in alignment.

Whatever methodology is used to estimate the gap, it is clear that creating additional inventory, particularly 30% AMI units, is critical to solving homelessness in Seattle/King County. We would also note that production of units that will be targeted for people experiencing homelessness requires not just permanent financing, but also marshalling of resources for operating subsidies (e.g. project-based vouchers) as well as supportive services.

H. Racial and Other Disparities

As part of our charge, Focus Strategies was asked to investigate the presence of disparities throughout the homeless system, and particularly in relation to Coordinated Entry for All (CEA).

1. Overview

Focus Strategies conducted a series of analyses to investigate whether the homeless system in Seattle/King County is producing disparate results based on race, ethnicity, age, and gender. To conduct this analysis, we considered data on specific system components – CEA, prevention, and diversion programs -- as well as the performance of the system as a whole. (See Appendices 1 through 8 for results of these quantitative analyses.)

The result of this series of analyses are difficult to interpret because they were exploratory in nature. We did find statistically significant differences in outcomes based on race, gender, and age (though not ethnicity). However, since we ran a large number of statistical tests, it is possible that we obtained a small number of “significant” results by chance (i.e., 5 out of 100 analyses may be called significant in error). The analyses also were dealing with very large N’s, and in some cases, very unbalanced cell sizes (e.g., the number of returns was generally very small compared to the number who didn’t return). Both of these factors can create spurious results.

Even with these caveats, however, there are patterns in the data we believe are worthy of further investigation and the development of strategies to reduce the presence of disparities. Below we present a summary of our findings. These are broken out by household type (adults, families, TAY) because the patterns we identified are particularly pronounced when looking at the data this way.

Recommended next steps to address disparities are provided at the end of this section.

2. Disparities in Coordinated Entry for All (CEA)

Prioritization Scores: Households assessed through CEA using the VI-SPDAT all receive a score that is used for prioritization purposes. We found that across all household types:

- The older a person is, the lower they tend to score
- A person who is black scores lower than one who is white
- Persons with a gender other than male or female have the highest scores

Referrals to Housing: Households with high prioritization scores receive referrals to housing interventions. We found that the likelihood of referral differs across populations:

- Single adults: white, male, and/or older people are more likely to be referred
- Families: households headed by a black, female, and/or middle-aged person are more likely to be referred
- TAY: black or white, and/or male people are more likely to be referred

Overall Racial Disparities in CEA: As a general matter, black people are over-represented in the group of people being assessed compared to their presence in the general population. They are somewhat less likely to be reflected in equal proportions of those in the pool for referral (Priority Band 3) and are much less likely to be referred to housing. People of all other races (neither white nor black) are a much smaller percentage of the overall pool of people being assessed compared to their proportion in the general population. However, those who are assessed are extremely likely to be referred to housing. For detailed findings of our analysis of systemwide disparities, see Appendix 4.

Race	% of General Pop	% of Assessed Pop	% in Priority Band 3	% of Pop Referred
White	69%	54%	57%	53%
Black	6%	32%	29%	23%
All Other Races	25%	14%	15%	24%

While these disparities are apparent, identifying the causes and therefore the possible solutions are complex. Deeper analysis is needed, including qualitative input from the individuals who are going through the CEA process, to understand whether there may be specific steps in the process where bias is introduced.

3. Disparities in Diversion Programs

Focus Strategies analyzed data from five diversion programs (see Appendix 7 for program list). We investigated the impact of demographic characteristics (race, ethnicity, age, and gender) on the rates of exit to permanent housing and returns to the homeless system after exiting to permanent housing. Results of analyses suggested that race and gender impacted these areas for both single adults and TAY, but not for families. Specifically, non-white and non-black participants were most likely to exit to permanent housing; of those participants who did exit to permanent housing, white participants were most likely to return to the homeless system within six months. Likewise, females were most likely to exit to permanent housing; of those participants who exited to permanent housing, males were more likely to return to the homeless system than females. (See Appendix 7 for more detailed findings of this analysis.)

4. Disparities in System Performance

When we examined system performance, we also found a number of significant differences in results based on age, race, and gender. However, the overall patterns are much less clear than what we found in CEA. (See Appendix 5 for more details.)

The Relationship of Demographic Characteristics to Performance for Single Adults

- Age is often a factor in performance measures, largely because TAY are very different from any other age group. TAY
 - Are more likely to enter homeless programs from housed situations
 - Are more likely to return to homelessness
 - Tend to have longer lengths of stay in programs
 - Are more likely to exit ES and TH to TH
 - Are less likely to “exit” PSH because of death
- Race appears to impact several performance measures, although the patterns appear clear only in the following cases:
 - Black people are most likely to exit ES to permanent housing
 - White people have longer stays in RRH and are less likely to exit to permanent housing
- Gender also impacts performance measures in the following ways:
 - Women are most likely to enter ES from another ES while men are most likely to enter ES from an unsheltered situation
 - Women are most likely to enter TH from a housed situation while men are most likely to enter from institutions
 - Women stay in TH longer and are more likely to exit to permanent housing
 - Women exit RRH faster and are more likely to exit to permanent housing

The Relationship of Demographic Characteristics to Performance for Families

- Age is related to performance in that TAY headed households are more likely to enter transitional housing programs from housed situations and are less likely to exit to permanent housing
- Race impacts where families enter homeless programs from
 - Black heads of household are most likely to enter TH from emergency shelter
 - White heads of household are most likely to enter RRH from unsheltered situations
- Gender impacts performance measures in the following ways:
 - Women are most likely to enter ES from another ES while men are most likely to enter ES from an unsheltered situation
 - Men are more likely to enter RRH from an unsheltered situation
 - Women are likely to have shorter stays in RRH

5. Strategies to Address Disparities

While racial disparity in the homeless system to a large degree mirrors the institutional racism and discrimination found throughout American society, some steps can be taken to address this situation. Chief among them will be creating a homeless system that is more client driven and accountable. The report from NIS calls for a system that is more customer-centric and accountable. This would involve building “customer power” into system structures and changing staff environments to increase their efficacy in serving customers. To increase customer power, NIS recommends that the region should keep customers in mind, including redesigning intake points with flexible hours, culturally diverse staff with language proficiencies, while creating a feedback mechanism to continuously incorporate customer feedback into system planning and decision-making. Staff should also be more diverse in lived experience

to better relate to the community they are serving, since many customers are not comfortable relaying information to someone they feel cannot understand their experiences.

In addition to these suggestions from NIS, Focus Strategies recommends the following:

1. We recommend taking a deeper dive into investigating racial and other demographic disparities identified in the local homeless crisis response system through both qualitative and quantitative methods.

These include:

- Quantitative analysis of disparities include investigating the patterns of differences most important to the community. For example, Seattle/King County is sensitive to possible disparities associated with the Native American population (which were not addressed in this report due to the low number of clients identifying as Native American). Understanding the statistical as well as substantive (i.e., meaningfully impactful) racial differences, communicating with key stakeholders, and integrating qualitative findings (see below), is a critical extension of the quantitative evaluation process.
- Qualitative analysis of disparities include conducting a deep exploration of the CEA process steps and their impact on client outcomes to identify where bias may be introduced during the process (i.e. diversion conversation, assessment). We recommend providing opportunities for stakeholder input during this process, including interviews and focus groups with CEA staff, clients, and other stakeholders involved with the process (i.e. providers, outreach).

2. Once an assessment of how and why disparities may be presenting throughout the system, we recommend identifying and implementing steps to reduce these disparities, which may include (but is not limited to):

- Develop and provide regular systemwide trainings on equity, historic segregation, and trauma informed care to stakeholders at all levels in the system (i.e. leadership, planning staff, CEA, providers, outreach, etc.) tailored to each stakeholder type;
- Develop and implement organizational development plans to identify and make the changes necessary to address inequities. System funders should utilize these plans as a basis for working alongside and provide adequate support (i.e. technical assistance, training) for agencies whose programs are producing disparate results.
- Identify and invest in culturally specific organizations, such as the Chief Seattle Club, that provide culturally competent engagement, housing assistance, and services to people experiencing homelessness of different racial and cultural backgrounds.
- Develop and invest in specific prevention pilots that target geographies with high rates of homelessness. These strategies may be particularly effective given the high correlation between race/gender and eviction in such neighborhoods.
- Identify, set, and monitor progress on goals to improve system practices and ultimately reduce systemwide disparities over time. The system should identify benchmarks and ensure continual performance measurement to ensure these disparities are mitigated and/or actively addressed when found.

I. Data Infrastructure and Evaluation Capacity

Our assessment found that the homeless data system (HMIS), analytic capacity, and reporting capability have improved significantly since 2016. A new HMIS system (Clarity) has replaced the previous system, and stakeholders reported this transition was successful. The Focus Strategies analytic team found the quality of HMIS data to be much improved since 2016. The King County DHCS' Performance Measurement and Evaluation (PME) unit has ramped up its capacity to conduct both program level and system level analysis. Further, both the City of Seattle and King County have begun to implement performance-based contracting processes and regular procurements for all homeless system components.

The City, County, and philanthropic sector have undertaken significant evaluation efforts, including those conducted in partnership with outside research and academic institutions, to investigate performance of specific programs, including their efficacy, efficiency, and factors contributing to success. For example, the County and the University of Notre Dame Wilson Sheehan Lab for Economic Opportunity implemented a randomized control trial to determine the efficacy of prevention practices, including targeting methodology, in helping people avoid homelessness. These data-focused efforts are crucial, particularly given the limited availability of national research on homelessness systems, interventions, and programs. To better understand best practices and strategies to house people and help them maintain their housing given the current housing market and economic conditions, more information and research findings are needed in the field. We acknowledge the community's contribution towards these research efforts.

However, developing a more robust evaluation infrastructure in Seattle/King County would significantly improve the community's positioning to make data-informed policy decisions and ultimately assist in driving down the rate of homelessness. Just as most system funders conduct periodic monitoring for contract compliance and performance assessment, the system must regularly conduct rigorous evaluation to ensure the system is performing as desired and achieving real progress towards ending homelessness. Some performance monitoring strategies are currently in place: All Home makes available public dashboards that report program performance and HUD has increasingly significant and meaningful system performance reporting requirements. These elements are critical to better understand how well programs are performing and whether the system as a whole is achieving its intended goals. Nevertheless, Seattle/King County requires an additional systemwide evaluation element to achieve deep knowledge about not only *what* is working, but *why* elements are working or not as intended *and* what needs to be done to improve performance. To date, both the City and the County have concentrated mainly on assessing each individual program but could bolster efforts to analyze overall performance and devise system-level strategies for improvement. For example, individual shelters have improved their rate of exit to permanent housing, but a system-wide improvement will require a system-wide strategy such as investing in a consistent housing-focused case management model at all shelters or offering consistent access to flexible financial assistance at all shelters.

Further, it should be noted that ongoing performance measurement must not be undertaken solely as a contract monitoring function but should provide a broader picture of how each program – and program type – is contributing to system goals. Achieving real reductions in the number of people experiencing homelessness will require setting clear goals, identifying strategies and interventions to achieve them,

marshaling resources and political will to implement them, and then evaluating whether the strategy was effective. The community shows a history of investing in consultants and researchers and generating reports (over 500 documents were reviewed for this SAAR report, as noted in Appendix 9), but we found no evidence of a robust and systematic approach to evaluation of the region's overall homeless system strategy. To make improvements in this area, an ongoing, standard set of evaluations for each program component should be developed and implemented.

For example, the system should evaluate each major system component on an annual basis, asking questions including:

- What is the purpose of this component?
- Is it achieving its intended objective?
- Is there sufficient inventory of this intervention? Is it right-sized/at scale?
- What about the intervention is working well or not as well? Is it implemented consistently across programs? What are impacts of any differences in implementation across programs?
- What are the key challenges to achieving intended outcomes? What are potential impacts and outcomes if these challenges are to be addressed?

Based on this approach to system and program performance monitoring, we recommend rolling out standardized evaluations for each system component (rapid rehousing, permanent supportive housing, shelter, outreach, etc.) and maintaining focus on the goal of aligning the system to achieve objectives. Those responsible for evaluation must also acknowledge important yet lower-impact areas, while ensuring they are not given undue weight in the process.

In addition to developing a robust evaluation infrastructure, some specific areas in need of continuing improvement include:

- Data is not yet being generated to fully understand the effectiveness of CEA, particularly the housing outcomes that result. CEA is only just now being tied into the HMIS workflow, which should allow for improved tracking of the results of housing referrals.
- While some community-wide dashboards and tools have been developed, mainly by All Home, there is a lack of attention to understanding or quantifying overall system flow. For example, the City and County have both publicly released data on numbers of exits to housing but this does not really track to the number of unique households housed each month. A data strategy is needed to develop a way to understand and analyze numbers of people entering the system, numbers who are exiting to housing, where they go, and whether they return.
- There is a significant issue with missing exit destination data in HMIS. Collecting high quality data and consistently monitoring on where people go when they exit homeless system programs supports planning on how best to increase the rate at which homeless people exit programs into housing. While there are no missing values which indicates good data entry, a very high

percentage of the destination values being entered are to unknown destinations, especially from emergency shelter programs. Capturing accurate destination data is crucial for measuring permanent housing outcomes.

III. RECOMMENDATIONS

The City of Seattle and King County are moving forward with the creation of a new regional entity to oversee their homeless crisis response system. One of the first steps in the process of standing up this new entity will be the development of a Regional Action Plan (RAP) that lays out the concrete steps the new entity will take to improve the community's response to homelessness. This SAAR report contains a wealth of analytic information that the new entity can use as they begin to shape the RAP. In addition, we are offering some high-level recommendations based on the analysis we have conducted, and that we believe will provide some important framing elements for the RAP.

A. System Change: Adaptive Leadership/Culture Shift

As we have noted, the overall system suffers from a lack of focused, targeted, and strategic action. Many initiatives and programs have been implemented or improved since 2016, but the impact is diffuse. Collectively, the community leadership is making the work overly complex, investing in too many different things, and spending too much time on process. To act with urgency and focus will require not only a new governance structure, but a new system culture and leadership.

- *Adaptive Leadership.* As noted previously in the report, there is a need for adaptive leadership at all levels of the homeless system. This skill is needed not just at the executive level or just for the director of the new entity, but leadership roles at the City, County, funders, and providers. The community needs a network of homeless system leaders acting as partner. It is critical that key actors through the system have the ability to define priorities and create strategies that support system goals:
 - Holding housing-first, client-centered principles throughout decision-making;
 - Navigating the punishing political climate with clarity and focusing on systems goals;
 - Thinking outside the box of program rules – which involves all system players being mission-driven and focused on the goal of ending homelessness for the greatest number of people rather than compliance-focused; and
 - Embracing and celebrating flexibility and failure – mission-oriented decisions that ultimately do not succeed should be seen as worthwhile risks and learning opportunities to inform system leadership's next steps.

- *Culture Change.* An overall shift in system culture needs to go hand in hand with the development of adaptive leadership. The entire system needs to stay focused on “who is experiencing homelessness and how do we marshal our resources to best house them.” Staff at all levels, from line staff up to executives, need to be brought along to embrace and implement a new way of doing business: person-centered, systems oriented, equity-based, housing focused, data informed, and not bound by rules or “why we can't.” This will require a long-term set of actions to move the whole community along a change curve. It will need to include a range of approaches, including lean and agile processes that support iterative tests for new initiatives,

learning collaboratives, executive coaching, regular opportunities for problem solving and information sharing, etc. At the end of the process, all stakeholders will understand that their work is to get as many people as possible into housing with the resources available as possible.

- *Implementation Versus Governance.* A related recommendation is that the community needs to get past governance to implementation structure and drive to implementation. The Seattle/King County community is moving towards a decision on the governance structure for homeless system efforts, which will be a critical precondition for success in reducing homelessness. But there needs to be a parallel focus on implementation, and this should be a critical element of the RAP. Simply creating new governance alone will not create change. The new entity and community leadership needs to wrestle with the question of what is an effective leadership strategy that will allow the community to act and implement effectively. What are the levers that will get everyone working towards the same results? Can enough stakeholders agree to prioritize only those actions/activities that support a specific goal or goals? What is the pathway to arrive at a robust, focused, and efficient implementation effort? Additionally, collaboration between the new entity and the entities that must oversee system functions (i.e. Public Health and Housing) that serve people experiencing homelessness must be established. High-level, functional, and open collaboration and goal sharing amongst the new entity and other system-level agencies will play a key role in ensuring public accountability to effective systemwide cooperation focused on reducing homelessness.

B. Focus on Large Scale/High Impact Priorities

Developing adaptive leadership, articulating a path to arrive at a culture shift, and adopting a new governance and implementation structure will be critical to ensure that work continues towards refining and improving the homelessness response system. Once these pieces are in place, the community will be in a position to identify and implement strategies to continue improving its homeless crisis response. One of the main findings of SAAR is that while the work over the past 2-3 years has mostly been well aligned with the recommendations from Focus Strategies and BPA, these efforts have not been led by a coordinated, empowered entity, and their impact therefore not as great as it could have been. Our key recommendation moving forward is that the Regional Action Plan be used as a forum for identifying a smaller set of highly targeted and focused efforts that will produce a demonstrable impact on numbers of people experiencing homelessness. The specific priorities to be implemented will be identified as part of the Regional Action Plan, but below we describe three areas that our analysis strongly suggests will have big impact.

1. Strategy to Ramp Up Production of Units Affordable at 30%

Expanding the availability of housing for people at the lowest income levels is the single most important thing the community needs to do. This will include the development of dedicated restricted units, as well as expansion of long-term and short-term rent subsidies.

There are already a number of affordable housing initiatives in place, including the City's HALA, the County's Regional Housing Plan, and ARCH, all of which are advancing promising strategies to increase supply. These include policies such as the City's Mandatory Housing Affordability (MHA) requirement,

mandating that developers of new commercial and multifamily residential developments are required to implement inclusionary housing as part of their new development or make a payment to support an affordable housing fund in Seattle. HALA's framework also includes strengthening laws to protect tenant rights, removing barriers to renting based on discrimination, and improving City processes on permitting and design review. ARCH offers development incentives that encourage the inclusion of affordable housing in new developments and capitalizes on flexible zoning laws in certain Eastside cities to allow for easy private development of housing. For more information on current affordable housing initiatives underway, refer to Appendix 11.

While there are strong initiatives in place that create a framework for addressing the affordable housing gap, currently these efforts lack a focus on creating units affordable to people at 30% AMI. We would advise setting targets for these units and folding in strategies to meet them. Another important path will be advocacy at the State level for more resources, such as opening up the State's TOD funds to be used for 30% AMI units. At the same time, we would advise re-visiting the 2016 recommendations on improving access to the existing rental market, which have largely not been implemented. This would include:

- Implementing the Housing Resource Center as recommended by BPA.
- Launching a large-scale landlord engagement and recruitment effort modeling after Atlanta Opening Doors.
- Improved targeting of OPH; currently only 55% of people entering are literally homeless.
- Develop and implement a large-scale moving on strategy to free up capacity in PSH and OPH for people who are unsheltered, particularly those who are chronically homeless.

2. Take Diversion to Scale

As demonstrated by our data analysis, diversion efforts in Seattle/King County have been highly effective, even though still relatively small compared to other intervention types. Given the great success of the community's diversion assistance thus far, we recommend continuing to scale up these efforts to prevent households from entering the homeless system. Communities across the country, including the City of San Francisco, the State of Connecticut, and Montgomery County, PA, have scaled up diversion as a system-level practice and seen strong outcomes. We have provided a wealth of additional information on diversion best practices and implementation in Appendix 12. Appendix 7 also provides a detailed overview of our analyses of diversion efforts in Seattle/King County.

Below are some suggested strategies for Seattle/King County to consider implementing:

- *Consistent Systemwide Implementation and Scaling of Diversion:* To both reduce inflow into the homeless system and assist people to identify housing solutions outside of the system, we highly recommend scaling up and standardizing diversion as a practice, rather than a set of programs. Any place a person experiencing homelessness touches the system, they should be engaged in a diversion or housing problem-solving conversation (e.g. mobile outreach, drop-in centers, RAPs, shelters, other sites where homeless people seek out emergency assistance). This will involve developing a standardized diversion curriculum and training so that the practice is consistent across the system (see below). Standardizing systemwide

diversion practices and processes will ensure each person who is engaged in a diversion conversation has a consistent experience. Currently, all of the system's diversion programs employ different practices and processes. Thus, ensuring consistent, to-scale diversion implementation will both improve client experience and strengthen the system's ability to reduce unnecessary entries into the homeless system.

- *Train Front-Line Staff in Diversion Practices:* Given the high cost of housing in Seattle/King County and the challenges this poses for people experiencing homelessness, it is not reasonable to expect that diversion will be successful with everyone who seeks assistance from the system. However, a more robust and consistent diversion practice could create some significant reductions in inflow. To successfully implement diversion systemwide, we recommend developing a standardized diversion training manual and provide regular, ongoing training to all front-line staff. Many staff who are accustomed to the structure of doing CEA assessments and intake processes will need additional training to do diversion conversations, in which the question and answer process is less black and white, and the goal is to support the client to find their own solutions. Many communities have found that it is helpful to partner with a local non-profit entity that provides mediation services to help train staff in active listening, conflict resolution, and problem-solving skills. Hiring practices for diversion staff may also need to shift towards recruiting and identifying people who are adept at motivational interviewing, problem solving and mediation. Further, requiring frequent training for diversion specialists on the art of the problem-solving conversation, as well as developing a conversation guide will ensure the correct questions are being asked and topics being broached draw upon households' resources and social networks.
- *Develop and Implement Standardized Diversion Policies and Procedures:* To standardize diversion practices across the system, policies and procedures should be developed and enforced. The following are key policy areas to consider in the design and implementation of diversion and associated policies and procedures:
 - *Problem-solving conversation guide:* The diversion/problem-solving conversation is intended to be free-flowing and open-ended to encourage clients to brainstorm and explore various viable housing solutions. Developing a systemwide conversation guide composed of basic questions and approaches is recommended. Diversion specialists should refer to the guide (but not necessarily follow verbatim) throughout each problem-solving conversation.
 - *Housing Resolution Plan:* The result of a problem-solving conversation is a Housing Resolution Plan with clear next steps for the both the household and diversion specialist. It is recommended a systemwide worksheet document is developed and adopted for all diversion specialists to utilize and give to households at the close of the problem-solving conversation.
 - *Prioritization and Problem-Solving Frequency:* Systemwide policies and procedures should be developed for when diversion is not successful after an initial housing problem-solving conversation. In most systems, if no viable or safe housing solution can be identified, households will be assessed and prioritized for other resources.

Diversion and problem-solving resources should continue to be available to the household until they are connected to another system resource. The system should not limit the number of times a participant can receive problem-solving services, although they should set limitations on each household's financial assistance.

- *Referrals*: Diversion specialists should always work to identify appropriate mainstream and community-based resources and services they may refer households to in order to help carry out their plan – including connection to food stamps, healthcare, VA benefits, eviction prevention, and legal services. Diversion policies and procedures should ensure referrals are concrete and provide a warm handoff whenever possible.
 - *Flexible Financial Assistance*: Whenever financial assistance is required for a household to execute their housing plan and are not accessible from another source, diversions specialist should offer flexible assistance using system funds to cover a diversion cost. Thus, it is key the system identify and draw upon flexible sources to establish a fund for diversion activities and expenses. Eligible expenses for diversion funds should be established by the system and consistently followed systemwide.
 - *HMIS*: Although diversion is not a formal program of the homeless system, problem-solving should be tracked as a program entry in the HMIS in order to track client circumstances, whether diversion was attempted, and outcomes of diversion.
 - *Performance Measures*: Systems should consider setting performance metrics for diversion activities and monitor the rate at which households identify a temporary or permanent housing alternative and remains there for a certain amount of time (i.e. 30-60 days).
- *Consider Diversion as a Systemwide Culture Shift*: Shifting towards diversion as a system should be understood not as a new programmatic intervention but as a new *practice* that requires a shift in the culture of the homeless response system – away from eligibility and rules-based service models and towards flexible, strengths-based, and client-centered services. A change in culture and orientation will be needed not only within CEA, shelters, and other front doors to the system, but in the organizations and systems that direct people to these system access points.

3. Develop a Strategy to Reduce Unsheltered Homelessness

Given the size of the unsheltered population, the impact on people living outside and on the community, and the degree of political pressure on the City and County to address it, we recommend that the new entity develop a region-wide strategy to reduce unsheltered, single adult homelessness. This would include setting a numerical goal for reductions in this population. Some essential elements of an unsheltered strategy would include:

- *Comprehensive Housing-Focused Outreach and Engagement*: As noted previously, there has been a significant increase in investment in outreach across a number of different funds. However, these efforts are largely uncoordinated and not particularly housing-focused. We recommend ensuring that outreach and engagement efforts to those experiencing unsheltered homelessness are both sufficient and coordinated to achieve a shared set of objectives. To do so, the

community must ensure geographic coverage is both proactive and response-driven, calling upon tools such as a 24/7 unified dispatch structure. Outreach/navigation teams should be organized around geography and subpopulation types (i.e. Veterans, families with children, youth and young adults, and single adults), as well as respond to the concerns and needs of the community (residents, business, general public). Specialized teams with expertise and skilled staff in behavioral health, healthcare (ideally, integrated health), and cultural competence should be strategically dispatched throughout the region. Outreach teams also need training and access to resources to help people transition directly to housing (see below).

- Low-barrier Access and Crisis Response:* To further address homelessness amongst people living outdoors and in other unsheltered situations, we recommend reviewing systemwide practices around low-barrier access and crisis response and ensuring these elements are sufficiently to-scale and of high quality. This includes calling upon strategies such as housing-focused problem-solving and diversion with financial assistance (i.e. Homeward Bound) to help people living outside explore and identify housing solutions outside of the homeless crisis response system. The community may also consider exploring a safe parking program that integrates housing-focused case management to provide people experiencing vehicular homelessness with a safe place to stay and connect them to the system. Other crisis response elements that the system should ensure are low-barrier and easily accessible for people experiencing unsheltered homelessness include enhanced shelters, interim housing (i.e. VA bridge housing model), full-service tiny home village. The system should ensure all these programs allow clients to have partners, pets, possessions, and parking, if applicable, while enrolled.
- Direct Access to Housing and Services:* Built into all homeless system programs should be sufficient, appropriate, and intentional connections to housing resources and services. This involves ensuring a systemwide focus on connecting people who are experiencing unsheltered and sheltered homelessness to housing as a first priority and goal. Ensuring there is sufficient inventory of and appropriate linkage to housing interventions, including rapid rehousing, PSH, and other housing options (i.e. shared housing), systemwide is crucial. Additionally, linkages to other services to help people access and stabilize in housing, including transportation, healthcare, and other treatments (both harm-reduction and more traditional models), should be built into the system. Other services that may bolster system efforts and help prevent people from unnecessarily becoming homeless and/or achieving positive housing outcomes include linkages to court diversion, specialty criminal justice services, and other assistance/connection to mainstream resources and systems.
- Integrated Data Platform with Mobile Technology:* Developing an integrated data platform connected to the local HMIS that outreach and other staff may use from a mobile device while in the field would bolster efforts to provide more coordinated assistance to people who are unsheltered. By doing so, outreach staff may be able to conduct mobile intake, screening, and assessment, as well as provide diversion assistance when possible. This platform may also support access to the crisis response network of services and interventions, housing resources, and other services, while tracking progress of unsheltered people being assisted by the system. The platform could also assist with enrollment and application for public benefits. A more robust data infrastructure supporting mobile outreach, along with consistent data entry by outreach teams, will help bridge the current data gap that exists in understanding the extent of unsheltered homelessness in the region and the inflow of people into homelessness.

- *Consistent Regional Practices and Protocols:* Additionally, to provide an effective response to unsheltered homelessness regionally, the system must ensure consistent regional practices and protocols aimed at assisting this population. These include ensuring that the system employs a customer-centered, housing-focused crisis response that responds to customer-defined needs and reduces inequities. To do so, the system should provide opportunities for meaningful consumer input, including committees, focus groups and listening sessions, to better understand the ways in which the system may best address unsheltered people’s housing and other needs. This also involves employing a problem-solving approach systemwide to help people avoid entering the homeless system by drawing upon their natural pool of resources whenever possible. Other systemwide strategies and tools that may be utilized to address unsheltered homelessness include: rapid access to mainstream benefits and resources via mobile technology; assertive engagement; peer supports; outreach by service providers more generally while including police, fire, and EMS in a specialized not generalized capacity, rather than criminalizing homelessness; and encampment and vehicle resolution only for the most serious public health and safety threats.
- *Performance Monitoring and Evaluation:* Finally, we recommend ensuring systemwide data collection and measurement are coordinated and integrated to track system inflow and diversion, program performance, and overall outcomes amongst people experiencing unsheltered homelessness. Data collection and analysis should be designed to understand and evaluate the overall effectiveness of efforts and key components (listed above) to address unsheltered homelessness.

C. Investment Strategy

Once the Regional Action Plan is complete and has set forth some key, large scale priorities, a critical next step will be developing a regional investment strategy to support these priorities. This will involve all funders agreeing to the core priorities. New and flexible funding should be targeted to this small set of agreed upon initiatives to ensure these are maximally resourced and have the greatest possible impact. For funding sources that are already committed and/or are not flexible, funders should work to continuously adjust and re-allocate to advance highest priority strategies and interventions. This work will require a deep partnership between the funders and the new entity. As much as possible, new private funding (e.g. Microsoft) should align to the identified priorities.

Additionally, the community should ensure systemwide accountability on these investment strategies, for example, through a comprehensive annual investment report. There should be a single information source that reports on funding sources and amounts, where and how the funds are spent, the impact spending is having on achieving system objectives. This will require combining both systemwide investment data with system and program-level performance outcomes.

D. Data and Evaluation

As with the investments, the data and evaluation strategy also must support the main priorities identified in the Action Plan. For example, if an identified priority is system-wide diversion, there must be a data infrastructure and clear system for gathering data on diversion and evaluating its effectiveness.

Additional recommendations in this area:

- *CEA*: Focus Strategies recommends re-designing the data collection and reporting for Coordinated Entry for All (CEA) to focus on CEA's effectiveness in quickly moving people from homelessness to housing, and to continually investigate disparities in access for different demographic groups.
- *HMIS Data Quality*: Moving forward, it will be critical to improve the quality of exit destination data across all program types, but particularly from emergency shelters. This includes reducing the number of "unknown" destinations entered. Exit destination data is essential to understanding system flow and most effectively communicating outcomes of the homeless crisis response system to stakeholders and the broader community. Additionally, the community may consider working alongside the State of Washington to change state-level confidentiality laws that restrict providers' ability to identify households eligible for housing interventions.
- *Evaluation*: To monitor system performance, effectiveness, and efficiency, we recommend developing a systemwide evaluation strategy, prioritizing engaging in third-party evaluation of major system initiatives, as well as rotating evaluation of program types and other initiatives. We suggest that the system work to shift the focus from periodical yet broad analyses of the entire system towards answering more targeted evaluative questions such as:
 - *Is what we are planning/implementing likely to succeed?*
 - *What is the best evaluation design for this initiative?*

In these evaluation processes, we recommend developing a hypothesis and testing it, examining whether existing approaches are working as intended or not, and identifying ways to adjust system strategies to achieve the greatest outcomes. In doing so, the system must work to reduce its culture of heavy-handed criticism and develop culture of creativity and flexibility, testing ideas, making adjustments, and celebrating lessons learned as well as successes.

IV. CONCLUSION AND NEXT STEPS

In the past several years, leadership in the Seattle/King County region has undertaken a broad-based effort to transform the community's response to homelessness. Our assessment of these efforts has found some positive developments. Public funders have significantly increased their investments, and the system has somewhat increased its capacity to shelter and house people experiencing homelessness. Programs are starting to show improvements in key performance measures. There is more capacity at the City and County levels for data analysis to understand system performance. Yet our work also reveals that these efforts are diffuse and insufficiently targeted. The scale and pace of system change is not fast enough to make significant progress in housing the many thousands of people who are sleeping on the region's streets. In 2016, Focus Strategies and Barbara Poppe and Associates produced reports advising community leaders to act with urgency and boldness to establish a funder-driven and person-centered homeless system with an action-oriented governance structure, and to use data informed funding processes to drive systems transformation. With this SAAR report, we are strongly re-iterating that key recommendation. This report provides detailed analyses about what has happened to date, what has had

an impact, and what has not. The region will benefit from leadership that strives to develop specific goals and maintain focus on the strategies that are likely to yield the greatest results.

Appendix 1: Quantitative Analysis of Homeless System Investments

Purpose of Analysis

The goal of this set of analyses was to assess investments in the homeless system (programs, supports, and services) made since 2016 by the City of Seattle, King County, the suburban cities surrounding Seattle, and philanthropic organizations. We were interested in several aspects of system investment, including the total amount of investment and their funding sources, and the specific homeless system initiatives invested in.

Data Sources

Focus Strategies worked with the City of Seattle and King County to develop a standardized template to gather investment information. The investment template was intended to capture resources budgeted to address homelessness in Seattle and King County during two different budget cycles, 2016 and 2018.¹ The City and County provided significant input for the final template, including the specific programs, supports, and service categories to be asked about (“initiatives”) and funding sources from which monies were allocated for each initiative. Lists of initiatives and funding sources are provided at the end of this Appendix.

Focus Strategies also connected with philanthropic organizations and the suburban cities to request similar information so we could aggregate the whole region’s homeless system funding. Philanthropic organizations completed a template requesting identical information, without of course, asking about funding source.² The cities surrounding Seattle provided system investment information for the initiatives they fund, also without reference to funding source.

Summary

Our analysis of homeless system investments looked at funding by four key funders of the system in the Seattle/King County region: the City of Seattle, King County, other suburban cities in King County surrounding Seattle, and philanthropic organizations. We looked at the types of investments made since 2016 by each funder type, as well as whether these fell into the category of initiatives recommended by Focus Strategies and Barbara Poppe in 2016 or “other” non-recommended initiatives.

Between 2016 and 2018, **overall system investments increased by 45%, from \$119,208,275 to \$173,440,985**. All funder types but philanthropies increased their investments in system initiatives over the two years. Overall, the system experienced significant funding increases in diversion, Coordinated Entry for All (CEA), permanent housing interventions (housing based vouchers, rapid rehousing, permanent supportive, and other housing), and outreach services – all strategies recommended in the 2016 system improvement reports. Also, in alignment with our 2016 recommendations, the system reduced investments in transitional housing, a program type found to be less effective than more

¹ Information about significant additional investments made in the 2019 budget year was also provided in some cases. These are noted where applicable.

² The philanthropy organizations responding to the information request included: Ballmer Group, Building Changes, Gates Foundation, Medina Foundation, Microsoft, Raikes Foundation, Schultz Family Foundation, Seattle Foundation, United Way of King County, Vulcan Foundation, and Zillow.

permanent housing-focused intervention types and strategies. Other investment areas that have been scaled up since 2016 include community impact activities (i.e. community clean-up; community outreach/permitting, land use work, and code compliance), emergency services, tiny home development, vehicular homelessness response, employment services, and public health-related response services.

Investments reflect a clear commitment on the part of all funder types to scaling up permanent housing solutions and supports, including housing-based vouchers, rapid rehousing, permanent supportive housing, and other supports (host homes, search and location services, and bridge housing). We also found that system funders made increases in funding strategies, such as CEA and diversion, aimed at seamlessly connecting people to the appropriate resources to resolve their homelessness with varying levels of assistance. Currently, of the strategies recommended in 2016, permanent supportive and other permanent housing, emergency shelter, prevention, and rapid rehousing comprise the greatest share of homeless system funding.

As was true in 2016, the City of Seattle continued to be the largest funder of homeless system initiatives in 2018, followed by King County, surrounding cities, and philanthropies. The greatest percent increase in system investments was made by cities surrounding Seattle (128% increase between 2016 and 2018), followed by King County, and the City of Seattle, while the greatest absolute increase in investments was on the part of the City of Seattle.

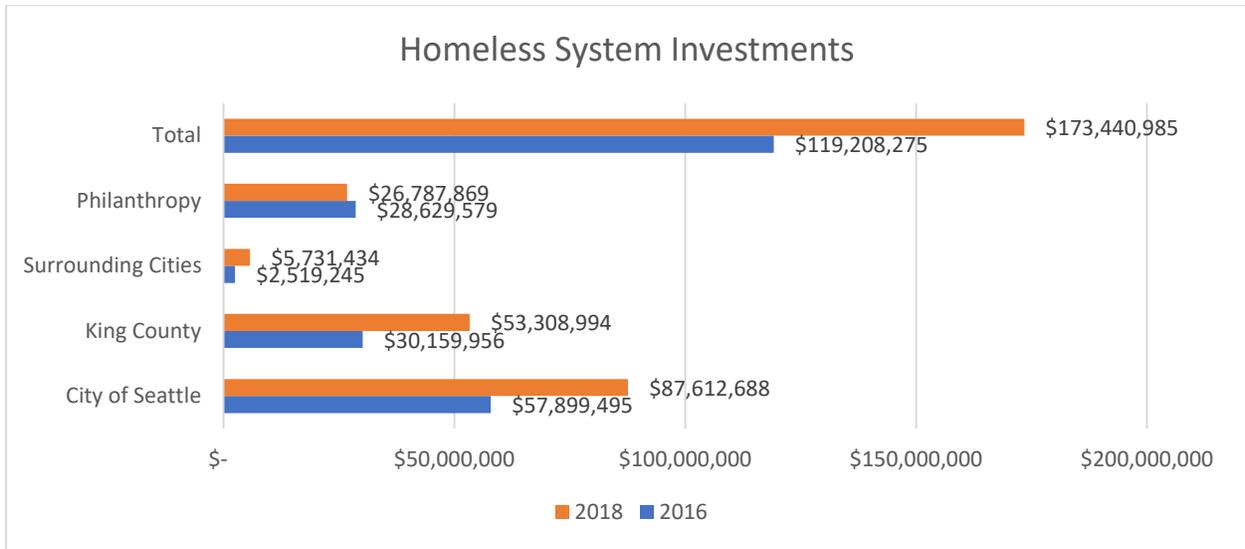
Results

This appendix first presents total regional homeless system investments in 2016 and 2018, illustrates changes in funding for those initiatives related to the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports, and then illustrates changes in additional areas of investment that have been made. The information is then presented separately for the City of Seattle, King County, the surrounding cities, and philanthropy.

Total System Investments

The table and graphs below show that total homeless system investments increased by 45% between 2016 and 2018, with funding at almost \$175 million in 2018. Of the four funders, all but philanthropy increased their level of investment.

Funder	2016	2018	Net Change	% Change
City of Seattle	\$57,899,495	\$87,612,688	\$29,713,193	51%
King County	\$30,159,956	\$53,308,994	\$23,149,038	77%
Surrounding Cities	\$2,519,245	\$5,731,434	\$3,212,189	128%
Philanthropy	\$28,629,579	\$26,787,869	\$(1,841,710)	(6%)
Total	\$119,208,275	\$173,440,985	\$54,232,710	45%

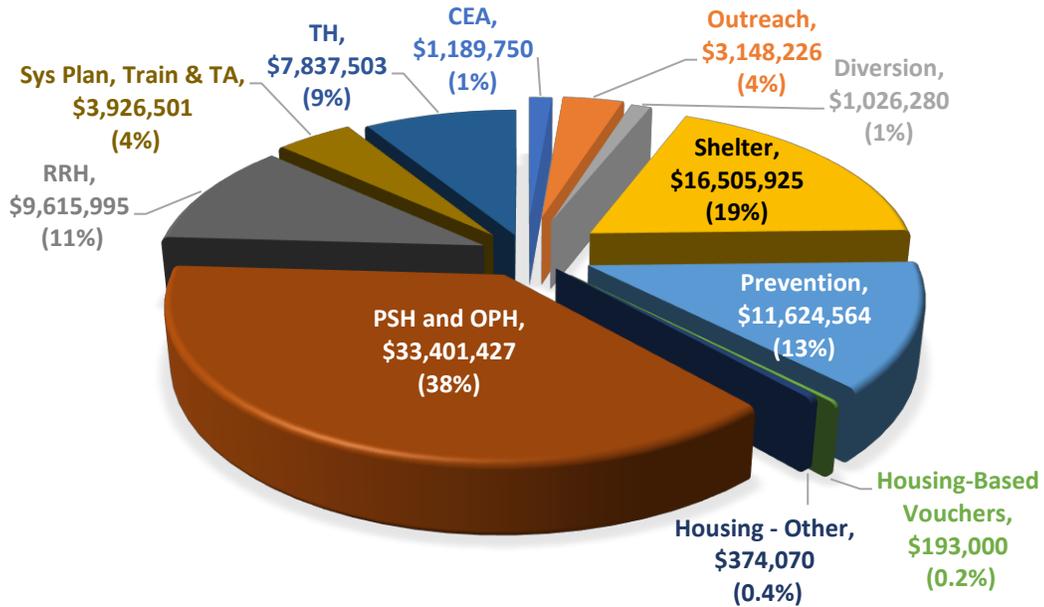


The next table illustrates funding in 2016 and 2018 for those initiatives related to the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports. The amount of funding in each of the areas, with the exception of funding for transitional housing, increased over the two years as recommended. The decrease in transitional housing funding is also in alignment with the recommendations made. In total, the funding for these areas increased by 46%.

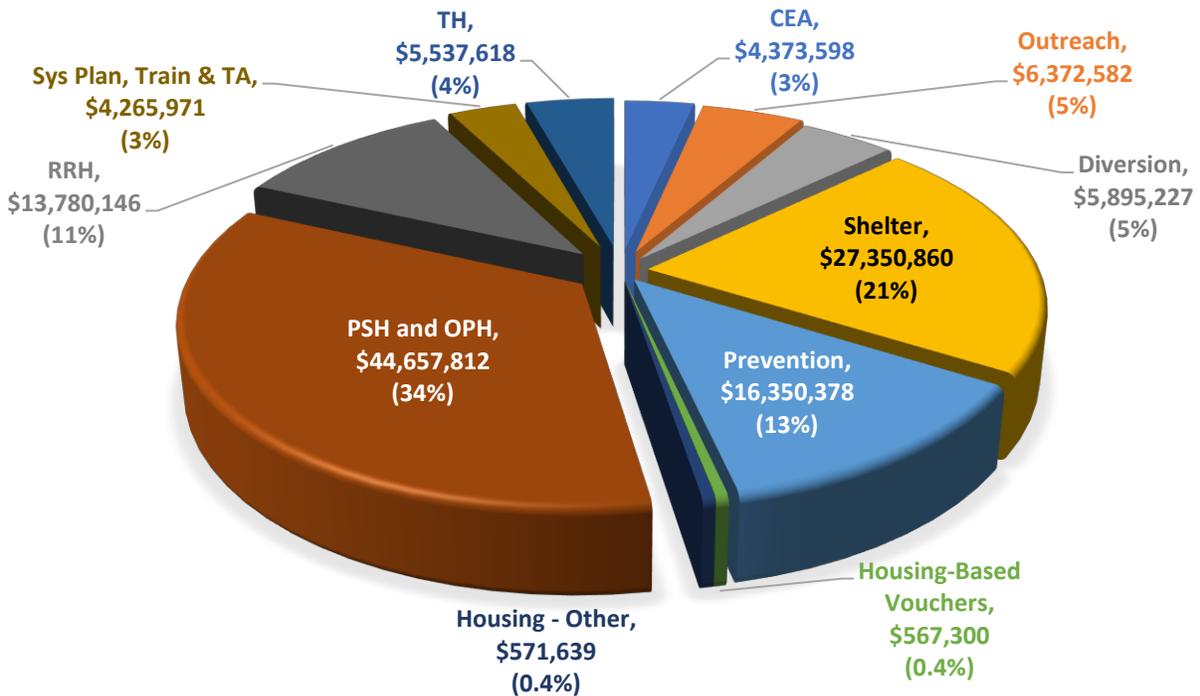
Recommended Investments	2016	2018	Net Change	% Change
Coordinated Entry for All	\$1,189,750	\$4,373,598	\$3,183,848	268%
Outreach	\$3,148,226	\$6,372,582	\$3,224,356	102%
Diversion	\$1,026,280	\$5,895,227	\$4,868,947	474%
Shelter	\$16,505,925	\$27,350,860	\$10,844,935	66%
Homelessness Prevention	\$11,624,564	\$16,350,378	\$4,725,814	41%
Housing Based Vouchers	\$193,000	\$567,300	\$374,300	194%
Housing – Other (host homes, search and location, bridge housing)	\$374,070	\$571,639	\$197,569	53%
Permanent Housing (PSH and OPH)	\$33,401,427	\$44,657,812	\$11,256,385	34%
Rapid Rehousing	\$9,615,995	\$13,780,146	\$4,164,151	43%
System Planning, Training & Technical Assistance	\$3,926,501	\$4,265,971	\$339,470	9%
Transitional Housing	\$7,837,503	\$5,537,618	(\$2,299,885)	(29%)
Total	\$88,843,241	\$129,723,131	\$40,879,890	46%

The graphs below depict the proportion of the year’s total investments for each of the initiatives. The areas where the proportions of funding changed the most include Coordinated Entry for All (from 1% in 2016 to 3% in 2018), diversion (from 1% in 2016 to 5% in 2018), and transitional housing (from 9% in 2016 to 4% in 2018).

2016 Total System Investments: Recommended initiatives



2018 Total System Investments: Recommended Initiatives

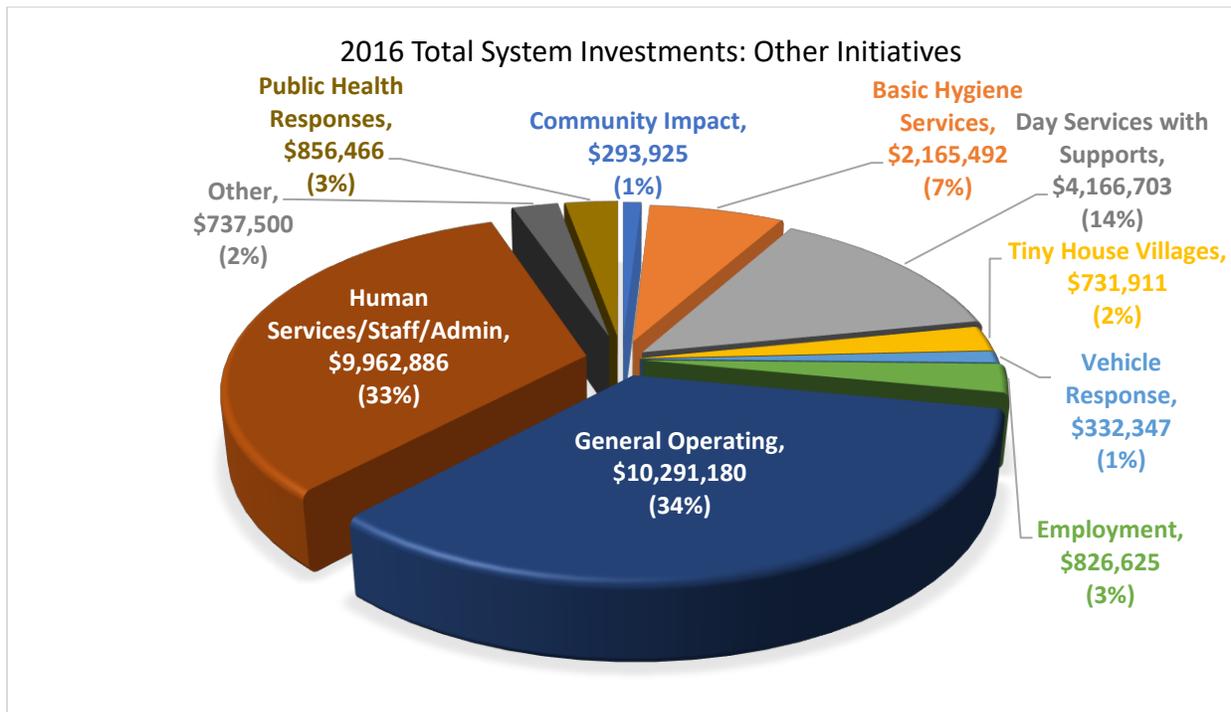


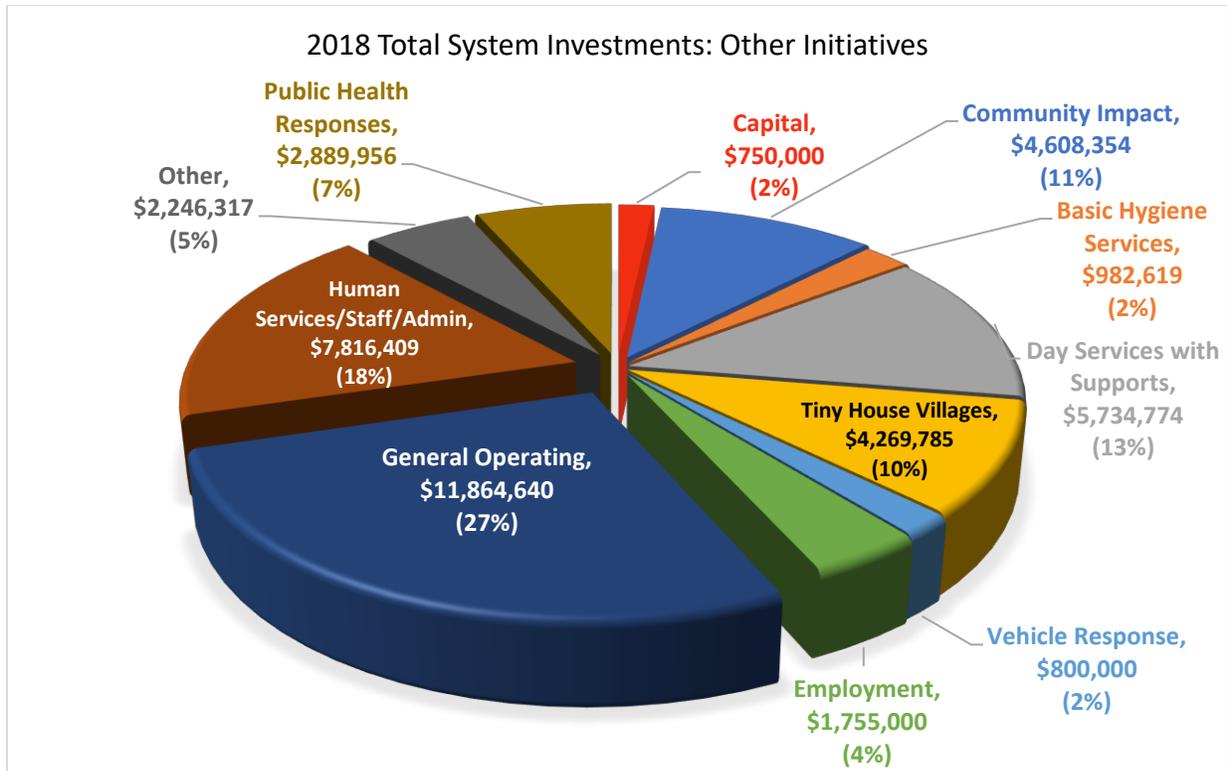
The next table illustrates funding in 2016 and 2018 for those initiatives falling outside of the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports. In total, the funding for these areas increased by 44%, with significant increases in the amount of funding going to

“community impact” and tiny house villages (see the end of this appendix for the definition of “community impact”).

Other Investments	2016	2018	Net Change	% Change
Capital (Emergency Services)		\$750,000	\$750,000	100%
Community Impact	\$293,925	\$4,608,354	\$4,314,429	1,468%
Basic Hygiene Services	\$2,165,492	\$982,619	(\$1,182,873)	(55%)
Day Services with Supports	\$4,166,703	\$5,734,774	\$1,568,071	38%
Tiny House Villages	\$731,911	\$4,269,785	\$3,537,874	483%
Vehicle Response	\$332,347	\$800,000	\$467,653	141%
Employment	\$826,625	\$1,755,000	\$928,375	112%
General Operating	\$10,291,180	\$11,864,640	\$1,573,460	15%
Human Services / Dept/City Staff/Admin	\$9,962,886	\$7,816,409	(\$2,146,477)	(22%)
Other (advocacy, public defender, childcare)	\$737,500	\$2,246,317	\$1,508,817	205%
Public Health Responses	\$856,466	\$2,889,956	\$2,033,490	237%
Total	\$30,365,035	\$43,717,854	\$13,352,819	44%

The graphs below depict the proportion of the year’s total investments for each of the initiatives. The areas where the proportions of funding changed the most include public health responses (from 3% in 2016 to 7% in 2018), community impact (from 1% in 2016 to 11% in 2018), tiny house villages (from 2% in 2016 to 10% in 2018), human services staff (from 33% in 2016 to 18% in 2018), and basic hygiene services (from 7% in 2016 to 2% in 2018).



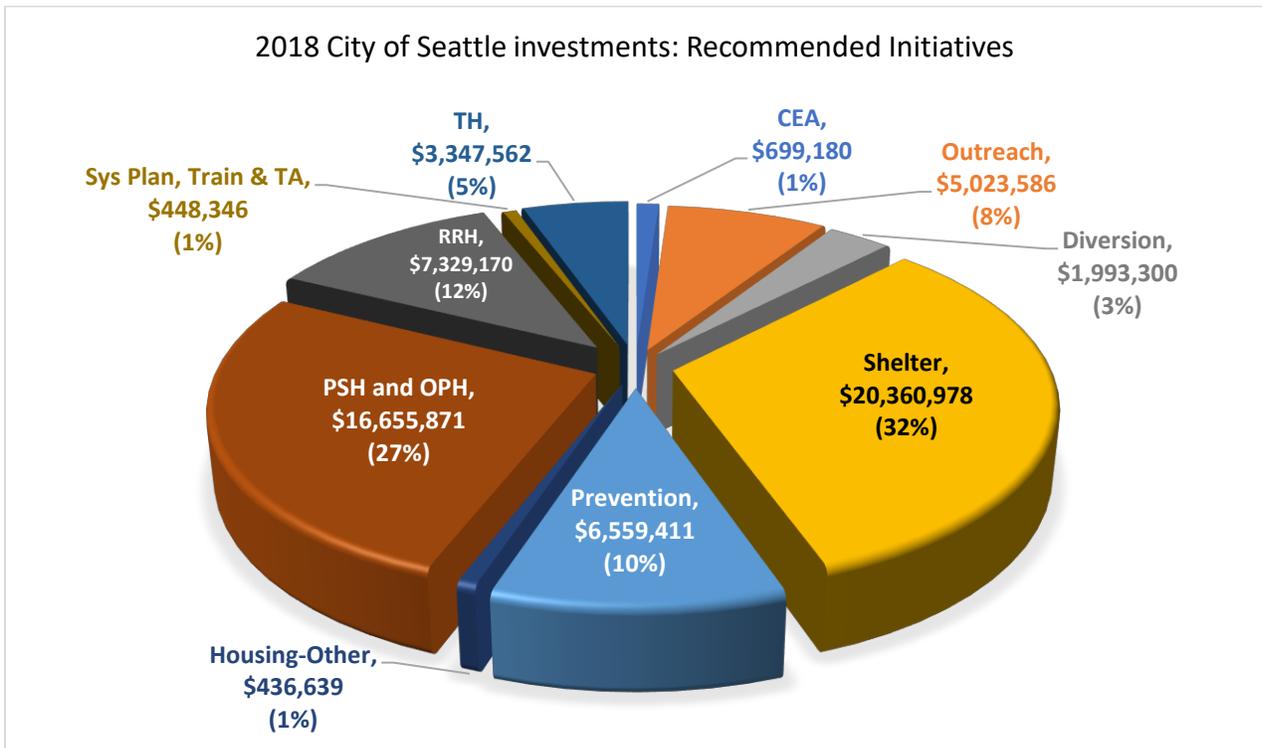
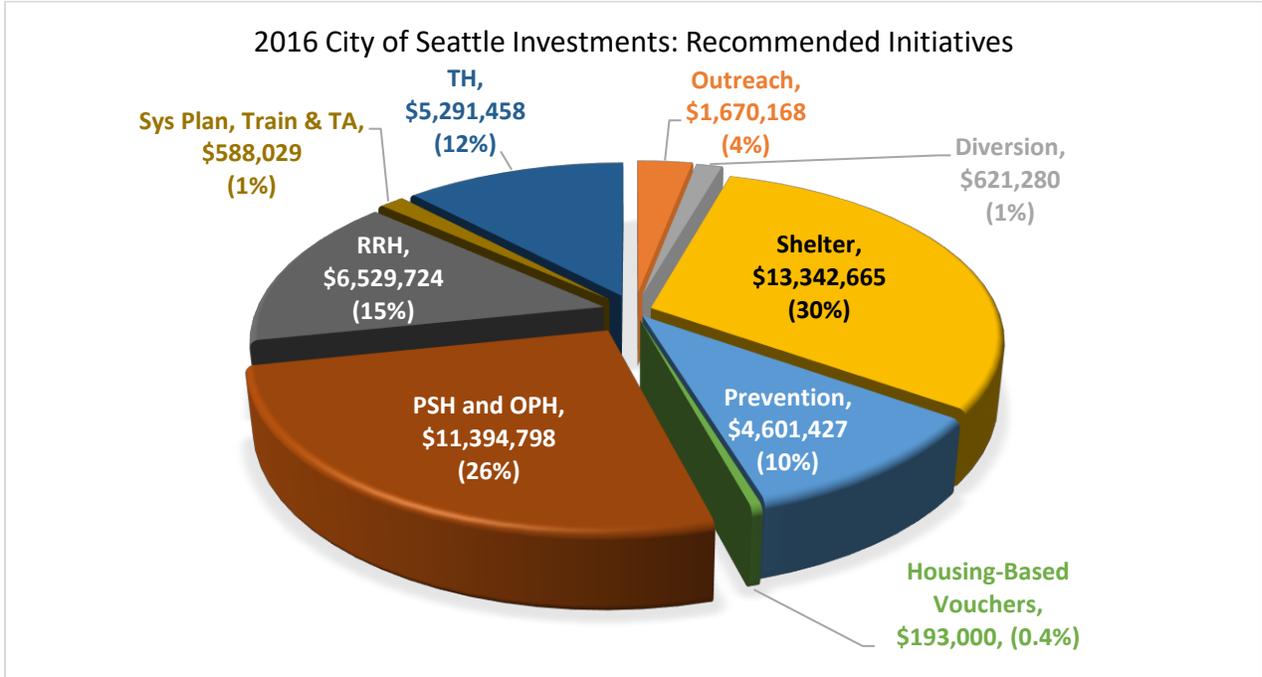


City of Seattle System Investments

The City of Seattle’s total investment in 2016 was **\$57,899,495** and in 2018 was **\$87,612,688**, an increase of **51%** over the two years. The next table illustrates funding by the City of Seattle in 2016 and 2018 for those initiatives related to the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports. The amount of funding in most of the areas increased over the two years as recommended. The decrease in transitional housing funding is also in alignment with the recommendations made. In total, the funding for these areas increased by 42%.

Recommended Investments	2016	2018	Net Change	% Change
Coordinated Entry for All		\$699,180	\$699,180	100%
Outreach	\$1,670,168	\$5,023,586	\$3,353,418	201%
Diversion	\$621,280	\$1,993,300	\$1,372,020	221%
Shelter	\$13,342,665	\$20,360,978	\$7,018,313	53%
Homelessness Prevention	\$4,601,427	\$6,559,411	\$1,957,984	43%
Housing Based Vouchers	\$193,000		(\$193,000)	(100%)
Housing – Other (host homes, search and location, bridge housing)		\$436,639	\$436,639	100%
Permanent Housing (PSH and OPH)	\$11,394,798	\$16,655,871	\$5,261,073	46%
Rapid Rehousing	\$6,529,724	\$7,329,170	\$799,446	12%
System Planning, Training & Tech. Assist.	\$588,029	\$448,346	(\$139,683)	(24%)
Transitional Housing	\$5,291,458	\$3,347,562	(\$1,943,896)	(37%)
Total	\$44,232,549	\$62,854,043	\$18,621,494	42%

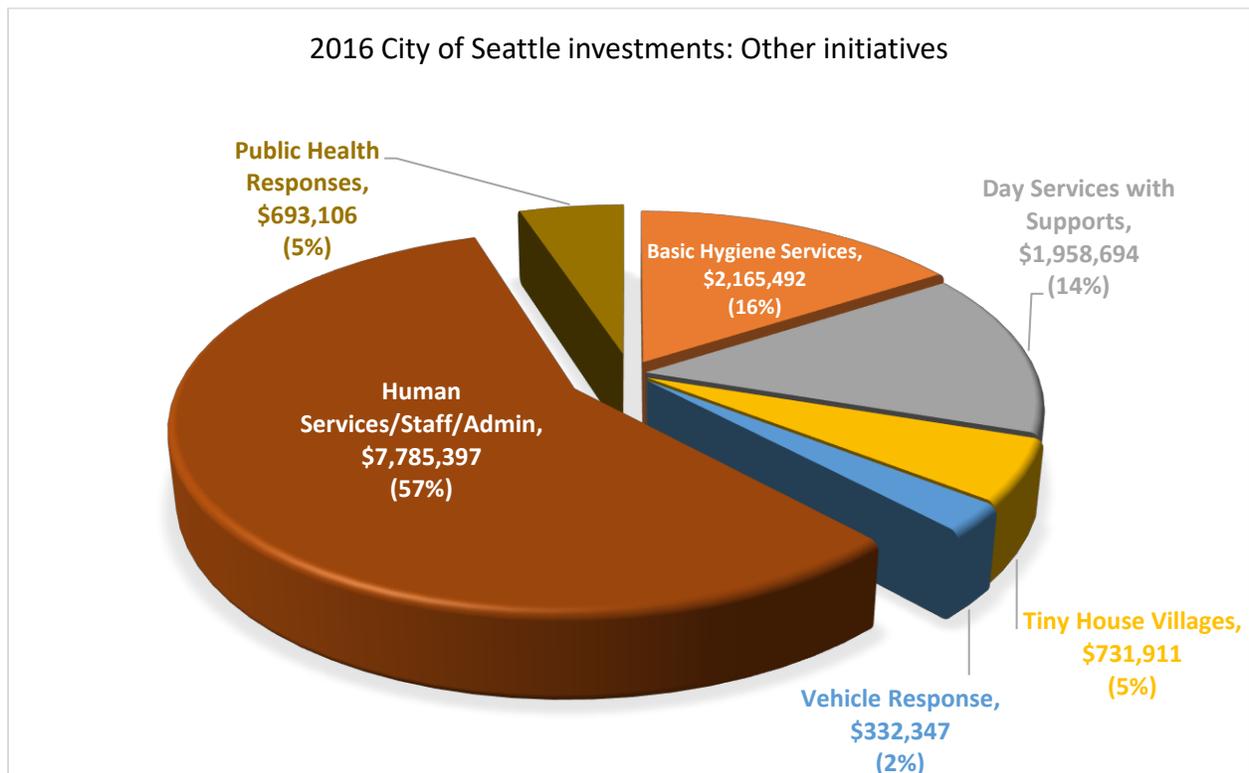
The graphs below depict the proportion of the year’s total investments for each of the initiatives. The areas where the proportions of funding changed the most include Coordinated Entry for All (from 0% in 2016 to 1% in 2018), diversion (from 1% in 2016 to 3% in 2018), outreach (from 4% in 2016 to 8% in 2018), and transitional housing (from 9% in 2016 to 4% in 2018).

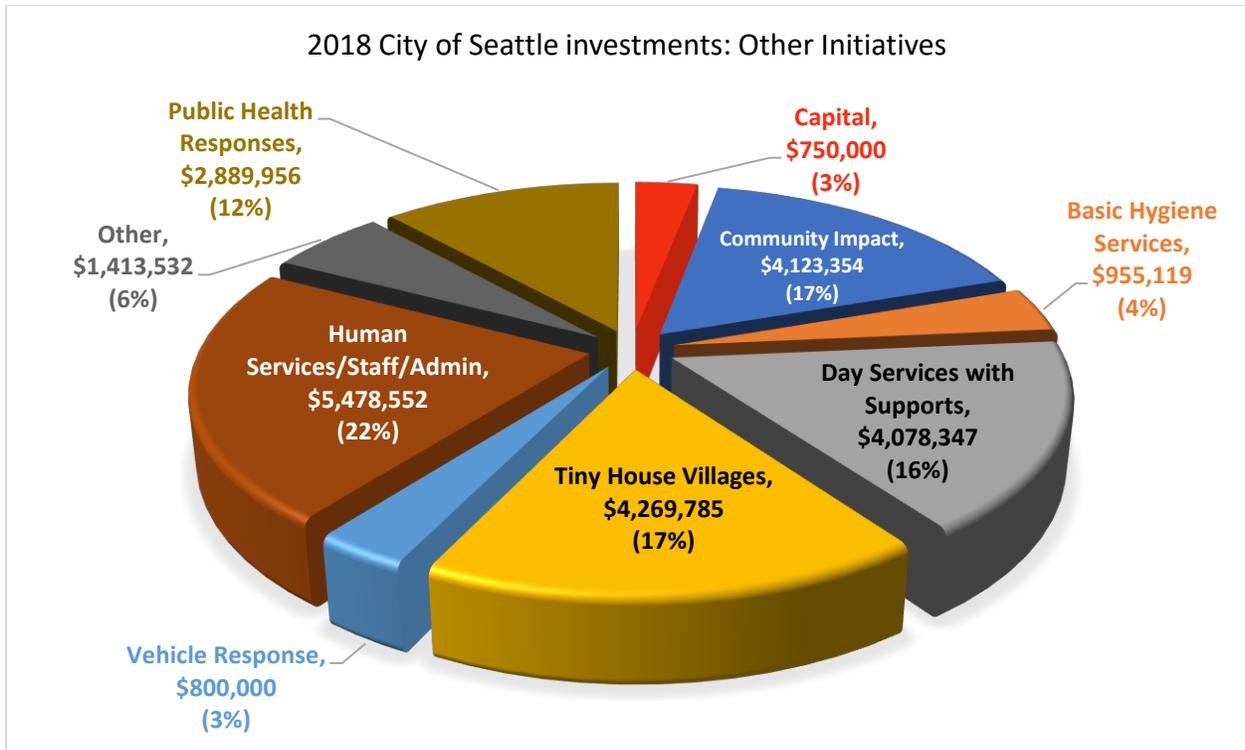


The next table illustrates funding in 2016 and 2018 for those initiatives falling outside of the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports. In total, the funding for these areas increased by 81%, with significant increases in the amount of funding going to “community impact”, public health responses, and tiny house villages.

Other Investments	2016	2018	Net Change	% Change
Capital (Emergency Services)		\$750,000	\$750,000	100%
Community Impact		\$4,123,354	\$4,123,354	100%
Basic Hygiene Services	\$2,165,492	\$955,119	(\$1,210,374)	(56%)
Day Services with Supports	\$1,958,694	\$4,078,347	\$2,119,653	108%
Tiny House Villages	\$731,911	\$4,269,785	\$3,537,874	483%
Vehicle Response	\$332,347	\$800,000	\$467,653	141%
Human Services / Dept/City Staff/Admin	\$7,785,397	\$5,478,552	(\$2,306,845)	(30%)
Other (advocacy, public defender, childcare)		\$1,413,532	\$1,413,532	100%
Public Health Responses	\$693,106	\$2,889,956	\$2,196,850	317%
Total	\$13,666,947	\$24,758,645	\$11,091,698	81%

The graphs below depict the proportion of the year’s total investments for each of the initiatives. The areas where the proportions of funding changed the most include public health responses (from 5% in 2016 to 12% in 2018), community impact (from 0% in 2016 to 17% in 2018), tiny house villages (from 5% in 2016 to 17% in 2018), human services staff (from 33% in 2016 to 18% in 2018), and basic hygiene services (from 16% in 2016 to 4% in 2018).





The next two tables illustrate the City of Seattle’s sources of funding in 2016 and 2018, as well as sources of funding for each initiative in those years.

Funding Source	2016	2018	Net Change	% Change
CDBG	\$4,987,691	\$4,708,334	(\$279,357)	(6%)
General Fund	\$32,499,282	\$59,281,044	\$26,781,762	82%
Seattle Housing Levy	\$2,491,629	\$3,900,220	\$1,408,591	57%
Other		\$130,000	\$130,000	100%
ESGP		\$776,844	\$776,844	100%
FUND BAL		\$250,000	\$250,000	100%
HESG	\$1,127,234		(\$1,127,234)	(100%)
HOPWA	\$1,572,580	\$57,164	(\$1,515,416)	(96%)
HUD CoC	\$13,269,317	\$12,808,621	(\$460,696)	(3%)
HUD HOPWA		\$1,824,510	\$1,824,510	100%
King County		\$1,500,000	\$1,500,000	100%
Levy	\$1,509,886	\$2,375,952	\$866,066	57%
McKinney	\$102,500		(\$102,500)	(100%)
SISLEY	\$320,000		(\$320,000)	(100%)
WSDOT	\$19,377		(\$19,377)	(100%)
Total	\$57,899,495	\$87,612,688	\$29,713,193	51%

Initiative	2016	2018	Net Change	% Change
Capital (Emergency Services)		\$750,000	\$750,000	100%
<i>General Fund</i>		\$750,000	\$750,000	
Case Management (Public Defender)		\$1,013,532	\$1,013,532	100%
<i>General Fund</i>		\$1,013,532	\$1,013,532	
Childcare		\$400,000	\$400,000	100%
<i>General Fund</i>		\$400,000	\$400,000	
Community Impact		\$4,123,354	\$4,314,429	100%
<i>General Fund</i>		\$4,103,354	\$4,103,354	
<i>Other City</i>		\$20,000	\$20,000	
Coordinated Entry for All		\$699,180	\$699,180	100%
<i>General Fund</i>		\$699,180	\$699,180	
Diversion	\$621,280	\$1,993,300	\$1,372,020	221%
<i>General Fund</i>	\$621,280	\$1,993,300	\$1,372,020	
Basic Shelter	\$5,887,041	\$3,386,349	(\$2,500,692)	(42%)
<i>CDBG</i>	\$1,045,390	\$928,743	(\$116,647)	
<i>General Fund</i>	\$4,662,061	\$2,457,606	(\$2,204,455)	
<i>HESG</i>	\$179,590		\$179,590	
Enhanced Shelter	\$7,455,624	\$16,974,629	\$9,519,005	128%
<i>CDBG</i>	\$2,535,574	\$2,801,885	\$266,311	
<i>General Fund</i>	\$4,528,944	\$12,670,116	\$8,141,172	
<i>HESG</i>	\$391,106		(\$391,106)	
<i>ESGP</i>		\$502,628	\$502,628	
<i>King County</i>		\$1,000,000	\$1,000,000	
Basic Hygiene Services	\$2,165,492	\$955,119	(\$1,210,374)	(56%)
<i>General Fund</i>	\$2,060,079	\$955,119	(\$1,104,961)	
<i>HESG</i>	\$105,413		(\$105,413)	
Day Services with Supports	\$1,958,694	\$4,078,347	\$2,119,653	108%
<i>CDBG</i>	\$346,515		(\$346,515)	
<i>General Fund</i>	\$1,612,180	\$4,078,347	\$2,466,168	
Street Based Outreach	\$352,620		(\$352,620)	(100%)
<i>General Fund</i>	\$352,620		(\$352,620)	
Outreach and Engagement	\$1,317,548	\$5,023,586	\$3,706,038	281%
<i>General Fund</i>	\$1,317,548	\$4,413,586	\$3,096,038	
<i>Other City</i>		\$110,000	\$110,000	
<i>King County</i>		\$500,000	\$500,000	
Other Permanent Housing	\$436,307	\$435,298	(\$1,009)	(0.2%)
<i>Seattle Housing Levy</i>	\$436,307	\$435,298	(\$1,009)	
Tiny House Villages	\$731,911	\$4,269,785	\$3,537,874	483%
<i>General Fund</i>	\$731,911	\$4,269,785	\$3,537,874	
Vehicle Response	\$332,347	\$800,000	\$467,653	141%
<i>General Fund</i>	\$332,347	\$800,000	\$467,653	
Homelessness Prevention	\$4,601,427	\$6,559,411	\$1,957,984	43%

Initiative	2016	2018	Net Change	% Change
General Fund	\$1,457,601	\$3,255,297	\$1,797,696	
HESG	\$330,345		(\$330,345)	
HOPWA	\$1,572,580		(\$1,572,580)	
HUD HOPWA		\$1,602,265	\$1,602,265	
Levy	\$1,140,901	\$1,701,849	\$560,948	
SISLEY	\$100,000		(\$100,000)	
Housing Based Vouchers (HRC)	\$193,000		(\$193,000)	(100%)
General Fund	\$193,000		(\$193,000)	
Housing Search and Location		\$436,639	\$436,639	100%
General Fund		\$436,639	\$436,639	
Human Services / Dept/City Staff/Admin	\$7,785,397	\$5,478,552	(\$2,306,845)	(30%)
CDBG	\$1,060,212	\$977,706	(\$82,506)	
General Fund	\$5,664,181	\$3,971,827	(\$1,692,354)	
ESGP		\$39,379	\$39,379	
HESG	\$49,654		(\$49,654)	
HOPWA		\$57,164	\$57,164	
HUD CoC	\$654,868	\$353,740	(\$301,128)	
LEVY	\$356,482	\$78,736	(\$277,746)	
PSH - Services	\$10,010,007	\$12,755,651	\$2,745,644	27%
General Fund	\$2,409,713	\$3,722,097	\$1,312,384	
HUD CoC	\$7,600,294	\$8,811,309	\$1,211,015	
HUD HOPWA		\$222,245	\$222,245	
PSH – Services, Operations/Maintenance	\$948,484	\$1,056,463	\$107,979	11%
Seattle Housing Levy	\$948,484	\$1,056,463	\$107,979	
PSH –Operations/Maintenance		\$2,408,459	\$2,408,459	100%
Seattle Housing Levy		\$2,408,459	\$2,408,459	
Public Health Responses	\$693,106	\$2,889,956	\$2,196,850	317%
General Fund	\$693,106	\$2,889,956		
RRH – Services	\$115,394		(\$115,394)	(100%)
General Fund	\$115,394		(\$115,394)	
RRH – Services, Rental Assistance	\$6,306,897	\$7,329,170	\$1,022,273	16%
General Fund	\$3,334,594	\$4,014,820	\$680,226	
ESGP		\$234,837	\$234,837	
HUD CoC	\$2,972,303	\$2,484,146	(\$488,157)	
LEVY		\$595,367	\$595,367	
RRH – Rental Assistance	\$107,433		(\$107,433)	(100%)
General Fund	\$23,804		(\$23,804)	
HESG	\$71,126		(\$71,126)	
LEVY	\$12,503		(\$12,503)	
System Planning, Training & Technical Assistance	\$588,029	\$425,306	(\$162,723)	(28%)
General Fund	\$368,029	\$425,306	(\$53,468)	

Initiative	2016	2018	Net Change	% Change
<i>SISLEY</i>	\$220,000		(\$220,000)	
Transitional Housing	\$5,291,458	\$3,347,562	(\$1,943,896)	(37%)
<i>General Fund</i>	\$2,040,268	\$1,938,136	(\$102,132)	
<i>Seattle Housing Levy</i>	\$1,106,838		(\$1,106,838)	
<i>Fund Balance</i>		\$250,000	250,000	
<i>HUD CoC</i>	\$2,041,852	\$1,159,426	(\$882,426)	
<i>McKinney</i>	\$102,500		(\$102,500)	
Total	\$57,899,495	\$87,612,688	\$29,713,193	51%

Finally, the City of Seattle indicated that another \$600,000 would be allocated to diversion in 2019.

King County System Investments

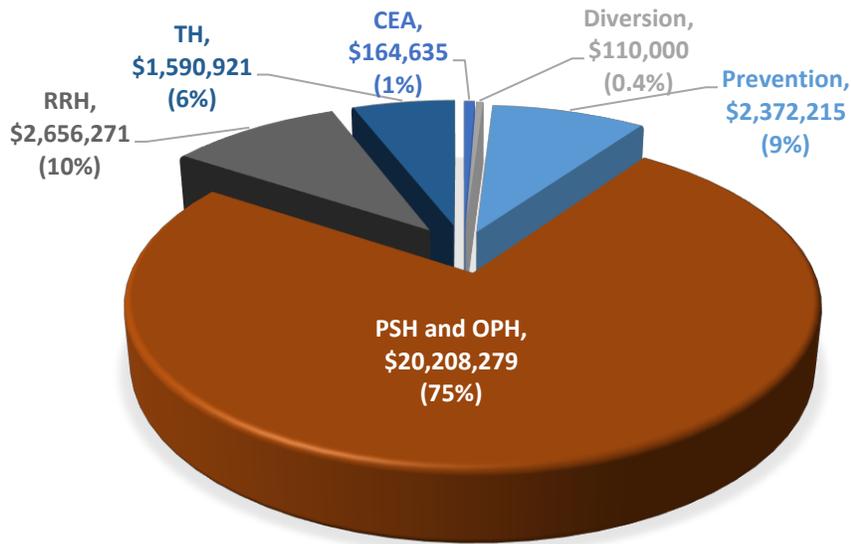
King County's total investment in 2016 was **\$30,159,956** and in 2018 was **\$53,308,994**, an increase of 77% over the two years. The next table illustrates funding by King County in 2016 and 2018 for those initiatives related to the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports. The amount of funding in most of the areas increased over the two years as recommended. The decrease in transitional housing funding is also in alignment with the recommendations made. In total, the funding for these areas increased by 87%.

Recommended Investments	2016	2018	Net Change	% Change
Coordinated Entry for All	\$164,635	\$3,674,418	\$3,509,783	2,132%
Outreach		\$652,600	\$652,600	100%
Diversion	\$110,000	\$1,694,260	\$1,584,260	1,440%
Shelter		\$4,740,636	\$4,740,636	100%
Homelessness Prevention	\$2,372,215	\$5,765,141	\$3,392,926	143%
Housing Based Vouchers		\$567,300	\$567,300	100%
Housing – Other (host homes, search and location, bridge housing)		\$135,000	\$135,000	100%
Permanent Housing (PSH and OPH)	\$20,208,279	\$25,444,411	\$5,236,132	26%
Rapid Rehousing	\$2,656,271	\$5,300,371	\$2,644,100	100%
System Planning, Training & Technical Assistance		\$1,161,668	\$1,161,668	100%
Transitional Housing	\$1,590,921	\$1,490,584	(\$100,337)	(6%)
Total	\$27,102,321	\$50,626,389	\$23,524,068	87%

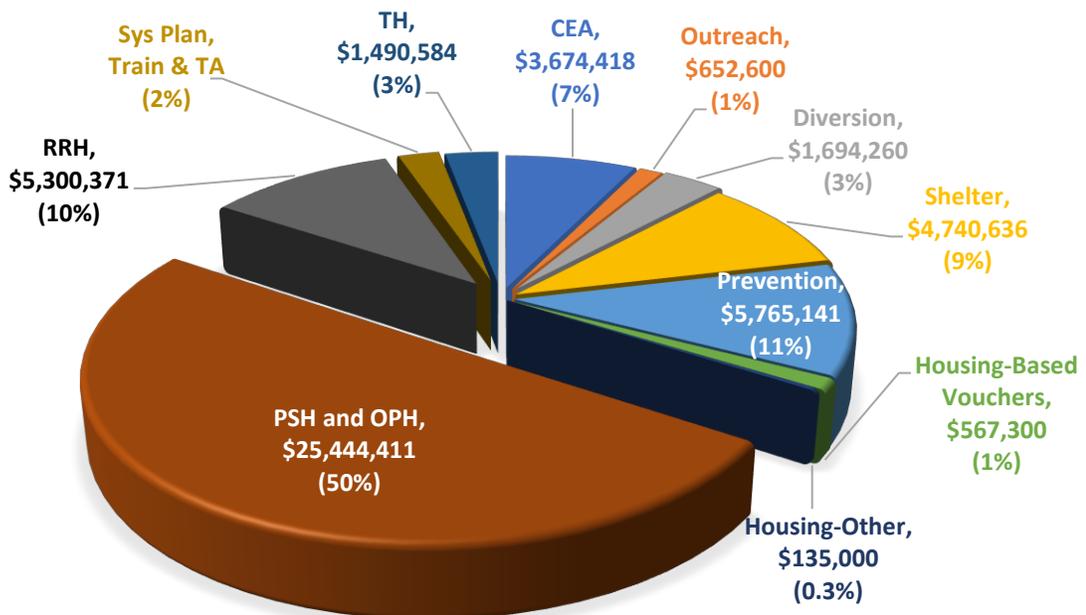
The graphs below depict the proportion of the year's total investments for each of the initiatives. The areas where the proportions of funding changed the most include Coordinated Entry for All (from 1% in 2016 to 7% in 2018), diversion (from <1% in 2016 to 3% in 2018), shelter (from 0% in 2016 to 10% in 2018), transitional housing (from 6% in 2016 to 3% in 2018), and permanent supportive housing/other permanent housing (from 75% in 2016 to 50% in 2018).³

³ While the proportion of funding for PSH and OPH decreased, the total amount of funding increased for this initiative category.

2016 King County investments: Recommended Initiatives



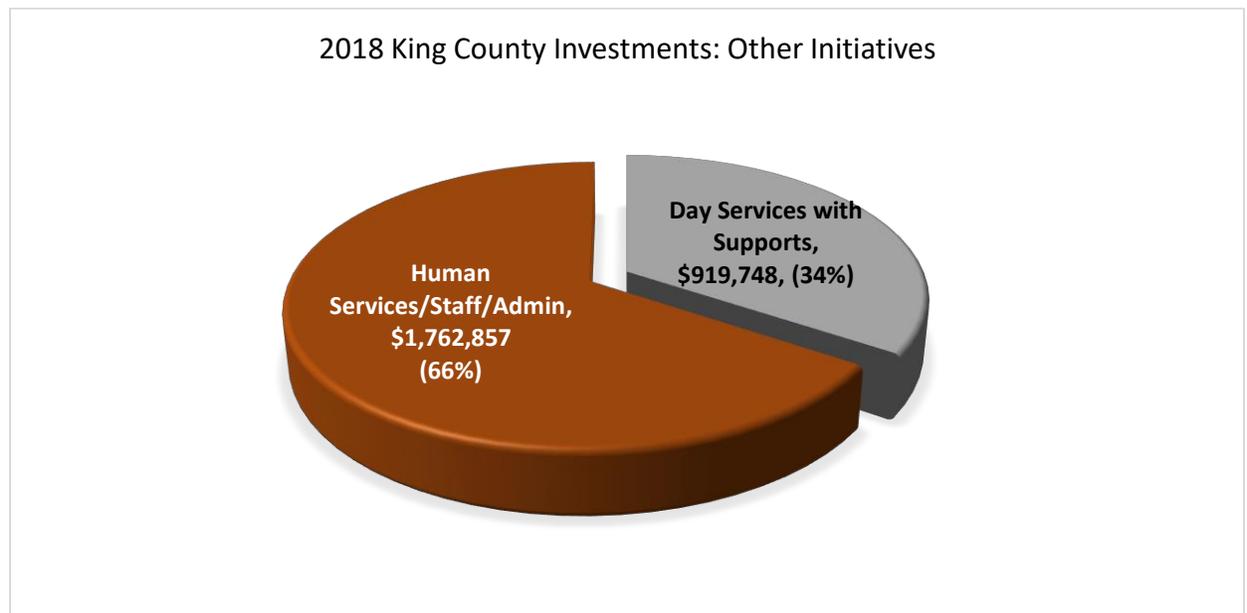
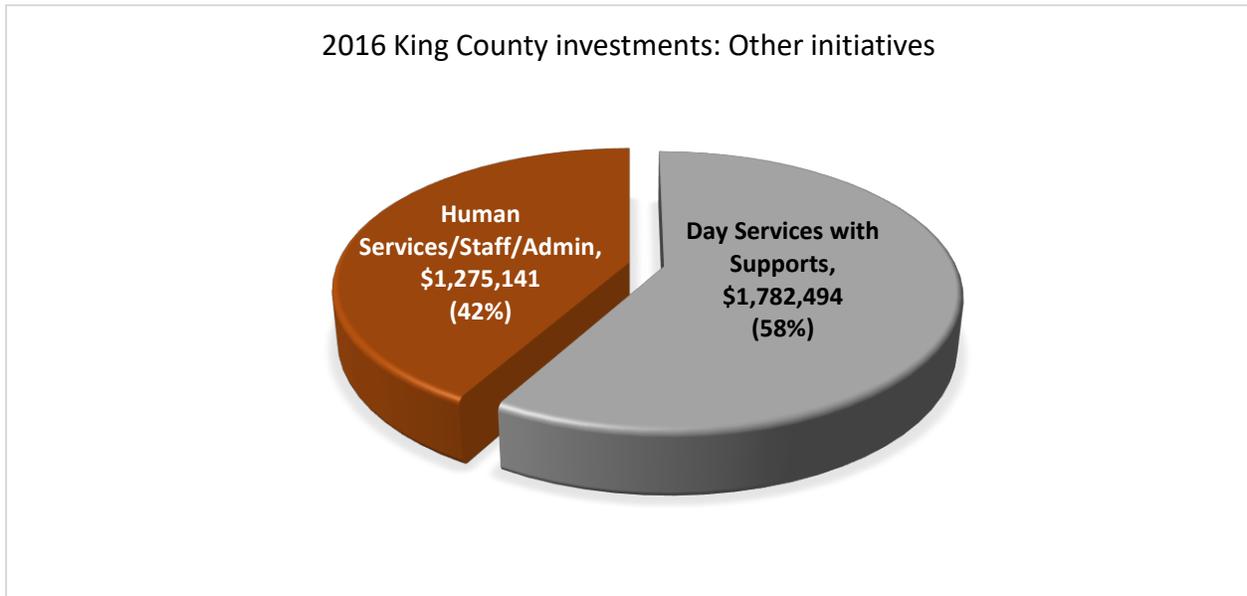
2018 King County Investments: Recommended Initiatives



The next table illustrates funding in 2016 and 2018 for those initiatives falling outside of the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports. In total, the funding for these areas decreased by 12%; it is noteworthy that the majority of King County funding is to those initiatives with the highest priority in terms of the recommendations previously made.

Other Investments	2016	2018	Net Change	% Change
Day Services with Supports	\$1,782,494	\$919,748	(\$862,746)	(48%)
Human Services / Dept/City Staff/Admin	\$1,275,141	\$1,762,857	\$487,716	38%
Total	\$3,057,635	\$2,682,605	(\$375,030)	(12%)

The graphs below depict the proportion of the year's total investments for each of the initiatives.



The next two tables illustrate King County's sources of funding in 2016 and 2018, as well as sources of funding for each initiative in those years.

Funding Source	2016	2018	Net Change	% Change
City of Seattle Other		\$752,790	\$752,790	100%
Best Starts for Kids Levy		\$4,104,065	\$4,104,065	100%
General Fund		\$1,975,330	\$1,975,330	100%
County Other	\$9,918,197	\$15,206,121	\$5,287,924	53%
Veterans, Seniors, and Human Services	\$2,889,330	\$3,830,064	\$940,734	33%
Federal Other	\$2,462,921		(\$2,462,921)	(100%)
CDBG	\$530,353	\$606,378	\$76,025	14%
HUD CoC	\$12,572,191	\$21,456,046	\$8,883,855	71%
ESG	\$371,367	\$185,628	(\$185,739)	(50%)
State Consolidated Homeless Grant	\$360,000	\$3,929,550	\$3,569,550	992%
State Other	\$1,055,597	\$1,263,022	\$207,425	20%
Total	\$30,159,956	\$53,308,994	\$23,149,038	77%

Initiative	2016	2018	Net Change	% Change
Coordinated Entry for All	\$164,635	\$3,674,418	\$3,509,783	2,132%
<i>County Other</i>		\$832,021	\$832,021	
<i>HUD CoC</i>	\$164,635	\$2,842,397	\$2,677,762	
Diversion	\$110,000	\$1,694,260	\$1,584,260	1,440%
<i>County Other</i>	\$9,000	\$13,987	\$4,987	
<i>CDBG</i>	\$41,000	\$1,037	(\$39,963)	
<i>State Consolidated Homeless Grant</i>	\$60,000		(\$60,000)	
<i>City of Seattle General Fund</i>		\$485,490	\$485,490	
<i>HUD CoC</i>		\$1,193,746	\$1,193,746	
Basic Shelter		\$489,979	\$489,979	100%
<i>General Fund</i>		\$190,633	\$190,633	
<i>County Other</i>		\$38,455	\$38,455	
<i>CDBG</i>		\$40,607	\$40,607	
<i>ESG</i>		\$36,500	\$36,500	
<i>State Consolidated Homeless Grant</i>		\$114,931	\$114,931	
<i>State Other</i>		\$68,853	\$68,853	
Enhanced Shelter		\$4,250,657	\$4,250,657	100%
<i>General Fund</i>		\$1,361,346	\$1,361,346	
<i>County Other</i>		\$1,065,948	\$1,065,948	
<i>Veterans, Seniors, and Human Services</i>		\$1,000,000	\$1,000,000	
<i>CDBG</i>		\$139,393	\$139,393	
<i>ESG</i>		\$33,547	\$33,547	
<i>State Consolidated Homeless Grant</i>		\$427,275	\$427,275	
<i>State Other</i>		\$223,148	\$223,148	
Day Services with Supports	\$1,782,494	\$919,748	(\$862,746)	(48%)
<i>General Fund</i>		\$248,725	\$248,725	
<i>County Other</i>	\$1,046,053	\$133,492	(\$912,561)	
<i>Federal Other</i>	\$75,000		(\$75,000)	
<i>CDBG</i>	\$156,649		(\$156,649)	
<i>HUD CoC</i>		\$477,531	\$477,531	

Initiative	2016	2018	Net Change	% Change
<i>ESG</i>	\$161,196		(\$161,196)	
<i>State Other</i>	\$343,596	\$60,000	(\$283,596)	
Homelessness Prevention	\$2,372,215	\$5,765,141	\$3,392,926	143%
<i>Best Starts for Kids Levy</i>		\$4,008,600	\$4,008,600	
<i>County Other</i>	\$472,440	\$500,000	\$27,560	
<i>Veterans, Seniors, and Human Services</i>	\$1,212,262	\$589,401	(\$622,861)	
<i>CDBG</i>	\$332,704	\$425,341	\$92,637	
<i>ESG</i>	\$54,809		(\$54,809)	
<i>State Consolidated Homeless Grant</i>	\$300,000	\$241,799	(\$58,201)	
Host Homes		\$135,000	\$135,000	100%
<i>County Other</i>		\$135,000		
Housing Based Vouchers (HRC)		\$567,300	\$567,300	100%
<i>City of Seattle Other</i>		\$267,300	\$267,300	
<i>County Other</i>		\$300,000	\$300,000	
Human Services / Dept/City Staff/Admin	\$1,275,141	\$1,762,857	\$487,716	38%
<i>County Other</i>	\$487,441	\$980,062	\$492,621	
<i>Federal Other</i>	\$14,072		(\$14,072)	
<i>State Other</i>	\$443,952	\$551,647	\$107,695	
<i>HUD CoC</i>	\$313,627	\$223,797	(\$89,830)	
<i>ESG</i>	\$16,049	\$7,351	(\$8,698)	
Other Permanent Housing	\$3,616,818	\$6,038,856	\$2,422,038	67%
<i>General Fund</i>		\$102,026	\$102,026	
<i>County Other</i>	\$2,916,408	\$4,809,565	\$1,893,157	
<i>Veterans, Seniors, and Human Services</i>	\$700,410	\$1,127,265	\$426,855	
Outreach and Engagement		\$652,600	\$652,600	100%
<i>General Fund</i>		\$72,600	\$72,600	
<i>County Other</i>		\$500,000	\$500,000	
<i>Veterans, Seniors, and Human Services</i>		\$80,000	\$80,000	
PSH – Operations/Maintenance	\$16,591,461	\$19,405,555	\$2,814,094	17%
<i>County Other</i>	\$3,971,717	\$4,186,696	\$214,979	
<i>Veterans, Seniors, and Human Services</i>	\$976,658	\$1,033,398	\$56,740	
<i>Federal Other</i>	\$338,663		(\$338,663)	
<i>HUD CoC</i>	\$11,304,423	\$14,029,055	\$2,724,632	
<i>State Consolidated Homeless Grant</i>		\$156,406	\$156,406	
RRH – Services, Rental Assistance	\$2,656,271	\$5,300,371	\$2,644,100	100%
<i>County Other</i>	\$129,057	\$10,000	(\$119,057)	
<i>Federal Other</i>	\$1,718,427		(\$1,718,427)	
<i>HUD CoC</i>	\$401,425	\$2,110,541	\$1,709,116	
<i>ESG</i>	\$139,313	\$108,230	(\$31,083)	
<i>State Consolidated Homeless Grant</i>		\$2,712,226	\$2,712,226	
<i>State Other</i>	\$268,049	\$359,374	\$91,325	
Homeless Management Information System		\$1,161,668	\$1,161,668	100%
<i>County Other</i>		\$674,520	\$674,520	
<i>HUD CoC</i>		\$256,333	\$256,333	
<i>State Consolidated Homeless Grant</i>		\$135,350	\$135,350	

Initiative	2016	2018	Net Change	% Change
<i>Best Start for Kids Levy</i>		\$95,465	\$95,465	
Transitional Housing	\$1,590,921	\$1,490,584	(\$100,337)	(6%)
<i>County Other</i>	\$886,081	\$1,026,375	\$275,294	
<i>Federal Other</i>	\$316,759		(\$316,759)	
<i>HUD CoC</i>	\$388,081	\$322,646	(\$65,435)	
<i>State Consolidated Homeless Grant</i>		\$141,563	\$141,563	
Total	\$30,159,956	\$53,308,994	\$23,149,038	77%

Finally, King County indicated that another \$19,369,550 would be allocated to the homeless system in 2019 for the initiatives indicated in the table below.

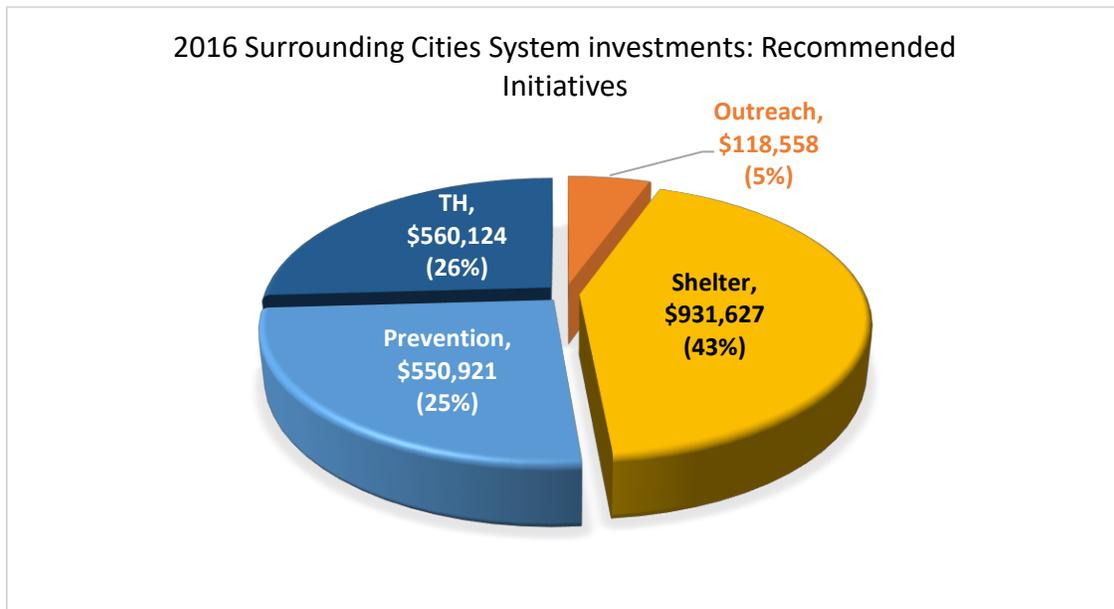
Initiative	New in 2019
Day Services with Supports	\$7,015,000
Homelessness Prevention	\$200,000
Housing Based Vouchers (HRC)	\$750,000
Other Permanent Housing	\$2,075,000
Outreach and Engagement	\$1,240,000
PSH – Operations/Maintenance	\$7,095,498
RRH – Services, Rental Assistance	\$500,000
Transitional Housing	\$494,052
Total	\$19,369,550

Surrounding Cities System Investments

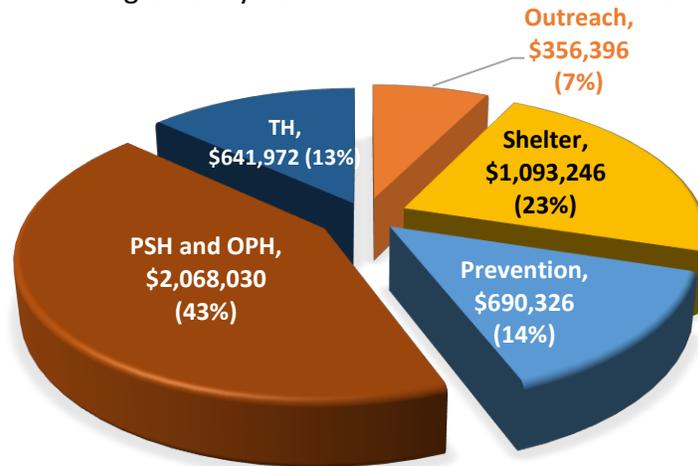
The total investment made by the suburban cities surrounding Seattle in 2016 was **\$2,519,245** and in 2018 was **\$5,731,434**, an increase of **128%** over the two years. The next table illustrates funding by the surrounding cities in 2016 and 2018 for those initiatives related to the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports, as well as other investments not specified in the reports. The amount of funding in most of the areas increased over the two years as recommended. There were significant investments in permanent housing interventions including PSH and other permanent housing and outreach, in alignment with these recommendations. The surrounding cities also significantly increased funding to day services with supports during this timeframe. In total, the funding for recommended investment areas increased by 124%.

Recommended Investments	2016	2018	Net Change	% Change
Outreach	\$118,558	\$356,396	\$237,838	201%
Shelter	\$931,627	\$1,093,246	\$161,619	17%
Homelessness Prevention	\$550,921	\$690,326	\$139,405	25%
Permanent Housing (PSH and OPH)		\$2,068,030	\$2,068,030	100%
Transitional Housing	\$560,124	\$641,972	\$81,848	15%
Total	\$2,161,230	\$4,849,970	\$2,688,740	124%
Other Investments	2016	2018	Net Change	% Change
Day Services with Supports	\$180,515	\$636,679	\$456,164	253%
Other (advocacy, public defender, childcare)	\$177,500	\$244,785	(\$67,285)	38%
Total	\$358,015	\$881,464	\$523,449	146%
GRAND TOTAL	\$2,519,245	\$5,731,434	\$3,212,189	128%

The graphs below depict the proportion of the year’s total investments for each of the initiatives recommended by Focus Strategies and Barbara Poppe and Associates in the cities surrounding Seattle. The areas where the proportions of funding changed the most between the two years include PSH and other permanent housing (from 0% in 2016 to 43% in 2018), shelter (from 43% in 2016 to 23% in 2018), and transitional housing (from 26% in 2016 to 13% in 2018).

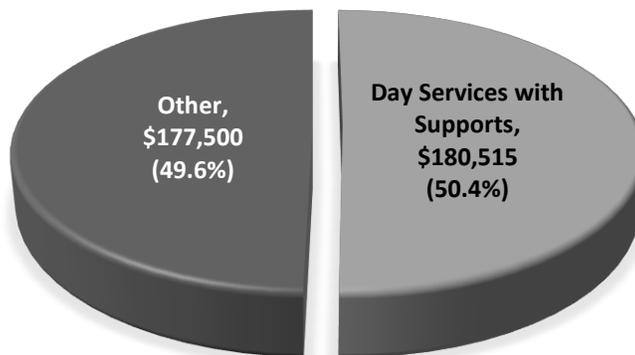


2018 Surrounding Cities System investments: Recommended Initiatives

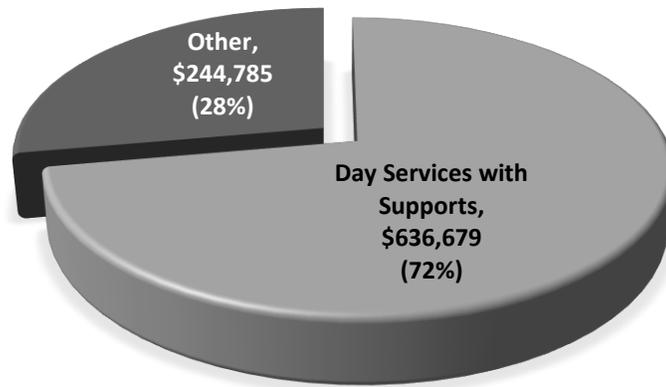


The graphs below depict the proportion of the year's total investments for each of the other initiatives (excluding those recommended by Focus Strategies and Barbara Poppe and Associates in 2016) in the cities surrounding Seattle. Between 2016 and 2018, surrounding cities' proportional investment in day services rose dramatically from 50% to 72%, while other investments (i.e. advocacy, public defender, childcare) accounted for around half of investments in these initiatives to just 28%.

2016 Surrounding Cities System Investments: Other initiatives



2018 Surrounding Cities System investments: Other initiatives



Philanthropy System Investments

The total investment made by the philanthropies in Seattle and King County in 2016 was **\$28,629,579** and in 2018 was **\$26,787,869**, a **decrease of 6%** over the two years. The next table illustrates funding by philanthropic groups in 2016 and 2018 for those initiatives related to the recommendations in the previous Focus Strategies and Barbara Poppe and Associates reports, as well as other investments not specified in the reports. The amount of funding in most of the areas decreased over the two years. Key areas of increased investment include diversion (648% increase over the two years) and rapid rehousing (168% increase), which are both important, lighter-touch strategies for helping people identify and secure permanent housing. Investments by philanthropy significantly decreased in the areas of CEA, outreach, “other” housing expenses, and PSH and other permanent housing. As recommended in 2016, investments in transitional housing decreased by 85%. The overall change in investments in recommended initiatives reflected a 26% decrease.

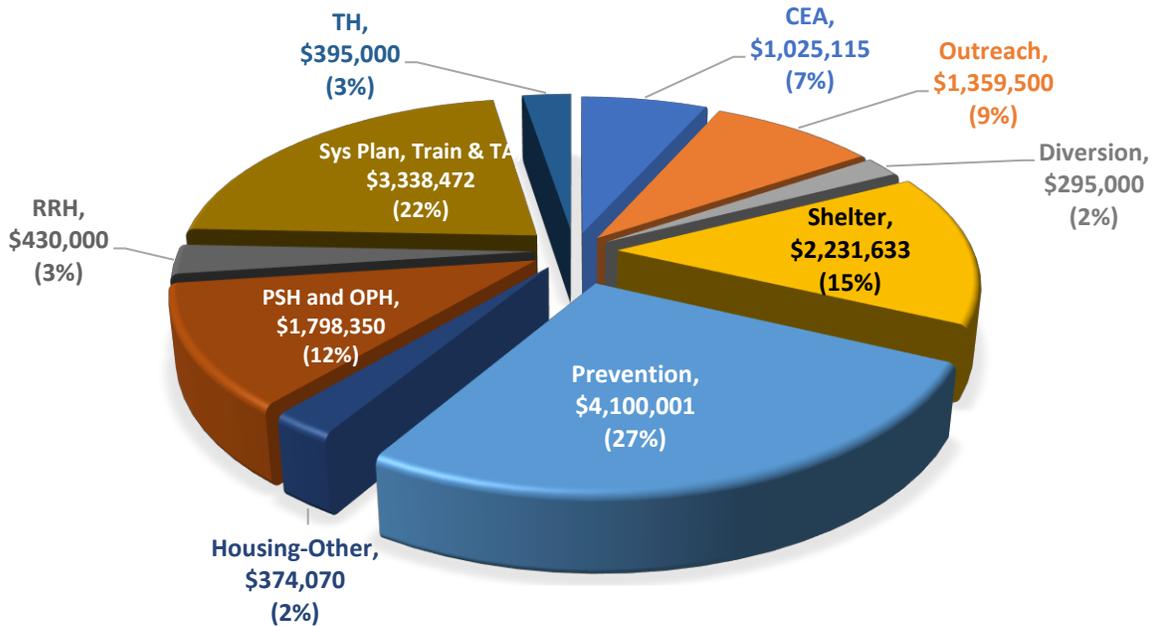
Philanthropies slightly increased overall funding in other areas not specified in the 2016 recommendations (16%). These increases were primarily seen in community impact initiatives, basic hygiene services, and employment services; while significant decreases in investments were seen in the areas of day services and public health responses.

Recommended Investments	2016	2018	Net Change	% Change
Coordinated Entry for All	\$1,025,115		(\$1,025,115)	(100%)
Outreach	\$1,359,500	\$340,000	(\$1,019,500)	(75%)
Diversion	\$295,000	\$2,207,667	\$1,912,667	648%
Shelter	\$2,231,633	\$1,156,000	(\$1,075,633)	(48%)
Homelessness Prevention	\$4,100,001	\$3,335,500	(\$764,501)	(19%)
Housing – Other (host homes, search and location, bridge housing)	\$374,070		(\$374,070)	(100%)

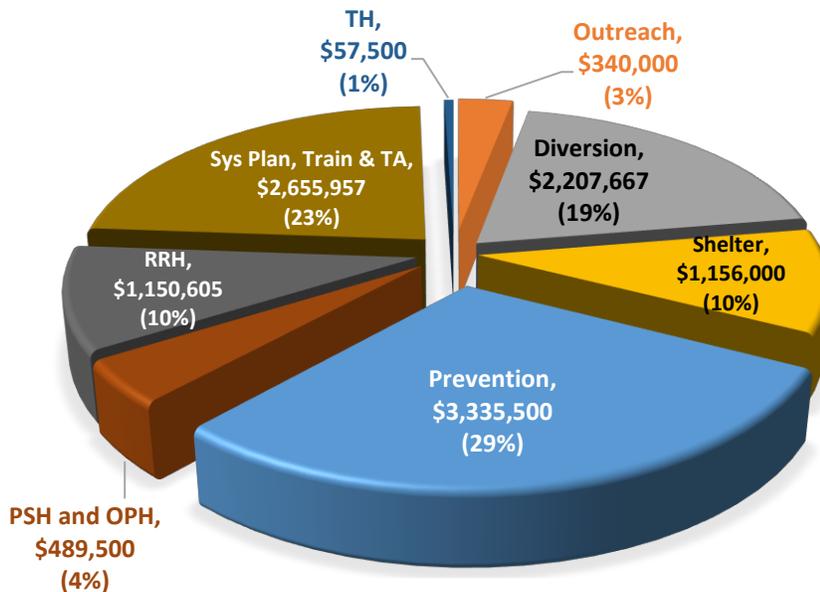
Recommended Investments	2016	2018	Net Change	% Change
Permanent Housing (PSH and OPH)	\$1,798,350	\$489,500	(\$1,308,850)	(73%)
Rapid Rehousing	\$430,000	\$1,150,605	\$720,605	168%
System Planning, Training & Technical Assistance	\$3,338,472	\$2,655,957	(\$682,515)	(20%)
Transitional Housing	\$395,000	\$57,500	(\$337,500)	(85%)
Total	\$15,347,141	\$11,392,729	(\$3,954,412)	(26%)
Other Investments	2016	2018	Net Change	% Change
Community Impact	\$293,925	\$485,000	\$191,075	65%
Basic Hygiene Services		\$27,500	\$27,500	100%
Day Services with Supports	\$245,000	\$100,000	(\$145,000)	(59%)
Employment	\$826,625	\$1,755,000	\$928,375	112%
General Operating	\$10,291,180	\$11,864,640	\$1,573,460	15%
Human Services / Dept/City Staff/Admin	\$902,348	\$575,000	(\$327,348)	(36%)
Other (advocacy, public defender, childcare)	\$560,000	\$588,000	\$28,000	5%
Public Health Responses	\$163,360		(\$163,360)	(100%)
Total	\$13,282,438	\$15,395,140	\$2,112,702	16%
GRAND TOTAL	\$28,629,579	\$26,787,869	(\$1,841,710)	(6%)

The graphs below depict the proportion of the year's total investments for each of the recommended initiatives by philanthropies. The areas where the proportions of funding changed the most include diversion (from 2% in 2016 to 19% in 2018), PSH and other permanent housing (from 12% in 2016 to 4% in 2018), CEA (from 7% in 2016 to 0% in 2018), and rapid rehousing (from 3% in 2016 to 10% in 2018).

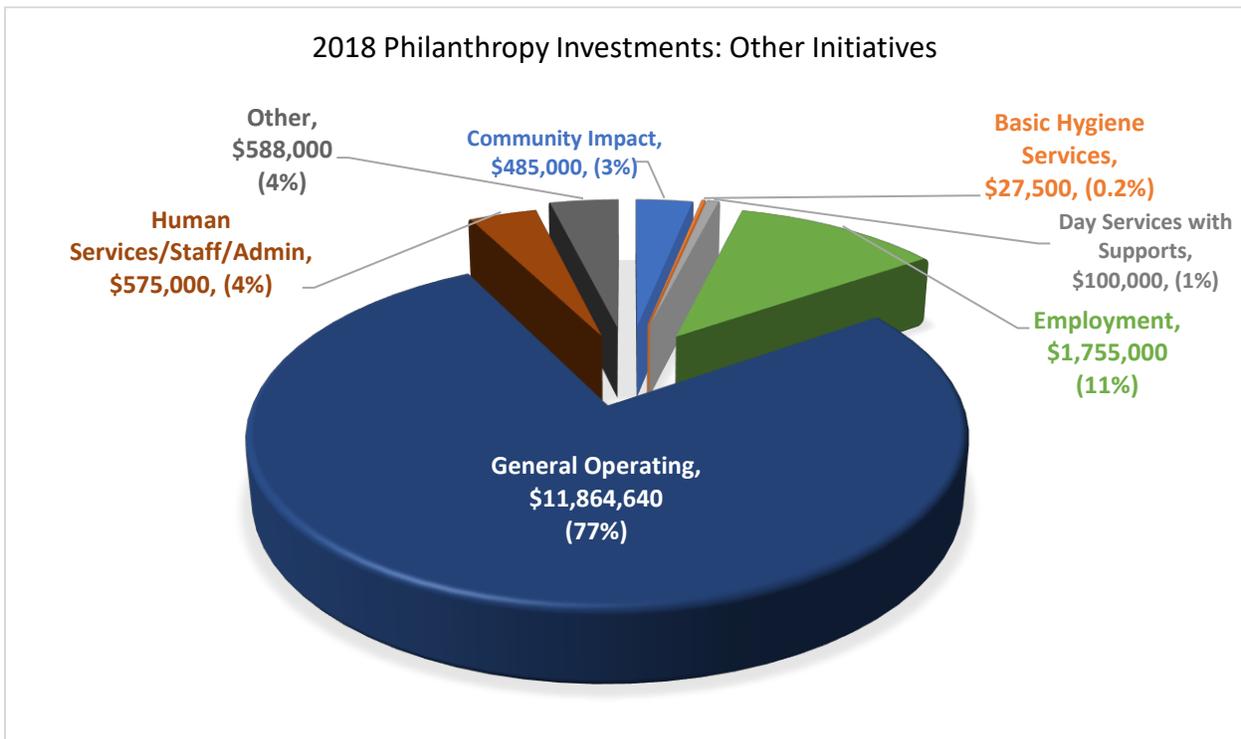
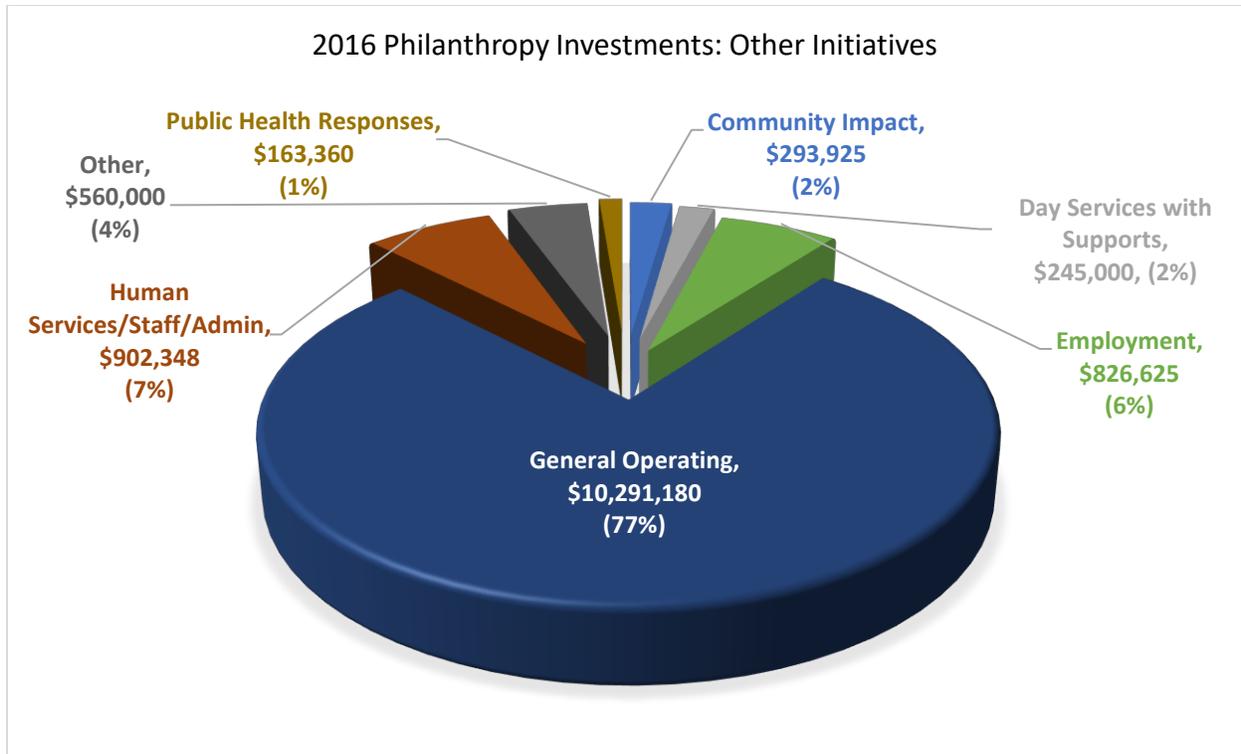
2016 Philanthropy Investments: Recommended Initiatives



2018 Philanthropy Investments: Recommended Initiatives



The graphs below depict the proportion of the year's total investments for each of the other (non-recommended) initiatives by philanthropies. The areas where the proportions of funding changed the most include employment (from 6% in 2016 to 11% in 2018), as well as human services, staffing, and administrative costs (from 7% in 2016 to 4% in 2018). The proportion of general operating investments remained constant between 2016 and 2018.



Finally, philanthropy reported a new investment of \$3 million in 2019 for prevention.

Initiative	New in 2019
Prevention	\$3,000,000

Initiative Categories

Basic Hygiene Services	Day Centers with drop-in hygiene services; Community Centers and Pools offering showers and restroom to individuals and families experiencing homelessness.
Basic Shelter Beds	Limited hours and services focused on basic needs and respite from being outdoors, like mats on the floor and a restroom.
Bridge Housing	Designed to help households who have been identified as needing RRH or PSH and provides for a temporary place to live while waiting for a unit to become available.
Capital (Emergency Services)	
Community Impact	Includes clean-up activities (encampment response; Seattle Public Utilities Clean Cities Pilot Programs) and community outreach/permitting (Dept. of Neighborhoods) works with HSD to develop and implement plans in communities where new managed villages and new shelter programs are being sited; Seattle Dept. of Construction and Inspection (land use work, building/electrical inspections, code compliance for setting up shelters, and tiny house villages)
Coordinated Entry for All	Activities related to the daily operations and management of Coordinated Entry for All (CEA) from access, assessment, and prioritization to referral, navigation, and housing placement.
Day Services with Supports	Includes intensive services that focus on housing search and placement.
Diversion	Diversion is a flexible short-term intervention that assists households experiencing homelessness with innovative solutions to overcome their housing crisis and avoid entering the shelter system whenever possible, moving quickly from homelessness to housing.
Enhanced Shelter Beds	Extended or 24/7 staffing to support leaving for PH services, in addition to services such as meals, hygiene, and storage; includes intensive services that focus on housing search and placement.
HMIS	Activities related to the use, maintenance, quality assurance, and compliance of the Homeless Management Information System.
Homelessness Prevention	Programs that aim to reduce the number of people who experience homelessness through financial assistance and case management supports to keep people in housing. Prevention resources are used to assist those who are housed but at imminent risk of becoming homeless if they do not receive prevention supports.
Homeless Childcare Assistance	Funding to support homeless working families pay for child care while they work, look for work, or go to school.
Housing Based Vouchers	Include all types of housing-based vouchers including Section 8/HCV, Shelter Plus Care, and VASH. Please also include all CoC vouchers.
Housing Search and Location	Connect homeless service agencies to property owners with available units.
Human Services/Dept./City Staff/Admin.	Staff responsible for the planning/policy development, funding processes, contract execution, and monitoring, not included in any other category.
Other Permanent Housing	Dedicated to people experiencing homelessness at time of application/entry.
Outreach & Engagement (Comm. Resource Specialist at Public libraries)	Cost of a social worker in libraries to connect homeless patrons with services and childcare for families that are homeless.

Outreach & Engagement (Navigation Team)	
Outreach & Engagement (Street-Based Outreach)	
PSH (Operations/Maintenance)	Pairs non-time limited affordable housing with wrap-around supportive services.
PSH (O & M and Services)	Pairs non-time limited affordable housing with wrap-around supportive services.
PSH (Services)	Pairs non-time limited affordable housing with wrap-around supportive services.
Public Health Responses	Includes funding for on-site health care teams, the Housing Health Outreach Team, Medical Respite beds, a Youth Clinic, Tuberculosis Services, mobile medical and dental clinics serving exclusively those experiencing homelessness.
Rapid Rehousing (Rental Assistance)	Designed to help households quickly exit homelessness and return to permanent housing. Core components include 1) housing identification, 2) move-in and rental assistance, and 3) case management services and supports.
Rapid Rehousing (Rental Assistance & Services)	Designed to help households quickly exit homelessness and return to permanent housing. Core components include 1) housing identification, 2) move-in and rental assistance, and 3) case management services and supports.
Rapid Rehousing (Services)	Designed to help households quickly exit homelessness and return to permanent housing. Core components include 1) housing identification, 2) move-in and rental assistance, and 3) case management services and supports.
System planning	Planning activities related to: coordinated entry, making systems changes, scaling up or down programs/program types, governance evaluation, evaluating programs, assessing system performance.
Tiny House Villages	Includes hygiene services and case management and has a goal of exiting to PH.
Training & Technical assistance	Separate from system planning, includes TA on any topic specific to ending homelessness.
Transitional Housing	A time-limited intervention intended to provide assistance to households who need more intensive or deeper levels of services in order to attain permanent housing.
Vehicle Response	Funding that is explicitly dedicated to emergency services for people living in vehicles, e.g. safe parking programs. Do not include funding for general outreach or other emergency services that include, but is not exclusive to, vehicular residents.

Funding Sources

HUD CoC
HUD ESG
HUD CDBG
HUD HOPWA
HUD HOME
Veterans Administration
Federal Other (specify in notes)
State Consolidated Homeless Grant
State Housing and Essential Needs
State Document Recording Fees
State Mentally Ill and Drug Dependency Tax
State Real Estate Excise Tax (REET)
State Other (specify in notes)
County General Fund
County Veterans, Seniors, and Human Services Levy
County Best Starts for Kids Levy
County Other (specify in notes)
City of Seattle General Fund
City of Seattle FEEP Levy (Family, Education, Preschool, Promise)
City of Seattle Housing Levy
City of Seattle Other (specify in notes)

Appendix 2: Quantitative Analysis of Capital Investments

Purpose of Analysis

The goal of this set of analyses was to assess the investments in new housing stock made by the City of Seattle and King County since 2016. We were interested in several aspects of capital investment, including the number of new projects awarded, unit breakdown by number of bedrooms and income level, and the total cost for the development of each project along with its sources of financing. The information in this appendix specifically refers to projects/units to which funds have been committed but are not yet available to tenants. Units that are available to house those experiencing homelessness are included in Appendix 1: Quantitative Analysis of Homeless System Investments.

Data Sources

Focus Strategies worked with the City of Seattle and King County to request relevant data to assess capital investments. Both the Office of Housing from the City of Seattle and the King County Department of Community and Human Services completed spreadsheets that included information from funding years 2016, 2017, and 2018 and contained the following data elements: type of award (new, acquisition, reinvestment), year of funding commitment, project name and sponsor, total number of units, number of manager units, number of income restricted units and level of restriction, number of homeless dedicated units, unit size, total cost of project development, and funding sources for project development cost.

New Capital Development Awards

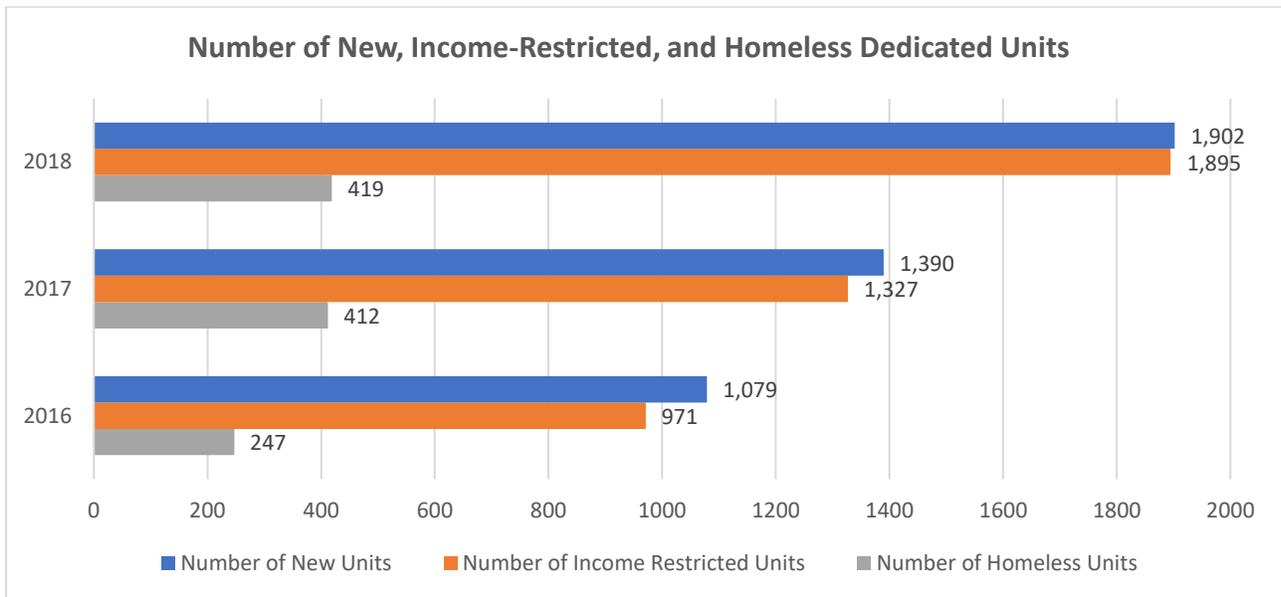
This section summarizes material gathered about new capital development awards made in 2016, 2017, and 2018, while a subsequent section details awards for reinvestment and acquisition made by the Seattle Office of Housing over the same timeframe.

As noted above, the City of Seattle Office of Housing and King County both provided information about capital investments. Not surprisingly, some projects were reported by both entities. Therefore, the tables below break out the information as coming from the City of Seattle Office of Housing, City of Seattle Office of Housing and King County, or King County. Except where otherwise noted, our analysis is focused on the Seattle/King County region as a whole and thus interprets the findings from the “Total” column.

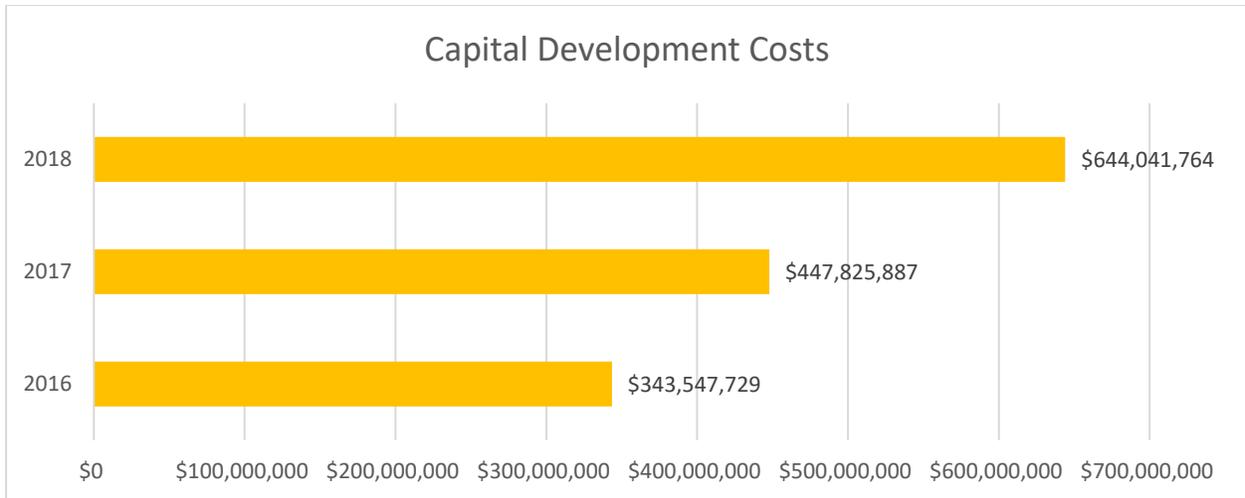
Number of Projects, Units, and Development Cost

The first table below shows the new capital projects with funding commitments made in 2016, 2017, and 2018. As the data indicate, the number of new projects funded in the region each year has remained relatively stable (14 projects in 2016, and 16 projects each in 2017 and 2018). The total number of units funded each year has grown a total of 76.3% (from 1,079 in 2016 to 1,902 in 2018) and the number of income restricted units has close to doubled in the same time period (95.2% from 971 in 2016 to 1,895 in 2018). In the next section we further discuss the array of income restricted units in more detail. For now, it is important to note that the number of homeless dedicated units funded each year has increased, but at a comparatively low rate (69.6% growth from 247 in 2016 to 419 in 2018). The first figure below the table illustrates the imbalance in growth in funding of units dedicated to housing people experiencing homelessness.

Award Year	New Projects	City of Seattle Office of Housing	City of Seattle Office of Housing and King County	King County	Total
2016	Number of Projects	3	4	7	14
	Total Units	248	330	501	1,079
	Income Restricted Units	245	328	398	971
	Homeless Dedicated	12	157	78	247
	Total Development Cost	\$109,586,694	\$101,371,168	\$132,589,867	\$343,547,729
2017	Number of Projects	6	3	7	16
	Total Units	617	283	490	1,390
	Income Restricted Units	613	279	435	1,327
	Homeless Dedicated	120	109	183	412
	Total Development Cost	\$185,064,102	\$86,962,476	\$175,799,309	\$447,825,887
2018	Number of Projects	7	3	6	16
	Total Units	986	212	704	1,902
	Income Restricted Units	981	211	703	1,895
	Homeless Dedicated	91	111	217	419
	Total Development Cost	\$322,007,386	\$79,588,979	\$242,445,399	\$644,041,764



The next figure illustrates the 87.5% increase in funding that has been committed since 2016 to capital development. Most of the increase in cost is associated with the increased number of units comprising the projects. In fact, the cost per unit has only increased 6.3%, from \$318,395 in 2016 to \$338,613 in 2018.



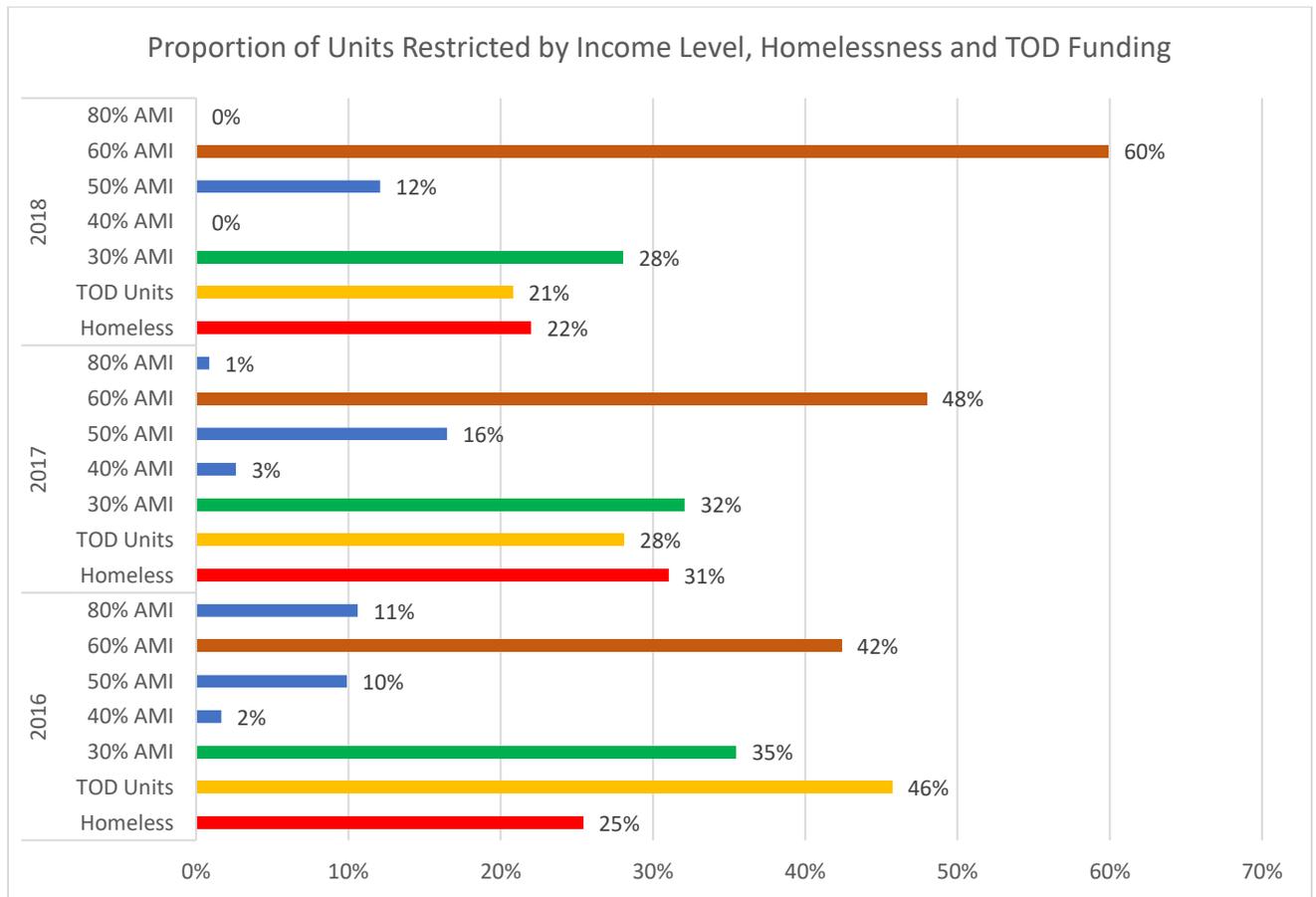
Income Level Restrictions

The table and figure below illustrate how the income level restrictions of newly funded units have shifted over the last three years. Three points, in particular, are key:

- The proportion of units dedicated to housing people who have experienced homelessness has declined over time (red bars in graph; 25% in 2016 and 22% in 2018);
- The proportion of units restricted to 30% AMI has declined over time (green bars in graph; 35% in 2016 and 28% in 2018); and
- The proportion of units restricted to 60% AMI has increased over time (rust colored bars in graph; 42% in 2016 and 60% in 2018).

Award Year	New Projects	City of Seattle Office of Housing	City of Seattle Office of Housing and King County	King County	Total
2016	Restricted Units	245	328	398	971
	TOD Funded	0	178	266	444
	Homeless Dedicated	12	157	78	247
	30%	120	158	66	344
	40%	0	0	16	16
	50%	33	25	38	96
	60%	92	145	174	411
	80%	0	0	103	103
2017	Restricted Units	613	279	435	1,327
	TOD Funded	0	177	196	373
	Homeless Dedicated	120	109	183	412

Award Year	New Projects	City of Seattle Office of Housing	City of Seattle Office of Housing and King County	King County	Total
	30%	254	102	86	442
	40%	0	0	36	36
	50%	101	0	126	227
	60%	258	177	226	661
	80%	0	0	12	12
2018	Restricted Units	981	211	703	1,895
	TOD Funded	0	0	394	394
	Homeless Dedicated	91	111	217	419
	30%	252	105	174	531
	40%	0	0	0	0
	50%	63	29	137	229
	60%	666	77	392	1,135
	80%	0	0	0	0



Appendix 8: Housing Market Analysis underscores the need for a balanced increase in units at all income levels. Recent awards in the Seattle/King County region have been more heavily weighted towards 60% AMI and less to 30% AMI. One factor hypothesized to be related to this is the availability and use of TOD funding, which is restricted to the development of units between 30% and 80% AMI. As illustrated by the yellow bars in the figure above, however, the proportion of TOD funded units has decreased over the last three years (from 46% in 2016 to 21% in 2018), suggesting that other policy factors are influencing funding decisions.

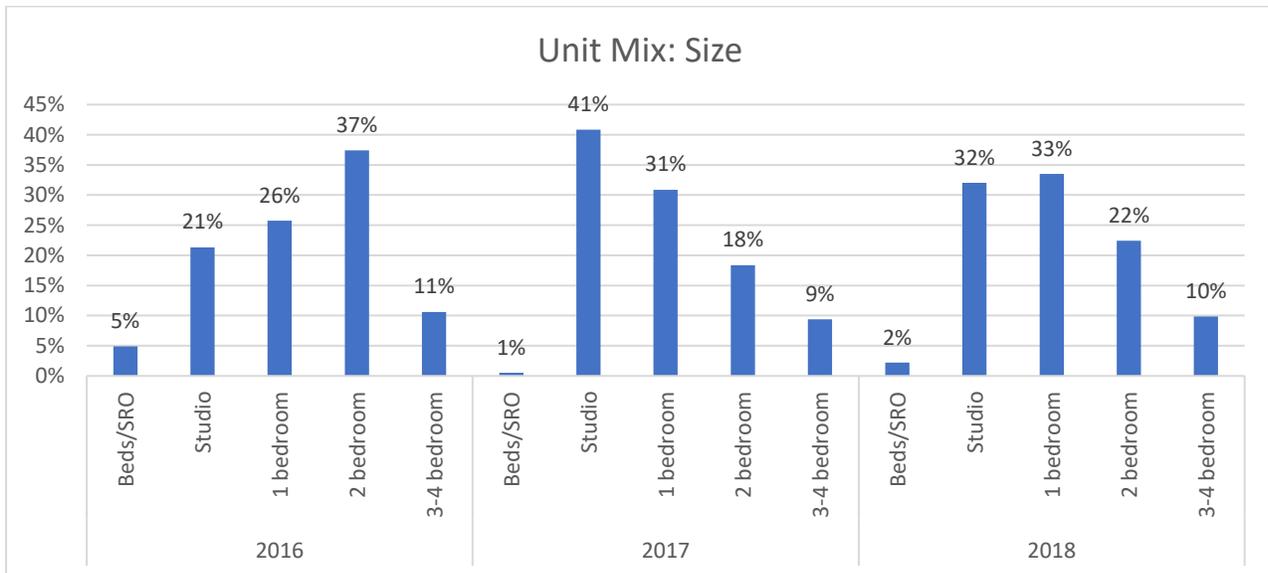
Unit Size

The table and figure below illustrate that the size of units funded over the three-year timeframe has substantially varied. Three points, in particular, are key:

- In 2016, close to half the units funded were 2- to 4-bedroom units (48%), while 47% were studios and one-bedrooms. This balance is consistent with the regional focus at the time on families experiencing homelessness;
- In 2017, the balance shifted, with 72% of funded units being studios or one-bedroom apartments, illustrating the increasing need for units for the growing single adult population experiencing homelessness; and
- Awards for 2018 indicate somewhat less emphasis on the single adult population’s needs, although fully 65% of units funded were studios or one-bedrooms.

Award Year	New Projects	City of Seattle Office of Housing	City of Seattle Office of Housing and King County	King County	Total
2016	Restricted Units	245	328	398	971
	Beds	0	0	0	0
	SRO	0	52	0	52
	Studio	30	139	58	227
	1 bedroom	54	92	128	274
	2 bedrooms	118	38	242	398
	3 bedrooms	38	7	58	103
	4 bedrooms	5	0	5	10
2017	Restricted Units	613	279	435	1,327
	Beds	7	0	0	7
	SRO	0	0	0	0
	Studio	275	161	111	547
	1 bedroom	168	64	182	414
	2 bedrooms	109	42	95	246
	3 bedrooms	54	12	56	122
	4 bedrooms	0	0	4	4

Award Year	New Projects	City of Seattle Office of Housing	City of Seattle Office of Housing and King County	King County	Total
2018	Restricted Units	981	211	703	1,895
	Beds	0	0	0	0
	SRO	0	0	40	40
	Studio	243	119	223	585
	1 bedroom	352	35	225	612
	2 bedrooms	278	36	96	410
	3 bedrooms	89	21	51	161
	4 bedrooms	19	0	0	19



Capital Funding Sources

The amount of capital funding from each source has increased over the last three years, although there have been some shifts in the proportion of funds committed by each. The table and figures below illustrate the following:

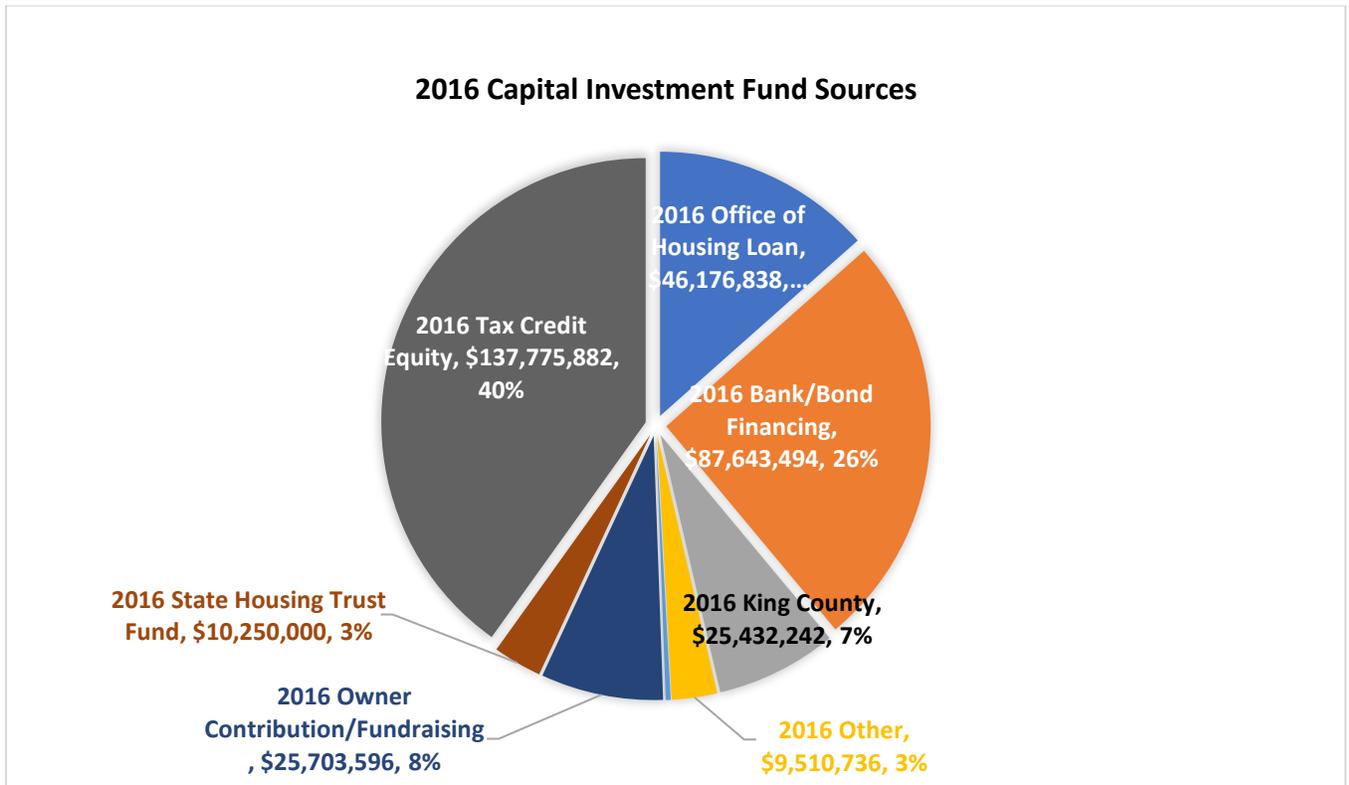
- Office of Housing Loans: between 2016 and 2018, the proportion of financing covered by these loans slightly increased, from 13% to 15%. However, the value of loans increased by more than \$52.5 million (114%).
- Bank/Bond Financing: between 2016 and 2018, the proportion of financing covered by bank/bond financing increased from 26% to 30%. The value of financing also increased by approximately \$105 million (120%).

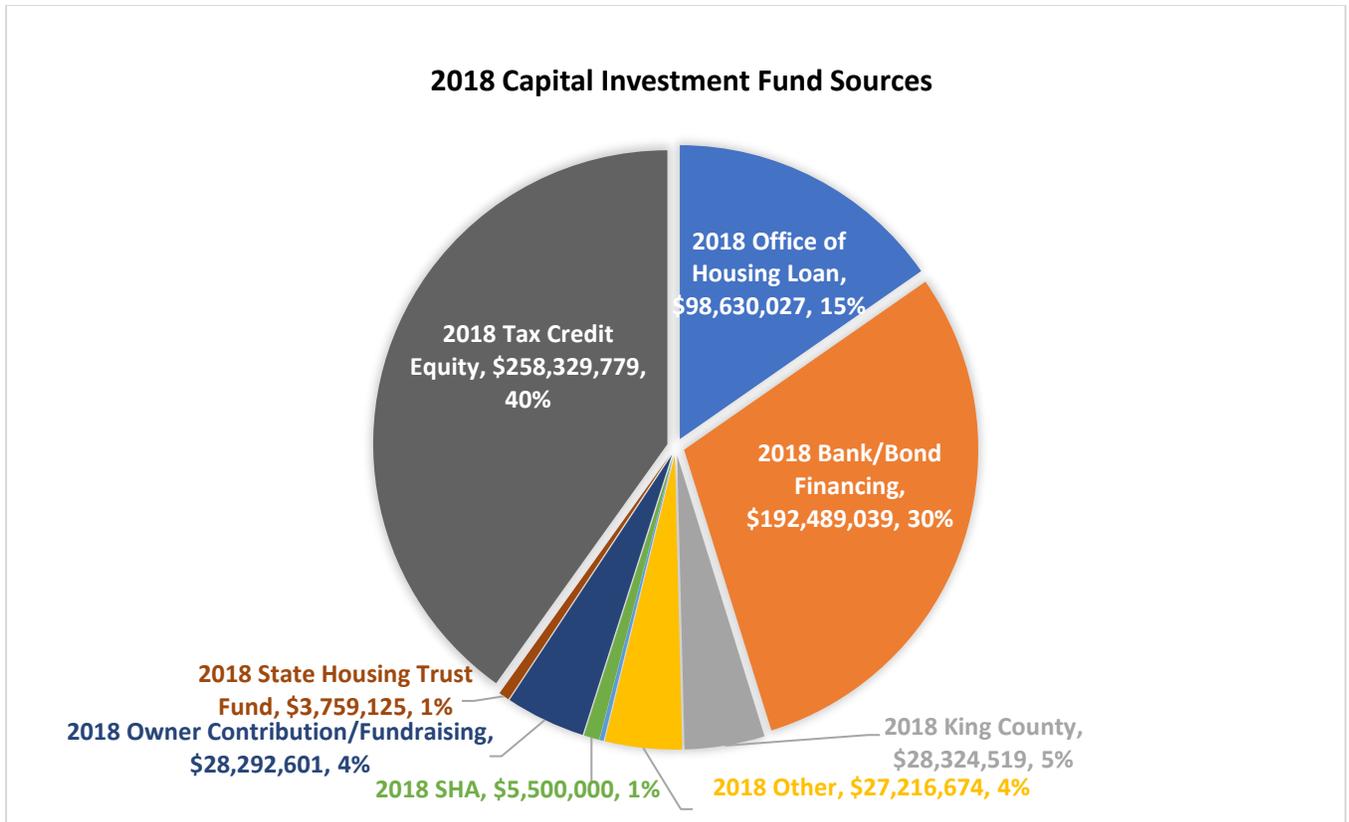
- King County: between 2016 and 2018, the proportion of financing covered by King County decreased from 7% to 4%, although the value of financing increased by \$2.9 million (11%).
- Owner Contributions/Fundraising: between 2016 and 2018, the proportion of financing covered by owner contributions decreased from 7% to 3%, although the value of financing increased by almost \$2.6 million (10%).
- Tax Credit Equity: between 2016 and 2018, the proportion of financing covered by Tax Credits remained stable at 40%, and the value of financing increased substantially by more than \$120.6 million (87.5%).

Award Year	New Projects	City of Seattle Office of Housing	City of Seattle Office of Housing and King County	King County	Total
2016	Total Development Cost	\$109,586,694	\$101,371,168	\$132,589,867	\$343,547,729
	Office of Housing Loans	\$20,779,932	\$25,396,906		\$46,176,838
	Bank/Bond Financing	\$18,560,000	\$16,173,328	\$52,910,166	\$87,643,494
	King County		\$8,000,000	\$17,432,242	\$25,432,242
	Other ⁴	\$435,388		\$9,075,348	\$9,510,736
	FHLB			\$1,054,941	\$1,054,941
	Owner Contribution/Fundraising	\$16,865,182	\$2,738,222	\$6,100,192	\$25,703,596
	State Housing Trust Fund	\$1,500,000	\$2,250,000	\$6,500,000	\$10,250,000
	Tax Credit Equity	\$51,446,192	\$46,812,712	\$39,516,978	\$137,775,882
2017	Total Development Cost	\$185,064,102	\$86,962,476	\$175,799,309	\$447,825,887
	Office of Housing Loans	\$34,078,860	\$26,595,763		\$60,674,623
	Bank/Bond Financing	\$27,400,015	\$14,443,268	\$52,754,458	\$94,597,741
	King County	\$6,250,000	\$3,054,347	\$30,247,401	\$39,551,748
	Other	\$6,690,000		\$10,894,605	\$17,584,605
	FHLB			\$378,000	\$378,000
	Owner Contribution/Fundraising	\$30,428,895	\$3,788,036	\$2,694,000	\$36,910,931
	State Housing Trust Fund	\$3,691,000	\$2,000,000	\$8,760,549	\$14,451,549
	Tax Credit Equity	\$76,525,332	\$37,081,062	\$70,070,296	\$183,676,690
2018	Total Development Cost	\$322,007,386	\$79,588,979	\$242,445,399	\$644,041,764
	Office of Housing Loans	\$51,394,615	\$21,452,547	\$25,782,865	\$98,630,027
	Bank/Bond Financing	\$106,303,007	\$9,700,000	\$76,486,032	\$192,489,039
	King County		\$3,550,000	\$24,774,519	\$28,324,519
	Other	\$10,844,746	\$3,149,098	\$13,222,830	\$27,216,674

⁴ For King County, “other” includes deferred development fee, income from operations and/or other sources.

Award Year	New Projects	City of Seattle Office of Housing	City of Seattle Office of Housing and King County	King County	Total
	FHLB	\$750,000	\$750,000		\$1,500,000
	SHA	\$4,000,000		\$1,500,000	\$5,500,000
	Owner Contribution/Fundraising	\$22,864,101	\$628,500	\$4,800,000	\$28,292,601
	State Housing Trust Fund		\$784,125	\$2,975,000	\$3,759,125
	Tax Credit Equity	\$125,850,917	\$39,574,709	\$92,904,153	\$258,329,779





The final table indicates sources for the Office of Housing Loans referenced in the section above. The sources for the 2018 awards had yet to be determined at the time the information was transmitted to Focus Strategies.

Office of Housing Loans	2016	2017	2018
Total Loan Amounts	\$46,176,838	\$60,674,623	\$98,630,027
OH Levy	\$16,710,467	\$23,272,691	To Be Apportioned
OH IZ	\$18,999,945	\$21,473,371	
MHA		\$62,856	
City Bond	\$2,667,712	\$15,865,705	
Property Sale Proceeds	\$1,034,453		
OH Federal	\$6,764,261		

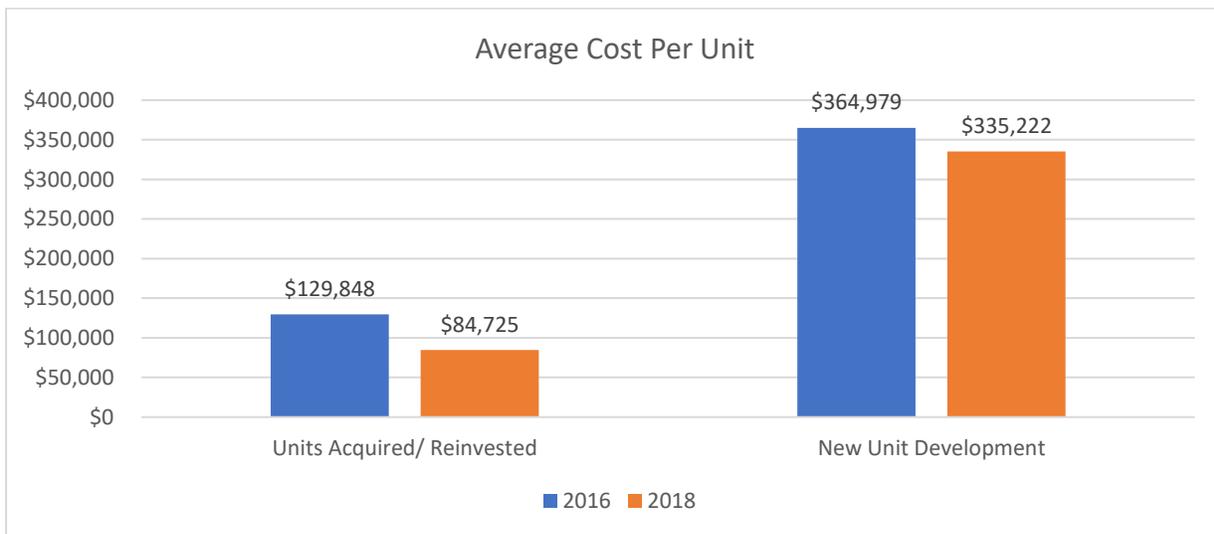
Office of Housing Awards for Re-Investment, Acquisition, and New Development

Focus Strategies also gathered information about awards made in 2016, 2017, and 2018 for units that were acquired or reinvested in; this information was provided only by the City of Seattle Office of Housing and was provided for only 2016 and 2018.

The table and graph below summarize these funding commitments and compare them to the commitments made by the City of Seattle for new development. As is evident, the cost per unit for

facilities acquired is substantially less than for new development. Going forward, this is a strategy that the Seattle/King County region could pursue to maximize the use of available funding.

Award Year		Acquired	Reinvested/Extended	Total Acquired/Reinvested	New Development
2016	Number of Projects	1	1	2	7
	Total Units	34	77	111	578
	Restricted Units	34	77	111	573
	Homeless Dedicated	0	77	77	78
	Total Development Cost	\$2,574,127	\$11,839,048	\$14,413,175	\$210,957,862
2018	Number of Projects	2	4	6	10
	Total Units	133	245	378	1,198
	Restricted Units	133	243	376	1,192
	Homeless Dedicated	0	52	52	217
	Total Development Cost	\$20,682,688	\$11,343,527	\$32,026,215	\$401,596,365



The tables below provide the detail behind the data summarized above.

Award Year		Acquired	Reinvested/Extended	Total	New Capital
2016	Restricted Units	34	77	111	573
	SRO	34	0	34	52
	Studio	0	50	50	169
	1 bedroom	0	6	6	146
	2 bedrooms	0	13	13	156
	3 bedrooms	0	8	8	45

Award Year		Acquired	Reinvested/Extended	Total	New Capital
	4 bedrooms	0	0	0	5
2018	Restricted Units	133	243	376	1,192
	SRO	0	0	0	0
	Studio	72	61	133	362
	1 bedroom	61	86	147	387
	2 bedrooms	0	71	71	314
	3 bedrooms	0	20	20	110
	4 bedrooms	0	5	5	19

Award Year		Acquired	Reinvested/Extended	Total	New Capital
2016	Restricted Units	34	77	111	573
	Homeless	0	77	77	169
	30%	17	77	94	278
	50%	17	0	17	58
	60%	0	0	0	237
2018	Restricted Units	133	243	376	1,192
	Homeless	0	52	52	202
	30%	0	85	85	357
	40%	10	93	103	0
	50%	25	65	90	92
	60%	98	0	98	743

Award Year		Acquired	Reinvested/Extended	Total	New Capital
2016	Total Development Cost	\$2,574,127	\$11,839,048	\$14,413,175	\$210,957,862
	Office of Housing Loans	\$2,574,127	\$3,616,880	\$6,191,007	\$4,6177,838
	Bank/Bond Financing				\$34,733,328
	King County				\$8,000,000
	Other				\$435,388
	FHLB		\$450,000	\$450,000	
	Owner Contribution/Fundraising		\$2,240,921	\$2,240,921	\$19,603,404
	State Housing Trust Fund		\$2,402,985	\$2,402,985	\$3,750,000
	Tax Credit Equity		\$3,128,262	\$3,128,262	\$98,258,904
2018	Total Development Cost	\$20,682,688	\$11,343,527	\$32,026,215	\$401,596,365
	Office of Housing Loans	\$10,117,000	\$6,559,507	\$16,676,507	\$72,847,162

Award Year	Acquired	Reinvested/ Extended	Total	New Capital
Bank/Bond Financing	\$9,109,911		\$9,109,911	\$116,003,007
King County				\$3,550,000
Other		\$866,995	\$866,995	\$13,993,844
FHLB				\$1,500,000
SHA				\$4,000,000
Owner Contribution/Fundraising	\$1,455,777	\$3,467,025	\$4,922,802	\$23,492,601
State Housing Trust Fund		\$450,000	\$450,000	\$784,125
Tax Credit Equity				\$165,425,626

Office of Housing Loans	2016	2018
Total	\$6,191,007	\$16,676,507
OH Levy	\$619,556	To Be Apportioned
OH IZ	\$114,195	
Property Sale Proceeds	\$1,494,285	
OH Federal	\$1,128,813	
Other	\$2,834,158	

Appendix 3: Quantitative Analysis of System Capacity

Purpose of Analysis

The goal of this set of analyses was to assess whether the capacity of the Seattle/King County Continuum of Care (CoC) to shelter and house homeless households changed between calendar years 2016 and 2018. We were interested in several aspects of capacity, including the total number of projects, the number of projects by type (emergency shelter, safe haven, transitional housing, rapid rehousing, permanent supportive housing, and other permanent housing),⁵ total number of beds, number of beds in each project type, and the extent of participation of projects in the Homeless Management Information System (HMIS).

Data Sources

Focus Strategies worked with King County's Performance Measurement and Evaluation (PME) team to request relevant data to assess homeless system capacity. We specifically requested a set of custom exports from the Homeless Data Exchange (HDX), one for calendar year 2016⁶ and one for 2018,⁷ that included the following data elements: year, project type, organization name, project name, inventory type, number of beds for households with children and the number in HMIS, number of units for households with children, number of beds for households without children and the number in HMIS, number of beds for households with only children and the number in HMIS, number of veteran beds, number of youth beds, number of chronic homeless beds, housing type, number of year round beds, number of seasonal beds and the number in HMIS, seasonal bed start and end dates, the number of overflow beds and the number in HMIS, total PIT count, total number of beds, and utilization rate on the night of the PIT.

Number of Projects⁸

The information presented in the table below shows that although the total number of homeless system projects remained very stable between 2016 (324 projects) and 2018 (323 projects), the number of projects within each type changed substantially. The most notable changes occurred in transitional housing, where the number of projects decreased by 24% (27 projects), rapid rehousing where the number of projects increased by 44% (8 projects), and permanent housing where the number of projects increased by 17% (18 projects).

⁵ See project type descriptions and community examples in last section of this appendix.

⁶ *Housing Inventory Count Report*. U.S. Department of Housing and Urban Development, 2016.

https://www.hudexchange.info/resource/reportmanagement/published/CoC_HIC_CoC_WA-500-2015_WA_2016.pdf

⁷ *Housing Inventory Count Report*. U.S. Department of Housing and Urban Development, 2018.

https://www.hudexchange.info/resource/reportmanagement/published/CoC_HIC_CoC_WA-500-2018_WA_2018.PDF

⁸ Total Projects = all projects on HIC (C, N, U) that are unique so if a project has 2 rows in the HIC (one C and one N) it is counted once.

Program Type	2016	2018	2016-2018
	Total Projects	Total Projects	% Change
Emergency Shelter	88	87	-1%
Transitional Housing	111	84	-24%
Safe Haven	2	3	50%
Rapid Rehousing	18	26	44%
Permanent Housing (PSH and OPH)	105	123	17%
<i>Permanent Supportive Housing Scattered Site</i>	13	14	8%
<i>Permanent Supportive Housing Single Site</i>	67	73	9%
<i>Other Permanent Housing Scattered Site</i>	6	6	--
<i>Other Permanent Housing Single Site</i>	19	30	58%
Total	324	323	-0.3%

Project Capacity⁹

The table below provides information about the number of beds in each project type that were available in calendar years 2016 and 2018.

Overall, the number of emergency shelter beds in the community increased over the two-year time frame by 23% (808 beds) and the transitional housing inventory decreased by 23% (780 beds). The number of permanent housing beds increased by 5% (342 beds).

Program Type	2016	2018	2016-2018
	Total Beds	Total Beds	% Change
Emergency Shelter	3,503	4,311	23%
Transitional Housing	3,358	2,578	-23%
Safe Haven	45	50	11%
Rapid Rehousing	2,503	1,068	-57%
Permanent Housing (PSH and OPH)	7,330	7,672	5%
<i>Permanent Supportive Housing Scattered Site</i>	2,555	2,343	-8%
<i>Permanent Supportive Housing Single Site</i>	3,364	3,515	4%
<i>Other Permanent Housing Scattered Site</i>	461	318	-31%
<i>Other Permanent Housing Single Site</i>	950	1,496	57%
Total	16,739	15,679	-6%
Total without RRH	14,236	14,611	+3%

⁹ "Total beds" includes all adult only, family, child only, and seasonal beds for all project lines on the HIC (inventory type C, N, and U). When totaling number of beds in HMIS, "HMIS beds" column counts were used.

The total number of beds in each year is presented both with and without the rapid rehousing inventory included. Because rapid rehousing capacity on the HIC reflects the number of beds being used on the night of the Point-In-Time count rather than the number of beds available in the community, the inventory of rapid rehousing is subject to greater volatility than the remainder of the inventory. The next table indicates that the number of households served in rapid rehousing increased by 35% (989 households) between 2016 and 2018. Other changes in the number of households served are in alignment with the increased emergency shelter and permanent housing capacity and decreased transitional housing capacity.

Program Type	2016	2018	2016-2018
	Households Served	Households Served	% Change
Emergency Shelter	20,899	23,479	12%
Transitional Housing	2,687	2,329	-13%
Safe Haven	62	59	-5%
Rapid Rehousing	2,804	3,793	35%
Permanent Housing (PSH and OPH)	5,273	5,840	11%

HMIS Participation Rate¹⁰

Information presented in the final table shows that, overall, the percentage of beds for which data are available in HMIS has increased from 74% to 80% in the last two years. It is noteworthy that participation rates have increased for emergency shelter, rapid rehousing, and permanent housing.

Program Type	2016			2018			Absolute Change
	Total Beds	# Beds in HMIS	% Beds in HMIS	Total Beds	# Beds in HMIS	% Beds in HMIS	% Beds in HMIS
Emergency Shelter	3,503	2,599	74%	4,311	3,365	78%	4%
Transitional Housing	3,358	2,372	71%	2,578	1,618	63%	-8%
Safe Haven	45	45	100%	50	50	100%	--
Rapid Rehousing	2,503	2,217	89%	1,068	1,028	96%	7%
Permanent Housing (PSH, OPH)	7,330	5,114	70%	7,672	6,418	84%	14%
<i>PSH Scattered Site</i>	2,555	1,289	50%	2,343	1,496	64%	14%
<i>PSH Single Site</i>	3,364	2,565	76%	3,515	3,250	92%	16%
<i>OPH Scattered Site</i>	461	342	74%	318	260	82%	8%
<i>OPH Single Site</i>	950	918	97%	1,496	1,412	94%	-3%
Total	16,739	12,347	74%	15,679	12,479	80%	6%

¹⁰ When totaling number of projects participating in HMIS, projects showing partial HMIS participation are counted as in HMIS.

Summary of Capacity Changes

The total number of projects operating in the Seattle/King County CoC that shelter and house homeless households remained very stable between 2016 and 2018. Looking more closely at specific project types, however, differences over the two years are evident:

- 1) Emergency Shelter: the total number of beds and participation in HMIS both increased.
- 2) Transitional Housing: the number of projects and beds both decreased. Participation rate in HMIS also decreased because of the transitional housing programs that remain, there is a much higher proportion of faith-based programs who do not enter data into HMIS.
- 3) Rapid Rehousing: the number of projects increased as did the number of households served.
- 4) Permanent Housing: the number of projects, beds, and participation in HMIS all increased slightly.

Project Type Descriptions and Examples from Seattle/King County CoC

The project type descriptions provided in HUD HMIS Data Standards Manual¹¹ are included below. We provide local examples of each from the Seattle/King County CoC 2018 HIC.

Emergency Shelter (ES): A project that offers temporary shelter (lodging) for the homeless in general or for specific populations of the homeless. Requirements and limitations may vary by program and will be specified by the funder.

Examples:

- Willow Street Shelter Program by YWCA for families
- Blaine Center by Compass Housing Alliance for single adults

Transitional Housing (TH): A project that provides temporary lodging and is designed to facilitate the movement of homeless individuals and families into permanent housing within a specified period of time, but no longer than 24 months. Requirements and limitations may vary by program and will be specified by the funder.

Examples:

- Nike Manor Transitional Housing operated by St. Stephen Housing Asso. for families
- Santos Place operated by Solid Ground for single adults

Safe Haven (SH): A project that offers supportive housing that (1) serves hard to reach homeless persons with severe mental illness who came from the street and have been unwilling or unable to participate in supportive services; (2) provides 24-hour residence for eligible persons for an unspecified period; (3) has an overnight capacity limited to 25 or fewer persons; and (4) provides low demand services and referrals for the residents.

¹¹ *HMIS Data Standards Manual*. U.S. Department of Housing and Urban Development, 2018.
<https://www.hudexchange.info/resources/documents/HMIS-Data-Standards-Manual.pdf>

Example:

- Harbor House operated by Community Psychiatric Clinic (CPC) for single adults

PH - Rapid Rehousing (RRH): A permanent housing project that provides housing relocation and stabilization services and short-term and/or medium-term rental assistance as necessary to help a homeless individual or family move as quickly as possible into permanent housing and achieve stability in that housing.

Examples:

- Wellspring – RRH operated by Wellspring Family services for families
- King County Rapid Rehousing Program operated by Downtown Emergency Service Center (DESC) for single adults

PH - Permanent Supportive Housing (PSH; disability required for entry): A project that offers permanent housing and supportive service to assist homeless persons with a disability (individuals with disabilities or families in which one adult or child has a disability) to live independently.

Examples:

- Families First operated by Valley Cities Counseling and Consultation for families
- 7th and Cherry operated by Plymouth Housing Group (PHG) for single adults

Other Permanent Housing (OPH):

PH - Housing with Services (OPH; no disability required for entry): A project that offers permanent housing and supportive services to assist homeless persons to live independently but does not limit eligibility to individuals with disabilities or families in which one adult or child has a disability.

PH – Housing Only (OPH): A project that offers permanent housing for persons who are homeless but does not make supportive services available as part of the project.

Examples:

- Brettler Place operated by Solid Ground for families
- Glen Hotel operated by Low Income Housing Institute (LIHI) for single adults

Appendix 4: Quantitative Analysis of Coordinated Entry for All (CEA)

Purpose of Analysis

The intended goal of this set of analyses was to assess whether Seattle/King County's Coordinated Entry for All (CEA) effectively and efficiently assesses, prioritizes, and matches individuals, families, and transition aged youth (TAY) experiencing homelessness to housing. The Appendix is focused around two main themes. First, we considered inflow into the homeless system, including the length of time between assessment and referral to housing, rates of self-resolution, rates of referral, and the percent of literally homeless households entering each program type (shelter, transitional housing, rapid rehousing, permanent supportive housing, and permanent housing). Second, we considered the potential impacts of using the VI-SPDAT as the assessment tool used to prioritize households for housing, and looked at characteristics of households assessed using the VI-SPDAT by population (single adults, families, TAY). We further investigated the relationship of their scores to homeless history and other personal and demographic characteristics.

During the time that Focus Strategies was analyzing the data presented in this appendix, Seattle/King County was in the process of actively making changes to CEA, including moving to a dynamic prioritization process (i.e., making a change so that priority pool would reflect the number of households expected to be placed in housing within 60 days rather than everyone who had been assessed), moving away from referring only those from the top portions of each "band" (the pre-determined scoring ranges associated with the VI-SPDAT), and developing a series of dashboards to better reflect data specific to determining system flow. Changes began to be implemented in January 2019, and the new dashboards are expected to be available in June 2019. If data were available reflecting these changes, they have been incorporated in the appendix.

Data Sources

Focus Strategies worked with King County's Performance Measurement and Evaluation (PME) team to request relevant data to assess CEA. Most of the data for this analysis were exported from the Homeless Management Information System (HMIS). We requested data on the population of households who were active on the Community Queue at any point between July 1, 2017 and June 30, 2018; and received two separate files described below (#1 and #2). Additionally, we used data requested for the assessment of system performance, which is also described below (#3).

1. VI-SPDAT Assessments: This file contained the demographic attributes and assessment scores for each head of household placed on the queue during the timeframe requested. Data elements included: race, ethnicity, gender, current age,¹² household size (for family assessment), time since stable housing, residence prior to project entry, length of stay at prior residence, times homeless in the past three years, total months homeless in past three years, presence of disabling conditions, veteran status, substance abuse, domestic violence, assessment date, and assessment scores. The assessment file contained a total of 14,633 records, each record representing a unique assessment. Overall, 13,396 unique individuals were assessed. As detailed in the table below, 95% of individuals had only one assessment during the timeframe included in the data.

¹² Current age reflected client age at the time of the data extraction from HMIS.

Since the unit of analysis is the assessment, all results are reported at the assessment level unless otherwise noted.

# of Assessments	Unique Individuals (N=13,936)	% Unique Individuals
1	13,275	95.3%
2	628	4.5%
3	31	0.2%
4	1	0.0%
5	1	0.0%

2. Events: This file contained the history of actions captured in HMIS that relate to the households assessed during the timeframe analyzed. Types of events included: having an assessment, being added to queue, being re-assigned to queue, getting a program referral, getting a direct referral, having the referral acknowledged, program denying the referral, referral accepted, enrollment in a program, and being removed from queue. Data elements included: assessment ID, event start date, event name, event end date, reason, outcome, project type name, and move-in-date.

The events file contained a total of 83,757 records and all records from the assessment file had a corresponding record in the events file. After Focus Strategies worked with these data for some time, a conversation with PME clarified that due to the way these data are stored in HMIS, complex programming is required to aggregate and analyze them appropriately.¹³ Therefore, in order to address client activity resulting from being assessed and placed on the queue, we used publicly available dashboard data.¹⁴

Data from publicly available dashboard reports quarterly progress on the number of households who have exited the queue and the avenue by which they did, as well as a variety of measures related to households who were referred to housing including their demographics and the length of time between assessment and referral.

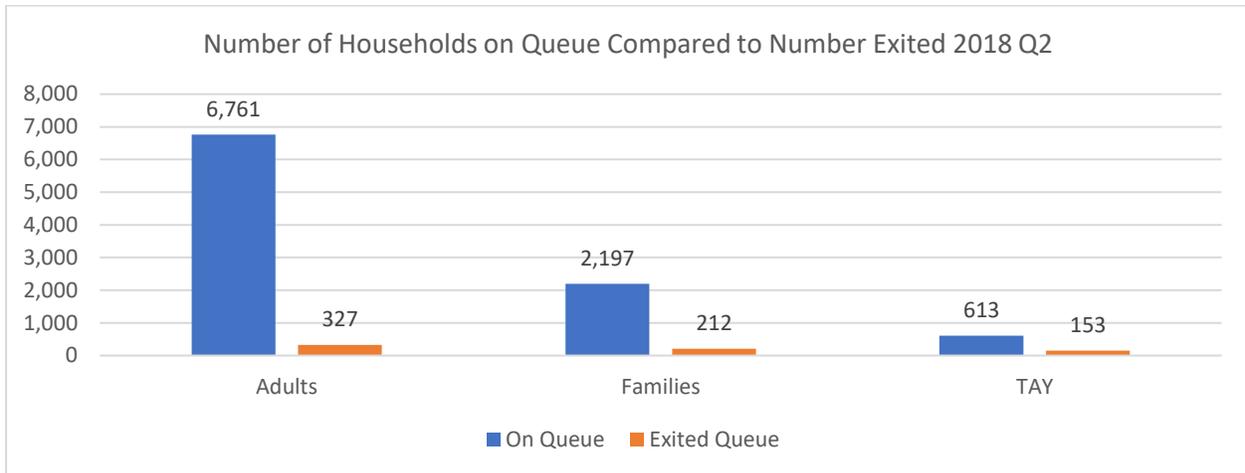
3. Entries from homelessness: As described in Appendix 5: Quantitative Analysis of System Performance, Focus Strategies worked with King County's Performance Measurement and Evaluation (PME) team to request relevant data to assesses system and project type performance. We received data on the population of households who were actively enrolled during two different time frames (7/1/15 to 6/30/16 and 7/1/17 to 6/30/18) in any one of the following project types: emergency shelter, safe haven, transitional housing, rapid rehousing, and permanent housing (permanent supportive housing and other permanent housing), that contained the following variables for this analysis: Client ID, project type, entry date, and prior living.

¹³ King County has worked with the GATES Foundation for several years to be able to reliably utilize the data.

¹⁴ *Coordinated Entry Quarterly Review*. King County Department of Community and Human Services, June 16, 2017, <https://www.kingcounty.gov/depts/community-human-services/housing/services/homeless-housing/coordinated-entry/data.aspx>.

CEA and the Community Queue: Moving Homeless Households to Housing

Until recent changes in the CEA process, households were assessed and then placed on the Community Queue (CQ) until such time as they could no longer be contacted or they resolved their homelessness (with or without assistance from the homeless system). This practice led to a very large CQ, as illustrated in the figure below. Specifically, at the end of the second quarter in 2018, the queue still held 6,761 single adults, 2,197 families, and 613 young adults. These large numbers were those who remained even after 327 single adults exited the queue, as did 212 family households and 153 TAY in that same timeframe.



As already noted, between January and March 2019, dynamic prioritization was embedded in the CEA process. By the end of March 2019, the size of the CQ was 50 for single adults, 145 for families, and 65 for TAY – substantial reductions from 3 months prior. In the current CEA, clients who have been assessed but are not being prioritized and placed on the CQ for a housing referral are considered to be “actively homeless.”

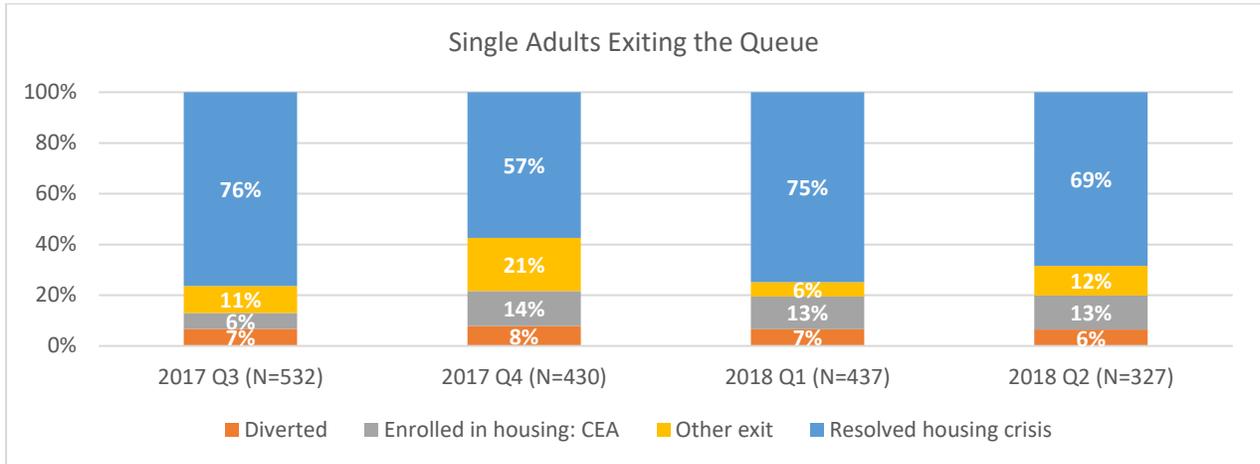
Exiting the Community Queue

Exits from the CQ are tracked using the following four possible outcomes:

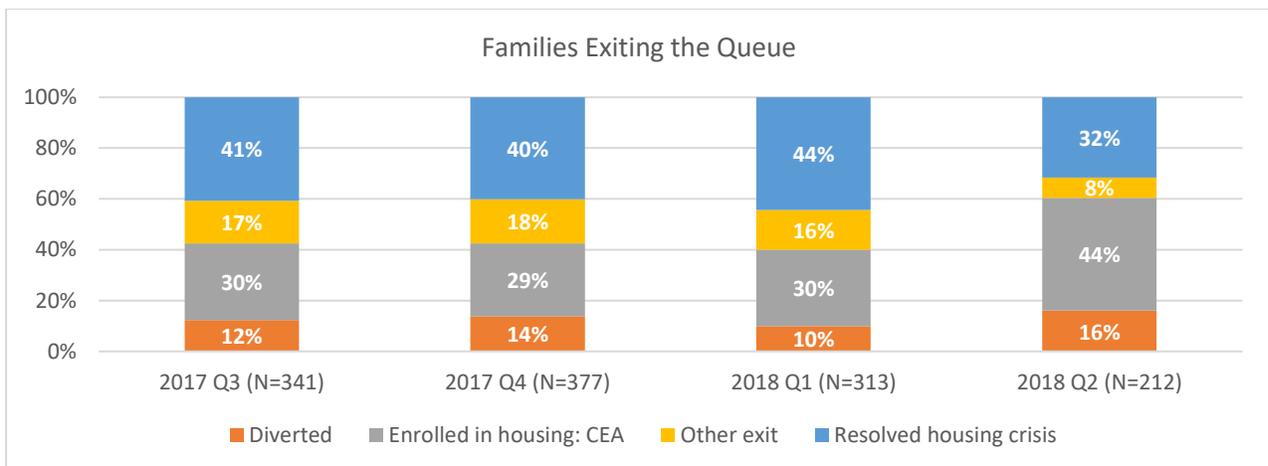
1. *Diverted*: the household was diverted from homelessness;
2. *Enrolled in housing*: the household was enrolled in transitional housing, rapid rehousing, or permanent housing through the CEA process;
3. *Other Exit*: the household refused services, could not be contacted, or is no longer eligible for system services; or
4. *Resolved Housing Crisis*: the household was able to resolve their housing crisis outside of the CEA process.

Data from the publicly available dashboards is represented in the graphs below. They illustrate that single adults, families, and TAY exit the queue via very different pathways. Single adults appear to primarily exit

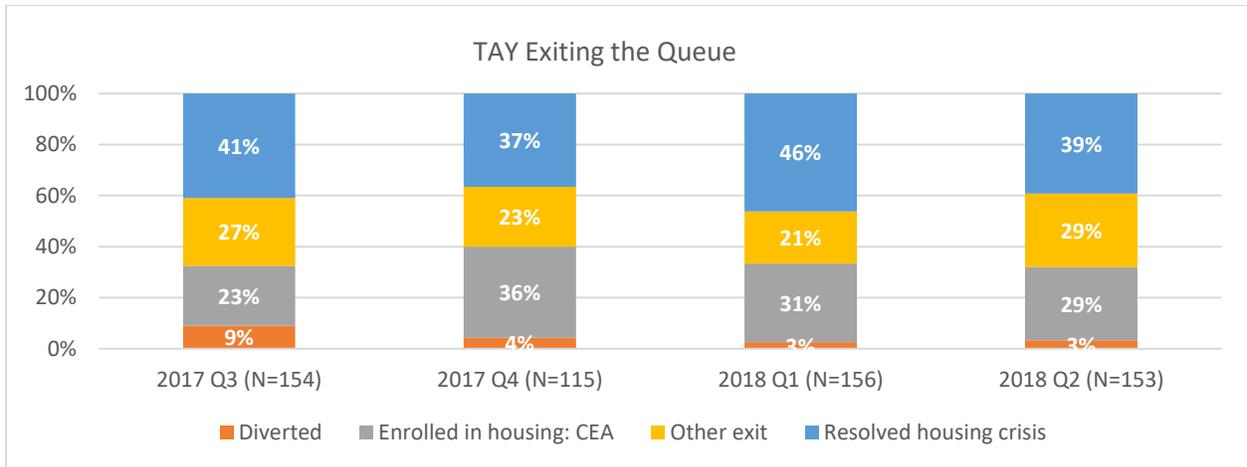
by resolving their housing crises outside the CEA process. Over the last four quarters, the average rate of resolution is 69.0%, followed by “other exit” at 12.5%, housed through CEA (11.5%), and diverted (7.0%).



Families are much less likely than single adults to resolve their housing crises, although, on average, that is the most frequent reason for exit over the last four quarters (39.3%). One third of family households (33.3%) are housed through CEA, 14.8% have an “other exit”, and 13.0% are diverted.



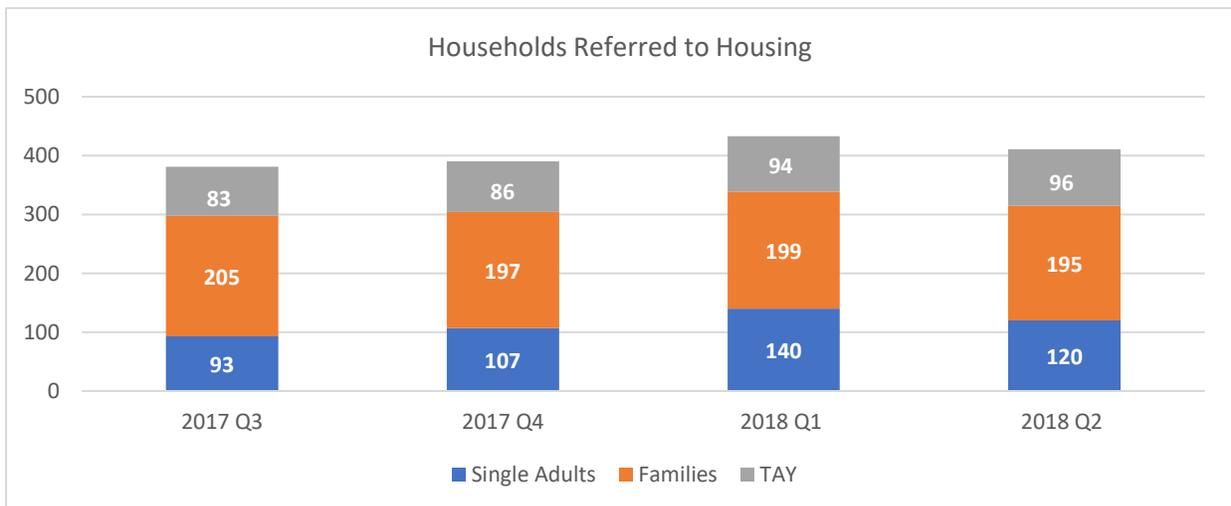
TAY fall somewhat between single adults and families; TAY most frequently resolve their housing crises (40.7%), although many enroll in housing through CEA (29.7%) or have “other exits” (25.0%), and a very small percent is diverted (4.7%).



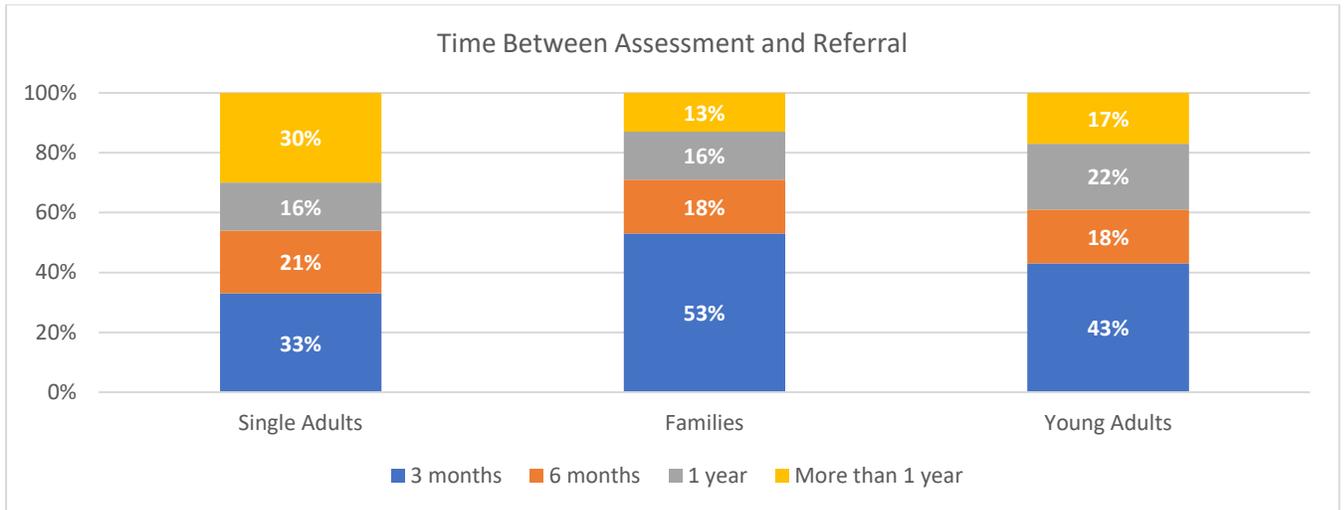
Referrals to Housing

The figure below presents the number of single adult, family, and TAY households who received at least one referral to housing during each of the previous four quarters. Averaging the data across the four quarters suggest that on average:

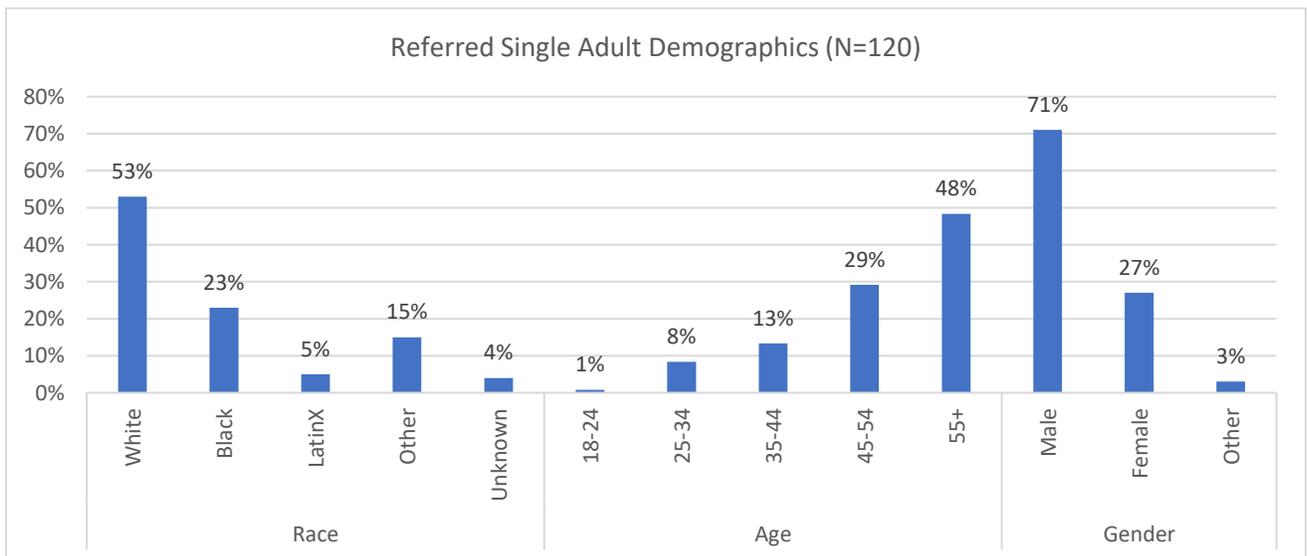
- Approximately 115 single adults receive a referral each quarter. Approximating referral success shows that about 36% of single adult referrals result in resolving homelessness (44 adults exited the queue in Q2 2018 for CEA housing and 120 were referred).
- 199 families receive a referral each quarter. Approximating referral success shows that about 48% of family referrals result in resolving homelessness (94 families exited the queue for CEA housing in Q2 2018 and 195 were referred).
- 90 TAY receive a referral each quarter. Approximating referral success shows that about 46% of TAY referrals result in resolving homelessness (44 TAY exited the queue for CEA housing in Q2 2018 and 96 were referred).



The next figure illustrates the amount of time elapsed between a household’s VI-SPDAT assessment and a referral to housing for those who were referred in Q2 of 2018.¹⁵ Almost one-third of single adults (30%) spend more than one year on the queue before a referral to housing is made and one-third receive a referral within the first 90 days. The rate of referrals within 90 days are somewhat better for TAY (43%) and substantially better for families (53%). Smaller, but still substantial, proportions of TAY and families are on the queue for more than a year before receiving a referral (17% of TAY and 13% of families).

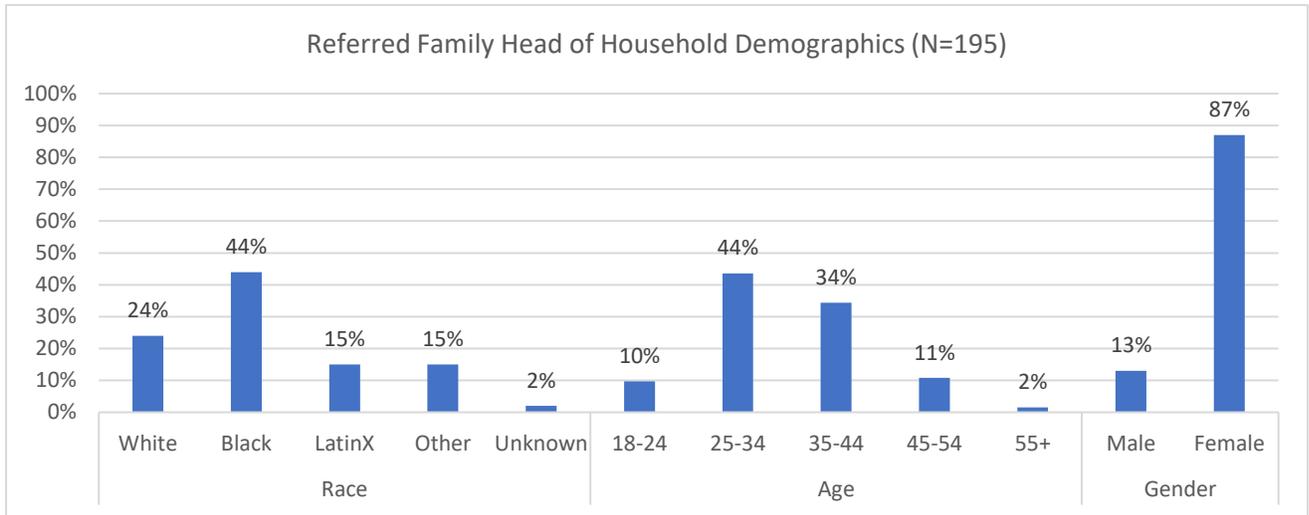


Who heads the households that receive a referral? The next figure shows the race, age groups and gender for the single adult households who received a referral in 2018 Q2. As the data suggest, those receiving a referral were primarily white, male, and/or over the age of 45.

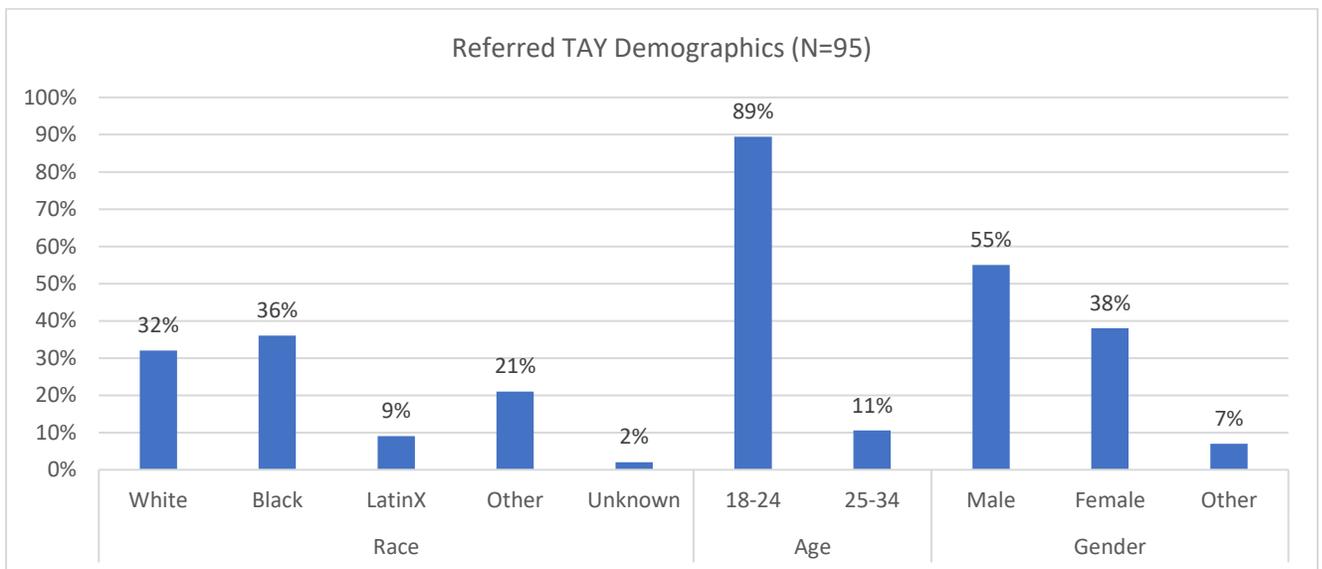


¹⁵ The categories presented in the graph are estimated summary statistics. The CEA dashboard provides time frames in 100-day increments; we transformed them to fewer and more typical timeframes for purposes of interpretation.

The next figure shows the race, age groups, and gender for the heads of family households who received a referral in 2018 Q2. In comparison to single adults who were referred, family heads of household were most likely black, female, and/or between the ages of 25 and 44.



Finally, the race, age groups, and gender for the heads of TAY households who received a referral in 2018 Q2 are illustrated below. The demographics of youth, again, look different. This population is about equally likely be white or black, more likely to be male, and/or be under 24 years of age.

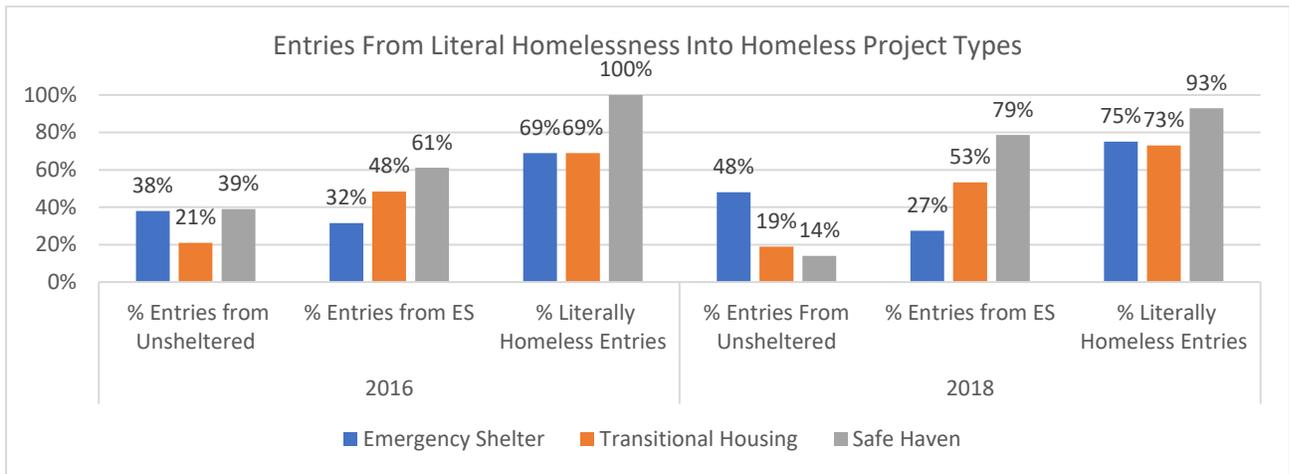


Entries from Literal Homelessness

In this section we investigated whether changes occurred over time (between 2016 and 2018) in the rate of entries from literal homelessness into all programs types. To the extent that CEA is successful in

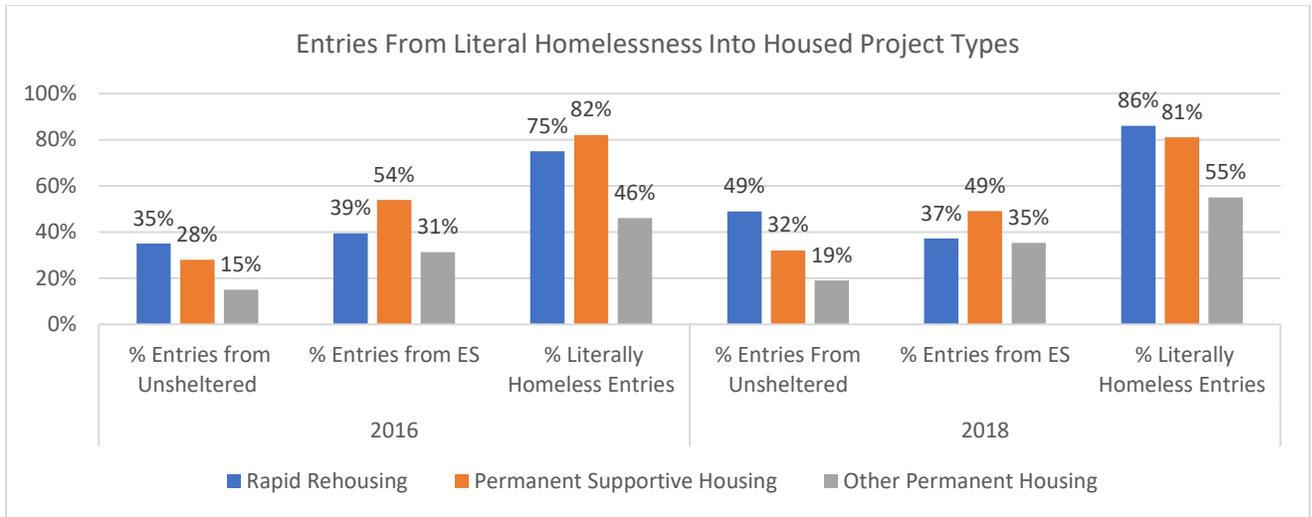
diverting housed households, you would expect to see decreases in the proportion of households entering programs from housed situations.¹⁶

The first graph illustrates households entering emergency shelter, safe havens and transitional housing from literally homeless situations (includes being unsheltered or staying in an emergency shelter). Looking first at entries into emergency shelter (blue bars in the graphs), the data suggest success in increasing the proportion of literally homeless entries (increased from 69% to 75%, an increase of almost 9%). Literally homeless entries also increased into transitional housing (orange bars; increased from 69% to 73%, an increase of almost 6%) and entries from shelter increased for safe havens (gray bars; increased from 61% to 79%, an increase of almost 30%).



The next graph illustrates households entering rapid rehousing, permanent supportive housing, and other permanent housing from literally homeless situations (includes being unsheltered or staying in an emergency shelter). Looking first at entries into rapid rehousing (blue bars in the graphs), the data suggest success in increasing the proportion of literally homeless entries (increased from 75% to 86%, an increase of almost 15%). Entries from unsheltered situations also increased into permanent supportive housing (orange bars; increased from 28% to 32%, an increase of just over 14%) and entries from literal homelessness increased for other permanent housing (gray bars; increased from 46% to 55%, an increase of almost 20%).

¹⁶ It is likely that the results presented in this section are not due solely to increased effectiveness of CEA practices. Seattle/King County also implemented performance expectations of all providers, entries from literal homelessness being one of them.



Assessing Households Using the VI-SPDAT

We investigated characteristics of households assessed using the VI-SPDAT by population (single adults, families, TAY) and the relationship of their scores to homeless history and other demographic characteristics. Specific characteristics we looked at included time since stable housing, length of time homeless, veteran status, disability status, chronic homelessness, age, race, ethnicity, and gender.

Single Adults

A total of 9,342 assessments of single adults involving 9,043 unique individuals were conducted during the timeframe analyzed. Because we defined single adults by the version of the VI-SPDAT used to assess them rather than their age group, there are a small number of TAY included in this sample.¹⁷

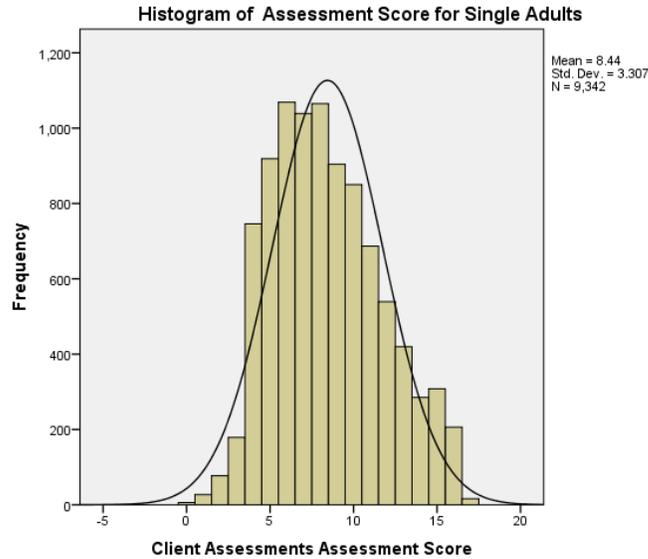
Single adults assessed ranged in age from 18 to 91, with a mean of 48 years old. More than 50% of adults were white (53.9%) and almost one-third were black (31.8%); less than 10% reported being LatinX (8.7%). Men comprised the majority of this population (67.3%), as did those with a disabling condition (73.3%) and those who had been without stable housing for one year or more (63.7%).

Characteristic	N (9,342)	%	% of Known
Age			
18-24	201	2.2%	2.2%
25-34	1,511	16.2%	16.2%
35-44	1,827	19.6%	19.6%
45-54	2,481	26.6%	26.6%
55+	3,318	35.5%	35.5%
Missing	4	0%	--
Race			
White	4,837	51.8%	53.9%

¹⁷ It is likely that the “current age” provided by PME did not reflect age at assessment.

Characteristic	N (9,342)	%	% of Known
Black or African American	2,855	30.6%	31.8%
All Other Races	1,288	13.8%	14.3%
Missing	362	3.9%	--
Ethnicity			
LatinX	793	8.5%	8.7%
Non-LatinX	8,323	89.1%	91.3%
Missing	226	2.4%	--
Gender			
Male	6,247	66.9%	67.3%
Female	2,963	31.7%	31.9%
All Other Genders	74	0.8%	0.8%
Missing	58	0.6%	--
Veteran Status			
Yes	1,811	19.4%	19.7%
No	7,390	79.1%	80.3%
Missing	141	1.5%	--
Disabling Condition			
Yes	4,973	53.2%	73.3%
No	1,812	19.4%	26.7%
Missing	2,557	27.4%	--
Time Since Stable Housing			
0-3 Months	1,506	16.1%	16.2%
3-12 Months	1,859	19.9%	20.0%
1-2 Years	1,452	15.5%	15.6%
2+ Years	4,469	47.8%	48.1%
Missing	56	0.6%	--
Chronic Homelessness			
Yes	2,472	26.5%	26.5%
No	6,870	73.5%	73.5%
Missing	0	0%	--

VI-SPDAT scores ranged from zero to seventeen; the average score for all single adults assessed during the timeframe was 8.4 and the median score was 8.



We investigated the association of demographic and homeless history characteristics with VI-SPDAT scores, expecting that higher scores would be related to reporting a disabling condition, longer lengths of time since living in stable housing, and the experience of chronic homelessness. As the findings in the next table show, only ethnicity was NOT related to VI-SPDAT score. Rather, analyses indicated that the following factors were related to average score:

- Age: Single adults aged 55 and over had lower scores than those of all other age categories except 18-24 year-olds.
- Race: Single adults who were black had lower scores on average than single adults who were white or any other race.
- Gender: Clients who reported their gender as something other than male or female had higher scores than females or males.
- Veteran Status: On average, single adult veterans had lower assessment scores than non-veterans.
- Disabling Condition: As expected, reporting a disabling condition was associated with higher scores.
- Time Since Stable Housing: As expected, longer lengths of time since stable housing were associated with higher scores.
- Chronic Homelessness: As expected, single adults experiencing chronic homelessness scored higher.

Characteristic	N	Average Total Score	Statistically Significant?
Age			F(4, 9333)=22.7, p<.001. Single adults aged 55+ scored significantly lower than all other age categories except 18-24 year-olds.
18-24	201	8.1	
25-34	1,511	8.7	
35-44	1,827	8.8	

Characteristic	N	Average Total Score	Statistically Significant?
45-54	2,481	8.6	
55+	3,318	8.0	
Race			
White	4,837	8.6	F(2, 8977)=35.1, p <.001. Black single adults scored significantly lower than white and other single adults.
Black or African American	2,855	8.0	
All Other Races	1,288	8.8	
Ethnicity			
LatinX	793	8.6	F(1, 9114)=1.03, ns.
Non-LatinX	8,323	8.4	
Gender			
Male	6,247	8.4	F(2, 9281)=14.9, p<.001. Single adults who reported gender other than male or female had significantly higher scores than males or females.
Female	2,963	8.5	
All Other Genders	74	10.4	
Veteran Status			
Yes	1,811	7.8	F(1, 9199)=83.09, p<.001. Veterans had significantly lower scores on average than non-Veterans.
No	7,390	8.6	
Disabling Condition			
Yes	4,973	9.3	F(1, 6783)=489.5, p<.001. A disabling condition was associated with a significantly higher score.
No	1,812	7.3	
Time Since Stable Housing			
0-3 Months	1,506	7.0	F(3, 9282) = 268.47, p<.001. Longer lengths of time since stable housing are associated with increased scores.
3-12 Months	1,859	7.4	
1-2 Years	1,452	8.7	
2+ Years	4,469	9.3	
Chronic Homelessness			
Yes	2,472	10.2	F(1, 9340)=1069.45, p<.001. Single adults experiencing chronic homelessness scored significantly higher.
No	6,870	7.8	

How do these associations with VI-SPDAT assessment score impact a client’s probability of being referred to housing? During the time frame used for this analysis, single adults were designated as priority band 3 if their total assessment score was greater than or equal to eight (a priority band 2 has since been implemented). Clients falling at the upper end of this priority band are those who are referred to housing. Differences in client characteristics by whether or not they were included in priority band 3 are presented in the table below. Differences mirror those reported above. Specifically, single adults are more likely to be included in priority band 3 if they:

- Are between the ages of 25 and 54; larger percentages of those aged 25 through 54 are in priority band 3.
- Are not black; larger percentages of white clients and clients of all other races are in priority band 3.
- Are neither male and nor female; larger percentages of clients who identify as any other gender are in priority band 3.
- Are not a veteran; smaller percentages of veterans are in priority band 3.
- Have a disabling condition; larger percentages of individuals with a disabling condition are in priority band 3.
- Have one year or more since stable housing; those with longer times since stable housing have larger percentages of individuals in priority band 3.
- Meet criteria for chronic homelessness; larger percentages of individuals experiencing chronic homelessness are in priority band 3.

Characteristic	Priority Band 3	
	No (N=4,060)	Yes (N=5,278)
Age¹⁸		
18-24 (N=201)	46.3%	53.7%
25-34 (N=1,511)	39.7%	60.3%
35-44 (N=1,827)	38.1%	61.9%
45-54 (N=2,481)	41.6%	58.4%
55+ (N=3,318)	49.4%	50.6%
	(N=3,925)	(N=5,055)
Race¹⁹		
White (N=4,837)	41.3%	58.7%
Black or African American (N=2,855)	49.6%	50.4%
All Other Races (N=1,288)	39.7%	60.3%
	(N=3,965)	(N=5,151)
Ethnicity		
LatinX (N=793)	43.4%	56.6%
Non-LatinX (N=8,323)	43.5%	56.5%
	(N=4,040)	(N=5,244)
Gender²⁰		
Male (N=6,247)	44.7%	55.3%
Female (N=2,963)	41.4%	58.6%
All Other Genders (N=74)	23.0%	77.0%
	(N=4,018)	(N=5,183)
Veteran Status²¹		
Yes (N=1,811)	51.1%	48.9%
No (N=7,390)	41.8%	58.2%

¹⁸ $\chi^2(4) = 81.8, p < .001$.

¹⁹ $\chi^2(2) = 60.1, p < .001$.

²⁰ $\chi^2(2) = 21.7, p < .001$.

²¹ $\chi^2(1) = 51.1, p < .001$.

Characteristic	Priority Band 3	
	No	Yes
	(N=2,734)	(N=4,051)
Disabling Condition²²		
Yes (N=4,973)	33.7%	66.3%
No (N=1,812)	58.3%	41.7%
	(N=4,029)	(N=5,257)
Time Since Stable Housing²³		
0-3 Months (N=1,506)	62.6%	37.4%
3-12 Months (N=1,859)	55.9%	44.1%
1-2 Years (N=1,452)	37.4%	62.6%
2+ Years (N=4,469)	33.6%	66.4%
	(N=4,062)	(N=5,280)
Chronic Homelessness²⁴		
Yes (N=2,472)	23.4%	76.6%
No (N=6,870)	50.7%	49.3%

Because referrals to housing are made from the upper portion of priority band 3, we further explored the impact on demographic disparities of this practice. For this set of analyses, we split priority band 3 into two groups: those scoring in the top quartile of the distribution and the remaining individuals scoring in priority band 3.

The next table presents our findings which indicated that single adults are more likely to be represented in the top 25% of priority band 3 if they are:

- Between the ages of 35 and 54; larger percentages of those aged 35 through 54 are in the top 25% of priority band 3.
- In the “other” races group; larger percentages of clients of all other races are in the top 25% of priority band 3.
- Are neither male and nor female; larger percentages of clients who identify as any other gender are in in the top 25% of priority band 3.

Characteristic	Priority Band 3	
	Lower 75%	Upper 25%
	(N=4,043)	(N=1,235)
Age²⁵		
18-24 (N=108)	76.9%	23.1%
25-34 (N=911)	77.7%	22.3%
35-44 (N=1,131)	75.6%	24.4%
45-54 (N=1,449)	74.2%	25.8%
55+ (N=1,679)	78.7%	21.3%

²² $\chi^2(1) = 332.3, p < .001$.

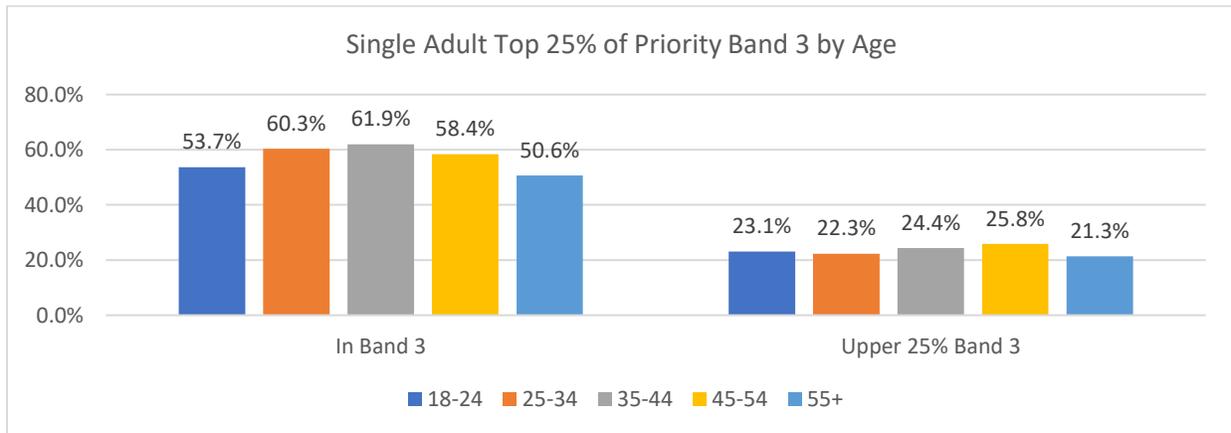
²³ $\chi^2(3) = 540.5, p < .001$.

²⁴ $\chi^2(1) = 552.6, p < .001$.

²⁵ $\chi^2(4) = 10.3, p < .05$.

Characteristic	Priority Band 3	
	Lower 75%	Upper 25%
	(N=3,881)	(N=1,174)
Race²⁶		
White (N=2,839)	77.1%	22.9%
Black or African American (N=1,439)	78.5%	21.5%
All Other Races (N=777)	72.2%	27.8%
	(N=3,603)	(N=1,099)
Ethnicity		
LatinX (N=449)	74.4%	25.6%
Non-LatinX (N=4,702)	76.6%	23.4%
	(N=4,016)	(N=1,228)
Gender²⁷		
Male (N=3,452)	76.0%	24.0%
Female (N=1,735)	78.1%	21.9%
All Other Genders (N=57)	63.2%	36.8%

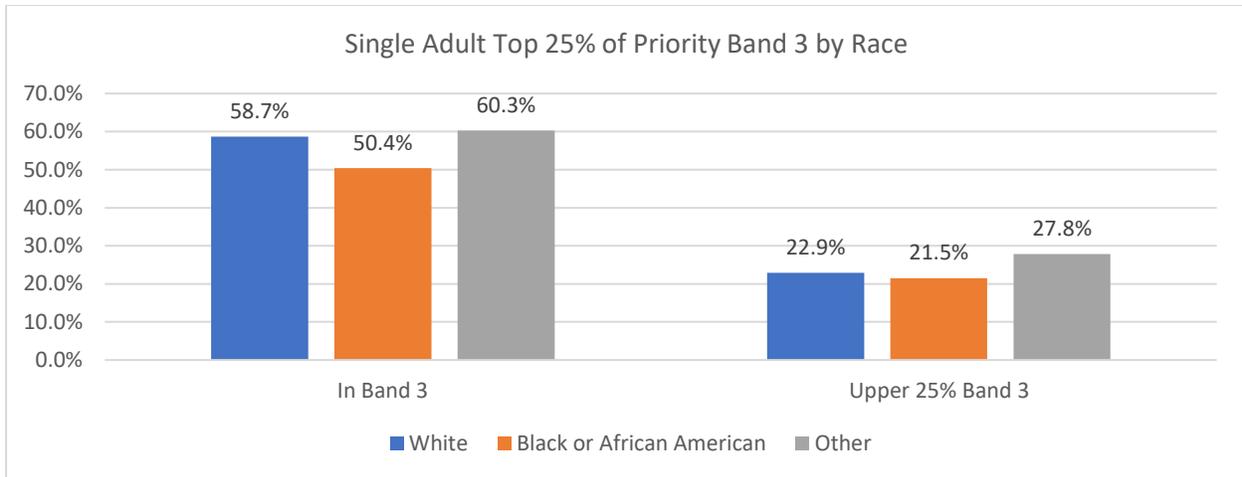
The next three graphs illustrate that the picture of disparities shifts when only the top 25% of the band is examined. The first graph illustrates that age disparities are lessened when looking at the top 25% of priority band 3, although those aged 35-54 do show higher percentages than other age groups.



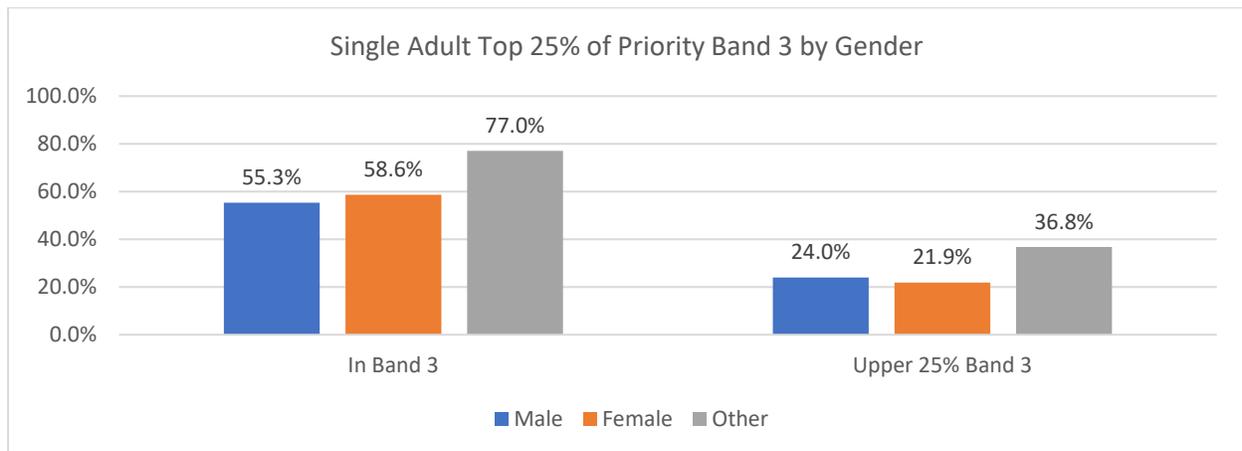
The next graph illustrates that racial disparities change when looking at the top 25% of priority band 3. Specifically, rather than black clients being underrepresented compared to those who are white or of any other race, they are underrepresented only with respect to those of any other race.

²⁶ $\chi^2(2) = 11.8, p < .01$.

²⁷ $\chi^2(2) = 8.5, p < .05$.



The final graph illustrates that the gender disparity remains the same in the top 25% of priority band 3; those who don't identify as male or female are more likely to be represented.



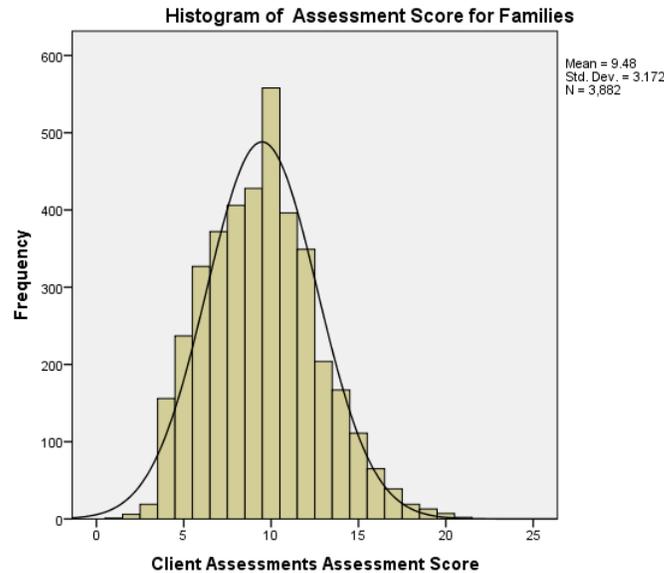
Families

A total of 3,882 family assessments involving 3,764 unique heads of households were conducted during the timeframe analyzed. Heads of family households ranged in age from 18 to 79, with a mean of 35 years old. Household size ranged from 2 to 12, with an average of 3.2; on average there were 2 children in each household. Close to 50% of heads of households were black (49.0%) and almost one-third were white (32.0%); just under 15% reported being LatinX (13.7%). Women comprised the majority of this population (83.3%), and more than half of families had stable housing within the last year (64.4%).

Characteristic	N (3,882)	%	% of Known
Age Range			
18-24	456	11.7%	11.8%
25-34	1,553	40.0%	40.1%
35-44	1,257	32.4%	32.5%
45-54	464	12.0%	12.0%

Characteristic	N (3,882)	%	% of Known
55+	141	3.6%	3.6%
Missing	11	0.3%	--
Race			
White	1,143	29.4%	32.0%
Black or African American	3,571	45.1%	49.0%
All Other Races	677	17.4%	19.0%
Missing	311	8.0%	--
Ethnicity			
LatinX	502	12.9%	13.7%
Non-LatinX	3,172	81.7%	86.3%
Missing	208	5.4%	--
Gender			
Male	632	16.3%	16.7%
Female	3,157	81.3%	83.3%
All Other Genders	3	0.1%	
Missing	90	2.3%	--
Veteran Status			
Yes	174	4.5%	4.6%
No	3,572	92.0%	95.4%
Missing	136	3.5%	--
Disabling Condition			
Yes	1,098	28.3%	37.8%
No	1,803	46.4%	62.2%
Missing	981	25.3%	--
Time Since Stable Housing			
0-3 Months	1,338	34.5%	34.6%
3-12 Months	1,153	29.7%	29.8%
1-2 Years	587	15.1%	15.2%
2+ Years	790	20.4%	20.4%
Missing	14	0.4%	--
Chronic Homelessness			
Yes	328	91.6%	91.6%
No	3,554	8.4%	8.4%
Missing	0	0%	--

VI-SPDAT scores ranged from one to twenty-one; the average score for all families assessed during the timeframe was 9.5, while the median was 10; scores were normally distributed.



We investigated the association of demographic and homeless history characteristics with VI-SPDAT scores, expecting that higher scores would be related to reporting a disabling condition, longer lengths of time since living in stable housing, and the experience of chronic homelessness. As the findings in the next table show, neither ethnicity nor veteran status were related to VI-SPDAT score. Rather, analyses indicated that the following factors were related to average score:

- Age: Families headed by individuals aged 45-54 had lower scores than those headed by younger heads of households (25-34 or 35-44).
- Race: On average, white head of households scored higher than heads of household headed by African-Americans or Other races.
- Gender: Female heads of households had higher average assessment scores than male head of households.
- Disabling Condition: A disabling condition was associated with higher scores.
- Time Since Stable Housing: Longer lengths of time since stable housing are associated with increased scores.
- Chronic Homelessness: Heads of households experiencing chronic homelessness scored higher.

Characteristic	N	Average Total Score	Statistically Significant?
Age Range			F(4, 3866)=5.53, p<.01. Heads of households aged 45-54 scored significantly lower than those aged 25-34 or 35-44.
18-24	456	9.4	
25-34	1,553	9.6	
35-44	1,257	9.6	
45-54	464	9.0	
55+	141	8.8	
Race			
White	1,143	9.9	

Characteristic	N	Average Total Score	Statistically Significant?
Black or African American	1,751	9.3	F(2, 3568)=13.18, p <.001. Black and other heads of households scored significantly lower than white heads of households.
All Other Races	677	9.5	
Ethnicity			
LatinX	502	9.4	F(1, 3672)=.485, ns.
Non-LatinX	3,172	9.5	
Gender			
Male	632	8.7	F(2, 3789)=24.84, p<.001. Female headed households scored significantly higher than male headed households.
Female	3,157	9.7	
All Other Genders	3	13.0	
Veteran Status			
Yes	174	9.7	F(1, 3744)=.590, ns.
No	3,572	9.5	
Disabling Condition			
Yes	1,098	10.9	F(1, 2899)=214.56, p<.001. A disabling condition was associated with a significantly higher score.
No	1,803	9.1	
Time Since Stable Housing			
0-3 Months	1,338	8.6	F(3, 3864) = 96.95, p<.001. Longer lengths of time since stable housing are associated with higher scores.
3-12 Months	1,153	9.2	
1-2 Years	587	10.2	
2+ Years	790	10.8	
Chronic Homelessness			
Yes	328	12.2	F(1, 3880)=276.24, p<.001. Heads of household who experienced chronic homelessness scored significantly higher.
No	3,554	9.2	

How do these associations with VI-SPDAT assessment score impact a household’s probability of being referred to housing? During the time frame used for this analysis, family households were designated as priority band 2 if their total assessment score was between four and ten and priority band 3 if their score was greater than or equal to eleven. Households falling in the uppermost part of priority band 2 are primarily referred to less intensive interventions like rapid rehousing while those at the top end of priority band 3 are most likely referred to permanent supportive housing. Differences in head of household characteristics by whether they were included in priority band 2 or priority band 3 are presented in the

table below. Differences mirror those reported above.²⁸ Specifically, family households are more likely to be included in priority band 3 than 2 if they:

- Are between the ages of 18 and 44; the largest percentage of households falling into priority band 3 are headed by those aged 18 through 44 and the largest percentage of households falling into priority band 2 are headed by those aged 45 and older.
- Are white; the largest percentage of households falling into priority band 3 are headed by clients identifying as white and the largest percentage of households falling into priority band 2 are headed by black clients and those of any other race.
- Are female or another gender; the largest percentage of households falling into priority band 3 are headed by clients identifying as being any other gender than male or female and the largest percentage of households falling into priority band 2 are headed by males and females.
- Having a disabling condition; the largest percentage of households falling into priority band 3 are headed by clients identifying as having a disabling condition.
- Having one or more years since stable housing; households with longer times since stable housing have larger percentages in priority band 3.
- Meeting criteria for chronic homelessness; larger percentages of households experiencing chronic homelessness are in priority band 3.

Characteristic	Priority Band	
	2 (N=2,476)	3 (N=1,369)
Age²⁹		
18-24 (N=456)	67.6%	32.4%
25-34 (N=1,553)	63.2%	36.8%
35-44 (N=1,257)	61.7%	38.3%
45-54 (N=464)	70.3%	29.7%
55+ (N=141)	72.5%	27.5%
	(N=2,271)	(N=1,279)
Race³⁰		
White (N=1,143)	60.4%	39.6%
Black or African American (N=1,751)	66.0%	34.0%
All Other Races (N=677)	64.8%	35.2%
	(N=2,350)	(N=1,303)
Ethnicity		
LatinX (N=502)	65.3%	34.7%
Non-LatinX (N=3,172)	64.2%	35.8%
	(N=2,419)	(N=1,350)
Gender³¹		
Male (N=632)	72.2%	27.8%

²⁸ A small number of family assessments scored less than 4 (n=26, or 0.7% of all family assessments); these were excluded from the priority banding analysis.

²⁹ $\chi^2(4) = 18.0, p < .001$.

³⁰ $\chi^2(2) = 9.8, p < .01$.

³¹ $\chi^2(2) = 26.1, p < .001$.

Characteristic	Priority Band	
	2	3
Female (N=3,157)	62.6%	37.4%
All Other Genders (N=3)	0.0%	100.0%
	(N=2,394)	(N=1,328)
Veteran Status		
Yes (N=174)	59.9%	40.1%
No (N=3,572)	64.5%	35.5%
	(N=1,822)	(N=1,072)
Disabling Condition³²		
Yes (N=1,098)	49.2%	50.8%
No (N=1,803)	71.3%	28.7%
	(N=2,473)	(N=1,369)
Time Since Stable Housing³³		
0-3 Months (N=1,338)	74.2%	25.8%
3-12 Months (N=1,153)	67.7%	32.3%
1-2 Years (N=587)	55.4%	44.6%
2+ Years (N=790)	49.6%	50.4%
	(N=2,484)	(N=1,372)
Chronic Homelessness³⁴		
Yes (N=328)	35.1%	64.9%
No (N=3,554)	67.1%	32.9%

Because referrals to housing are made from the upper portions of priority band 2 and priority band 3, we further explored the impact on demographic disparities of this practice. For this set of analyses, we split both priority band 2 and 3 into two groups each: those scoring in the top quartile of the distribution and the remaining individuals scoring in their respective priority bands.

The next table presents our findings which indicate that households are most likely to be represented in the top 25% of priority band 2 if they are headed by someone who is:

- Not of LatinX origin; LatinX heads of households are less likely to fall in the top 25% of priority band 2.
- Female; no heads of household identify as being any gender other than male or female fall into priority band 2, however, females are more likely than males to fall in the top 25% of band 2.

Further, representation in the top 25% of priority band 3 is most likely if they are headed by someone who is:

- White or of any other race; black heads of households are much less likely to fall into the top 25% of priority band 3.

³² $\chi^2(1) = 142.9, p < .001$.

³³ $\chi^2(3) = 157.0, p < .001$.

³⁴ $\chi^2(1) = 134.8, p < .001$.

- Female; females are more likely than males or those of any other gender to fall in the top 25% of band 3.

Characteristic	Priority Band 2			Priority Band 3		
	N	Lower 75%	Upper 25%	N	Lower 75%	Upper 25%
Age	Not Sig	(N=1,919)	(N=557)	Not Sig	(N=1,114)	(N=255)
18-24	304	73.7%	26.3%	146	81.5%	18.5%
25-34	977	76.9%	23.1%	570	79.5%	20.5%
35-44	770	78.6%	21.4%	478	82.2%	17.8%
45-54	325	80.3%	19.7%	137	86.9%	13.1%
55+	100	78.0%	22.9%	38	78.9%	21.1%
Race	Not Sig	(N=1,747)	(N=524)	<i>Sig</i> ³⁵	(N=1,032)	(N=247)
White	517	75.3%	24.7%	451	76.7%	23.3%
Black or African American	881	76.7%	23.3%	591	85.4%	14.6%
All Other Races	349	80.0%	20.0%	237	76.4%	23.6%
Ethnicity	<i>Sig</i> ³⁶	(N=1,807)	(N=543)	Not Sig	(N=1,054)	(N=249)
LatinX	326	81.9%	18.1%	173	79.8%	20.2%
Non-LatinX	2,204	76.1%	23.9%	1,130	81.1%	18.9%
Gender	<i>Sig</i> ³⁷	(N=1,867)	(N=552)	<i>Sig</i> ³⁸	(N=1,094)	(N=256)
Male	452	85.8%	14.2%	174	87.9%	12.1%
Female	1,967	75.2%	24.8%	1,173	80.0%	20.0%
All Other Genders				3	100.0%	0%

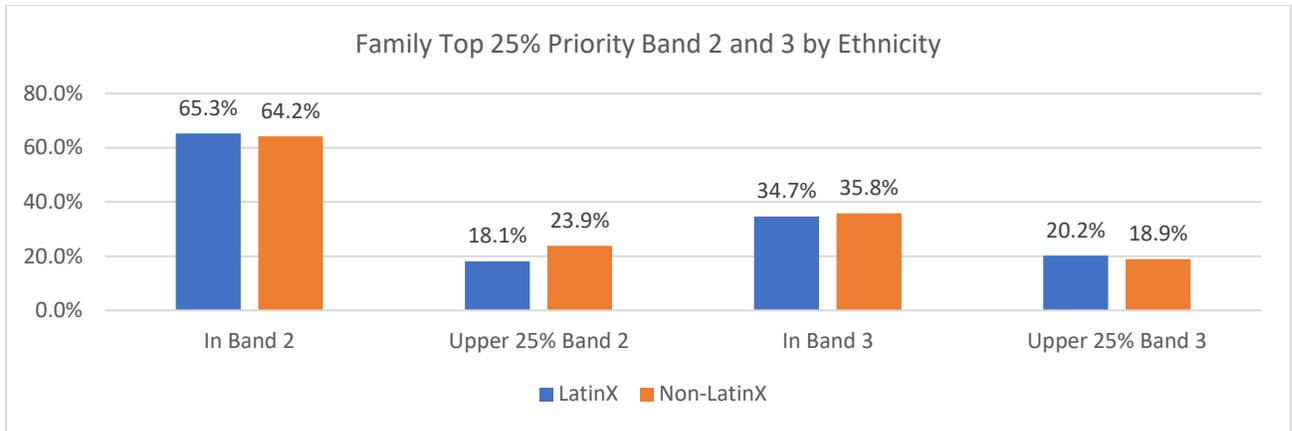
The next three graphs illustrate these associations. The first graph illustrates the impact of ethnicity when the upper 25% or priority band 2 is broken out. LatinX heads of households are less likely to fall in the top 25% of priority band 2.

³⁵ $\chi^2(2) = 16.0, p < .001$.

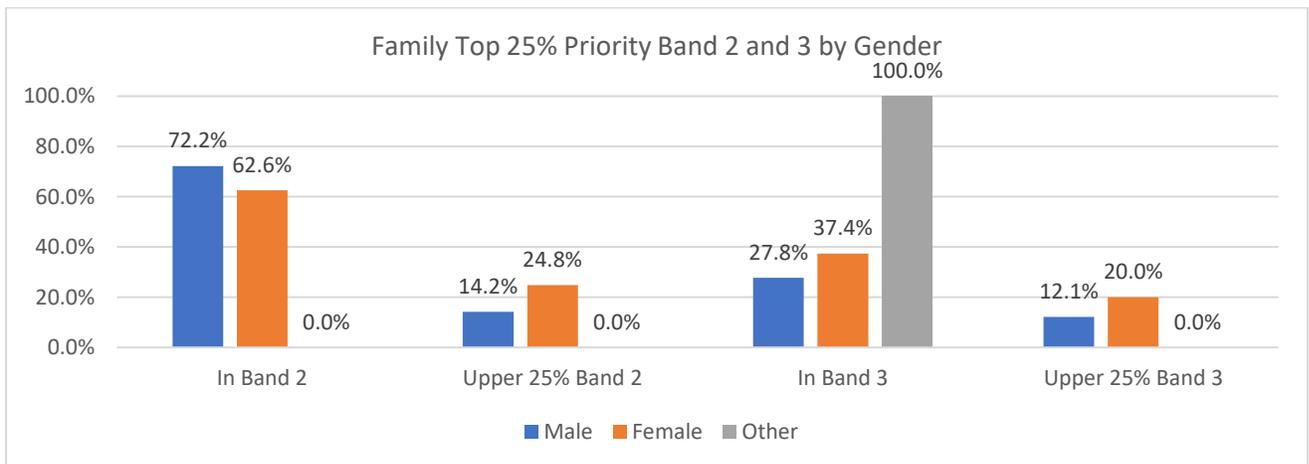
³⁶ $\chi^2(1) = 5.3, p < .05$.

³⁷ $\chi^2(1) = 23.7, p < .001$.

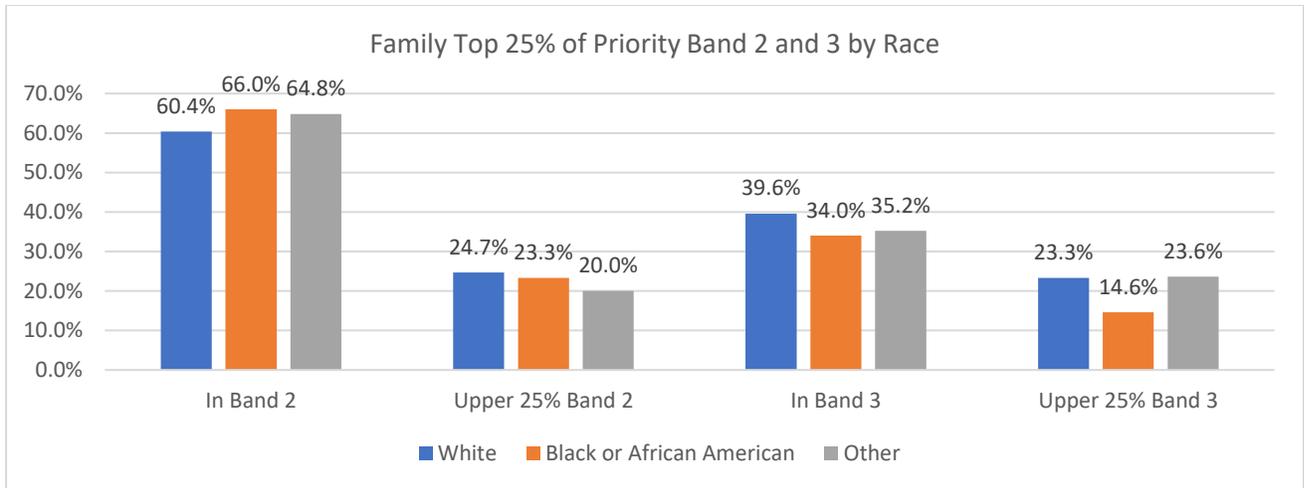
³⁸ $\chi^2(2) = 7.0, p < .05$.



The second graph illustrates two findings. First, no heads of household identify as being any gender other than male or female fall into priority band 2. Second, none that fall in priority band 3 are in the top 25% of scores. This finding should be interpreted with caution, however, as there were only three heads of households who identified as any gender other than male or female; replication is warranted.



The final graph illustrates that racial disparities are different when looking at the top 25% of priority band 3. Specifically, black heads of households are much less likely to fall into the top 25% of priority band 3.



Transition Age Youth (TAY)

A total of 1,409 assessments of TAY involving 1,359 unique individuals were conducted during the timeframe analyzed. Because we defined TAY by the version of the VI-SPDAT used to assess them rather than their age group, there are a small number of single adults included in this sample.³⁹

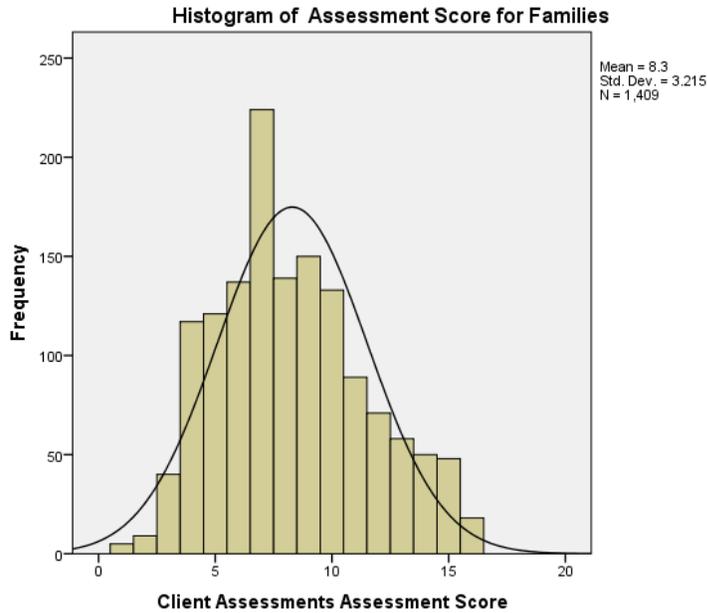
TAY ranged in age from 18 to 32, with a mean of 22 years old. Self-reported race of this population showed approximately equal proportions of black (39.2%) and white (38.2%) youth; almost 20% reported being of LatinX origin (17.4%). Men comprised just over half of this population (54.2%).

Characteristic	N (1,409)	%	% of Known
Age Range			
18-24	1,169	83.0%	83.2%
25-34	236	16.7%	16.8%
Missing	4	0.3%	--
Race			
White	509	36.1%	38.2%
Black or African American	522	37.0%	39.2%
All Other Races	300	21.3%	22.5%
Missing	78	5.5%	--
Ethnicity			
LatinX	238	16.9%	17.4%
Non-LatinX	1,132	80.3%	82.6%
Missing	39	2.8%	--
Gender			
Male	759	53.9%	54.2%

³⁹ As before, the “current age” provided in the dataset was not the age at the time of assessment.

Characteristic	N (1,409)	%	% of Known
Female	583	41.4%	41.6%
All Other Genders	59	4.2%	4.2%
Missing	8	0.6%	--
Veteran Status			
Yes	11	0.8%	0.8%
No	1,341	95.2%	99.2%
Missing	57	4.0	--
Disabling Condition			
Yes	338	24.0%	31.8%
No	724	51.4%	68.2%
Missing	347	24.6%	--
Time Since Stable Housing			
0-3 Months	328	23.3%	23.4%
3-12 Months	374	26.5%	26.7%
1-2 Years	277	19.7%	19.8%
2+ Years	420	29.8%	30.0%
Missing	10	0.7%	--
Chronic Homelessness			
Yes	112	7.9%	7.9%
No	1,297	92.1%	92.1%
Missing	0	0%	--

TAY VI-SPDAT scores ranged from one to sixteen; the average score for all TAY assessed during the timeframe was 8.3 while the median was 8. Consistent with single adult and family results, the distribution of assessment score for TAY approximates a normal distribution.



We investigated the association of demographic and homeless history characteristics with VI-SPDAT scores, expecting that higher scores would be related to reporting a disabling condition, longer lengths of time since living in stable housing, and the experience of chronic homelessness. As the findings in the next table show, neither age nor veteran status were related to VI-SPDAT score. Rather, analyses indicated that the following factors were related to average score:

- Race: Black youth on average had lower assessment scores than white youth or other youth.
- Ethnicity: LatinX youth scored lower on average than non-LatinX youth.
- Gender: TAY who reported a gender other than male or female had higher scores than male or female TAY.
- Disabling Condition: A disabling condition was associated with higher scores.
- Time Since Stable Housing: Scores were higher for TAY in 1-2 year and 2+ year categories compared with TAY in 0-3 months and 3-12 months categories.
- Chronic Homelessness: TAY experiencing chronic homelessness scored higher.

Characteristic	N	Average Total Score	Statistically Significant?
Age Range			F(1, 1403)=2.77, ns.
18-24	1,169	8.4	
25-34	236	8.0	
Race			F(2,1328)=17.32, p <.001. Black TAY scored significantly lower than white and other TAY.
White	509	8.6	
Black or African American	522	7.7	
All Other Races	300	9.0	

Characteristic	N	Average Total Score	Statistically Significant?
Ethnicity			F(1368)=3.98, p<.05. LatinX youth scored lower on average than non-LatinX youth.
LatinX	238	7.9	
Non-LatinX	1,132	8.4	
Gender			F(2,1398)=5.33, p<.01. TAY who reported gender other than male or female had significantly higher scores than males or females.
Male	759	8.2	
Female	583	8.3	
All Other Genders	59	9.5	
Veteran Status			F(1,1350)=1.2, ns.
Yes	11	7.3	
No	1,341	8.4	
Disabling Condition			F(1,1060)=81.35, p<.001. A disabling condition was associated with a significantly higher score.
Yes	338	9.8	
No	724	7.9	
Time Since Stable Housing			F(3,1395) = 46.29, p<.001. Scores were significantly higher for TAY in 1-2 year and 2+ year categories compared with TAY in 0-3 months and 3-12 months categories.
0-3 Months	328	7.2	
3-12 Months	374	7.6	
1-2 Years	277	8.6	
2+ Years	420	9.6	
Chronic Homelessness			F(1,1407)=997.55, p<.001. TAY who were chronically homeless scored significantly higher.
Yes	112	11.2	
No	1,297	8.1	

How do these associations with VI-SPDAT assessment score impact a TAY’s probability of being referred to housing? During the time frame used for this analysis, TAY were designated as priority band 2 if their total assessment score was between four and seven and priority band 3 if their score was greater than or equal to eight. TAY at the top of priority band 2 are primarily referred to less intensive interventions like rapid rehousing while those at the top of priority band 3 are more likely to be referred to permanent supportive housing. Differences in TAY characteristics by whether they were not included in a priority band or were included in priority band 2 or 3 are presented in the table below. Differences mirror those reported above. Specifically, TAY households are more likely to be included in priority band 3 than 2 if they:

- Are white or another race; the largest percentage of white and other non-black TAY fall into priority band 3.
- Are another gender; the largest percentage of TAY of a gender other than male or female land in priority band 3. (i.e., non-male and non-female).

- Have a disabling condition; TAY with a disabling condition are more likely to fall into priority band 3.
- Have one year or more since stable housing; TAY with longer times since stable housing have larger percentages in priority band 3.
- Meet criteria for chronic homelessness; TAY experiencing chronic homelessness are more likely to be in priority band 3.

Characteristic	Priority Band		
	None (N=53)	2 (N=598)	3 (N=754)
Age			
18-24 (N=1,169)	3.2%	43.2%	53.6%
25-34 (N=236)	6.4%	39.4%	54.2%
	(N=49)	(N=560)	(N=722)
Race⁴⁰			
White (N=509)	2.4%	41.1%	56.6%
Black or African American (N=522)	5.4%	46.4%	48.3%
All Other Races (N=300)	3.0%	36.3%	60.7%
	(N=53)	(N=585)	(N=732)
Ethnicity			
LatinX (N=238)	5.0%	45.8%	49.2%
Non-LatinX (N=1,132)	3.6%	42.0%	54.3%
	(N=54)	(N=597)	(N=750)
Gender⁴¹			
Male (N=759)	4.0%	45.1%	51.0%
Female (N=583)	3.9%	41.0%	55.1%
All Other Genders (N=59)	1.7%	27.1%	71.2%
	(N=51)	(N=573)	(N=728)
Veteran Status			
Yes (N=11)	0.0%	63.6%	36.4%
No (N=1,341)	3.8%	42.2%	54.0%
	(N=27)	(N=470)	(N=565)
Disabling Condition⁴²			
Yes (N=338)	0.9%	32.5%	66.6%
No (N=724)	3.3%	49.7%	47.0%
	(N=54)	(N=593)	(N=752)
Time Since Stable Housing⁴³			
0-3 Months (N=328)	6.7%	50.6%	42.7%
3-12 Months (N=374)	5.9%	49.2%	44.9%
1-2 Years (N=277)	2.5%	41.9%	55.6%
2+ Years (N=420)	0.7%	30.2%	69.0%

⁴⁰ $\chi^2(4) = 17.8, p < .001$.

⁴¹ $\chi^2(4) = 10.1, p < .05$.

⁴² $\chi^2(2) = 37.4, p < .001$.

⁴³ $\chi^2(6) = 78.2, p < .001$.

Characteristic	Priority Band		
	None (N=54)	2 (N=599)	3 (N=756)
<i>Chronic Homelessness⁴⁴</i>			
Yes (N=112)	0.0%	19.6%	80.4%
No (N=1,297)	4.2%	44.5%	51.3%

Because referrals to housing are made from the upper portions of priority band 2 and priority band 3, we further explored the impact on demographic disparities of this practice. For this set of analyses, we split both priority band 2 and 3 into two groups each: those scoring in the top quartile of the distribution and the remaining individuals scoring in their respective priority bands.

The next table presents our findings which indicated that TAY are most likely to be represented in the top 25% of priority band 2 if they are:

- Between 18 and 24 years old
- Any gender other than male or female

Further, representation in the top 25% of priority band 3 is most likely if TAY are:

- Not black.

Characteristic	N	Priority Band 2		N	Priority Band 3	
		Lower 75%	Upper 25%		Lower 75%	Upper 25%
Age	<i>Sig⁴⁵</i>	(N=375)	(N=223)	Not Sig	(N=580)	(N=174)
18-24	505	60.8%	39.2%	626	76.2%	23.8%
25-34	93	73.1%	26.9%	128	80.5%	19.5%
Race	Not Sig	(N=352)	(N=208)	<i>Sig⁴⁶</i>	(N=552)	(N=170)
White	209	59.3%	40.7%	288	75.3%	24.7%
Black or African American	242	68.2%	31.8%	252	82.1%	17.9%
All Other Races	109	57.8%	42.2%	182	70.3%	29.7%
Ethnicity	Not Sig	(N=365)	(N=220)	Not Sig	(N=560)	(N=172)
LatinX	109	69.7%	30.3%	117	79.5%	20.5%
Non-LatinX	476	60.7%	39.3%	615	75.9%	24.1%
Gender	<i>Sig⁴⁷</i>	(N=375)	(N=222)	Not Sig	(N=578)	(N=172)
Male	342	62.9%	37.1%	387	77.5%	22.5%

⁴⁴ $\chi^2(2) = 35.8, p < .001$.

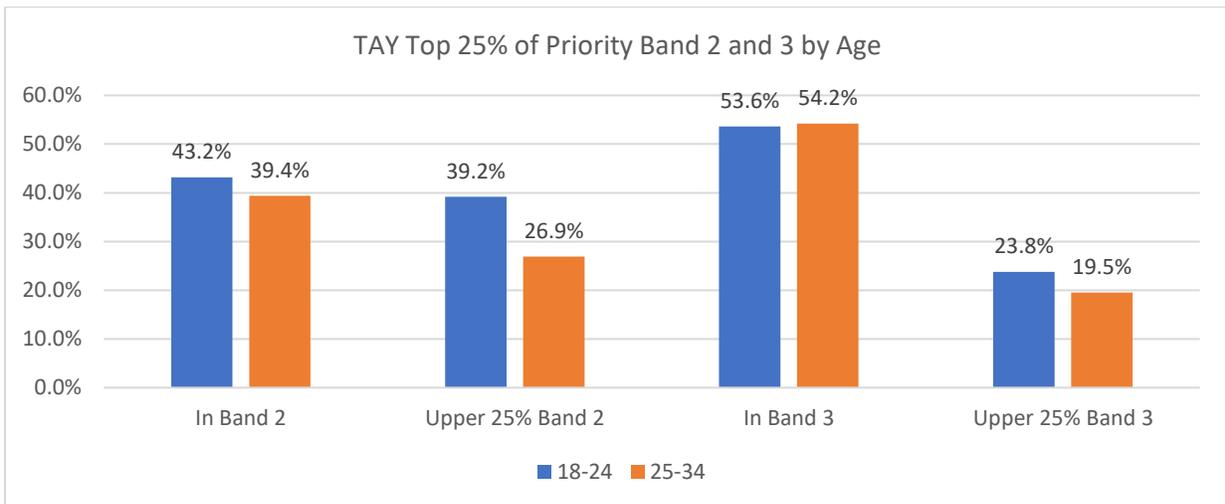
⁴⁵ $\chi^2(1) = 5.1, p < .05$.

⁴⁶ $\chi^2(2) = 8.5, p < .05$.

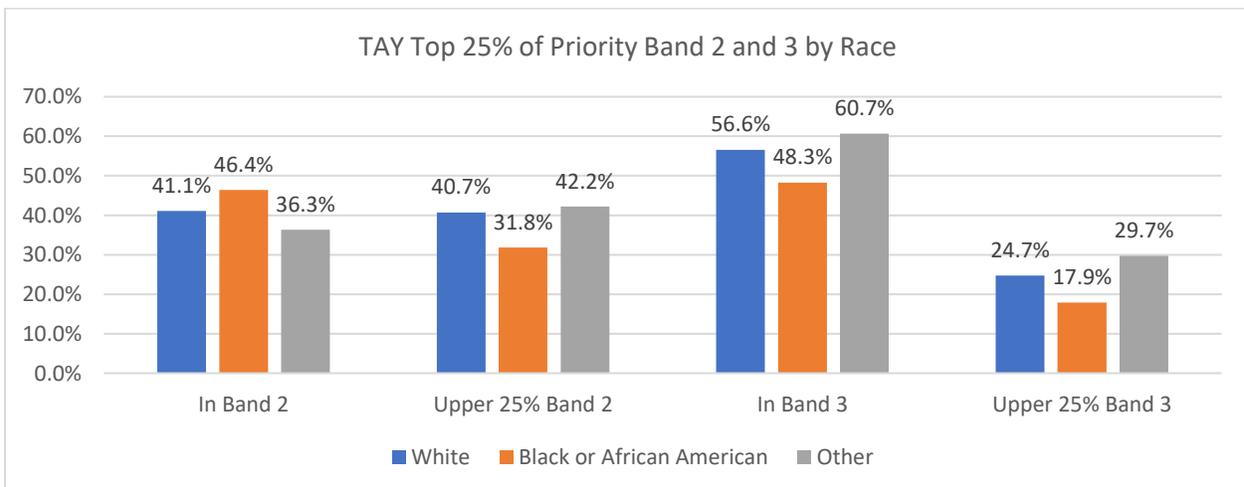
⁴⁷ $\chi^2(2) = 7.3, p < .05$.

Characteristic	Priority Band 2			Priority Band 3		
	N	Lower 75%	Upper 25%	N	Lower 75%	Upper 25%
Female	239	64.9%	35.1%	321	77.3%	22.7%
All Other Genders	16	31.3%	68.8%	42	71.4%	28.6%

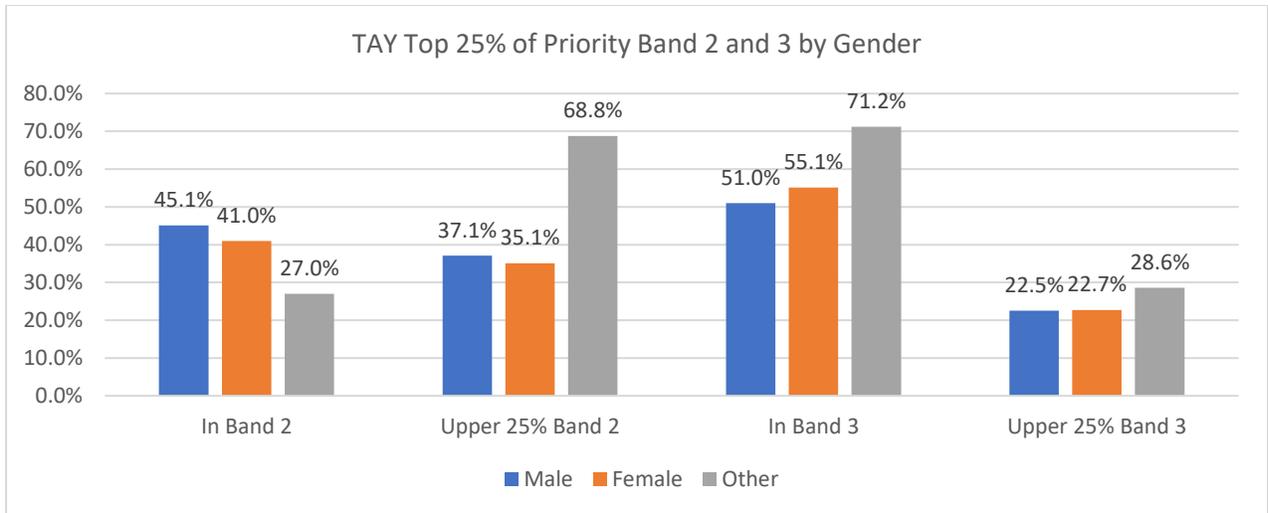
The next three graphs illustrate that disparities shift when the top portion of the band is compared to the whole band. First, the graph shows that neither band 2 or band 3 show age disparities. A disparity does become evident when only the upper portion of band 2 is looked at; a higher proportion of youth aged 18-24 are represented in priority band 2.



The next figure illustrates, in three of four cases, a “U” shape whereby the proportions of white TAY and TAY of all other races are higher than those of black TAY.



Finally, TAY who identify as fitting the “all other genders” category have higher proportions in band 3 than males or females. For those who fall in priority band 2, however, a much higher proportion falls into the top 25% of the band and is therefore more likely to be referred.



Appendix 5: Quantitative Analysis of System Performance

Purpose of Analysis

The goal of this set of analyses was to assess system and project type performance of the homeless programs operating in Seattle/King County. We present multiple aspects of project performance, including utilization rate, length of stay, prior living situation, exit destination, and returns to homelessness for the whole system by project type. We then turn to a review of project type outcomes by population (single adult, family, and transition aged-youth). Finally, we investigate the association that demographic characteristics have with each of the performance measures for single adults and households with two or more people.

Data Sources

Focus Strategies worked with King County's Performance Measurement and Evaluation (PME) team to request relevant data to assess system and project type performance. All data for these analyses were exported from the Homeless Management Information System (HMIS). We requested data on the population of households who were actively enrolled during two different time frames (7/1/15 to 6/30/16 and 7/1/17 to 6/30/18) in any one of the following project types: emergency shelter, safe haven, transitional housing, rapid rehousing, and permanent housing (permanent supportive housing and other permanent housing). We received a file containing variables to assess project performance (client ID, project type, organization name, entry date, exit date, prior living, exit destination, project name, and returns to homelessness within six months following an exit to permanent housing⁴⁸), as well as the relationship between project performance and demographic and other client characteristics (household member count, race, ethnicity, gender, age, disabilities, veteran status, domestic violence, and Assessment score). The files included a total of 31,725 unique records for FY 2015-2016 ("2016") and 35,500 unique records for FY 2017-2018 ("2018"); the number of unique households served totaled 21,669 and 23,207 in each of the years respectively. The household member count variable was used to determine which households are single adult households and which are households with 2 or more people. Without data on family composition it was assumed that households of 2 or more people were families. Although, it is possible that a small portion of those households are actually adult only households without children it is unlikely since very few homeless projects serve households with multiple adults.

In order to calculate the annualized utilization rate for the different project types, an accurate capacity is required for each project in the HMIS data. Due to inconsistent project naming conventions in HMIS and on the Homeless Data Exchange (HDX) Housing Inventory County (HIC), King County's PME team provided a capacity report directly from HMIS; we used HMIS capacity information to determine project type utilization.⁴⁹ Further, seasonal capacity was annualized in order to measure utilization rate for all

⁴⁸ Returns to permanent housing were calculated by the PME team.

⁴⁹ For permanent supportive and other permanent housing analyses where we investigate outcomes by whether they are categorized as single- vs scattered-site, we used the HDX data to designate the category (category type was not available in the HMIS extract). Just under half of PSH and OPH projects are included in these analyses as the ability to match projects between HDX and HMIS was limited (43% of PSH/OPH projects in 2016 and 48% in 2018).

emergency shelters. Focus Strategies recommends that the Seattle/King County CoC work to align projects in HMIS and on the HDX HIC, as it is required for Longitudinal Systems Analysis (LSA).⁵⁰

Project Type Performance

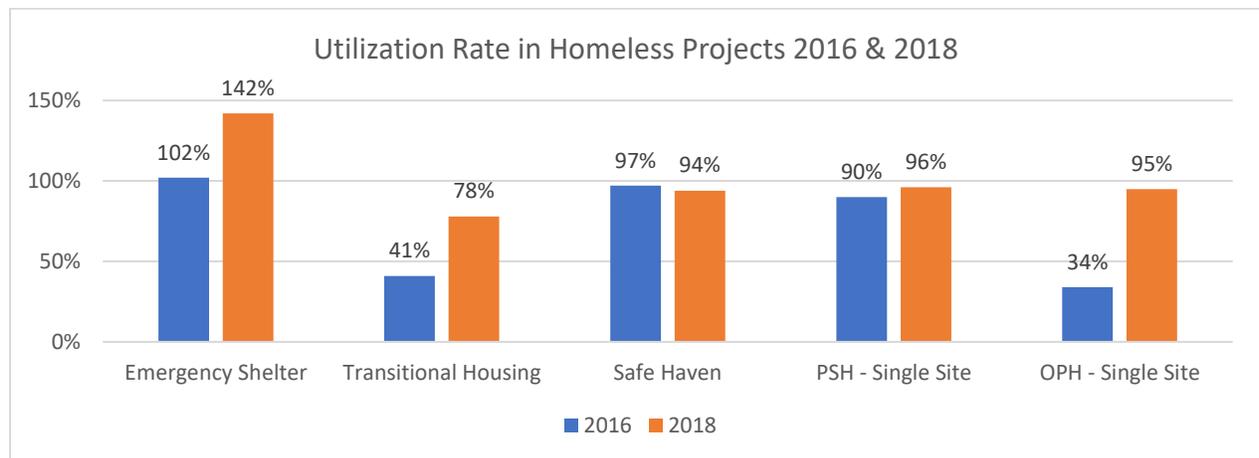
Utilization Rate

This metric uses HMIS data to assess the average annual occupancy of programs in the system. Maximizing the use of available bed capacity is essential to ensuring that system resources are being put to their best use and as many people experiencing homelessness as possible are being served given the existing inventory.

Emergency shelters are showing utilization rates over 100% with the utilization rate in 2018 at 142%. Although it is possible for emergency shelters to be slightly over-utilized if overflow beds are being used, a utilization rate of 142% is likely the result of an under reported capacity.

Nearly all program types increased utilization in 2018 from 2016 and are performing well on this metric. While a high performing system would show a transitional housing utilization rate greater than 90%, the transitional housing programs in Seattle/King County CoC nearly doubled their utilization rate since 2016.

Project Type	Utilization Rate	
	2016	2018
Emergency Shelter	102%	142%
Transitional Housing	41%	78%
Safe Haven	97%	94%
Permanent Supportive Housing – Single Site	90%	96%
Other Permanent Housing – Single Site	34%	95%



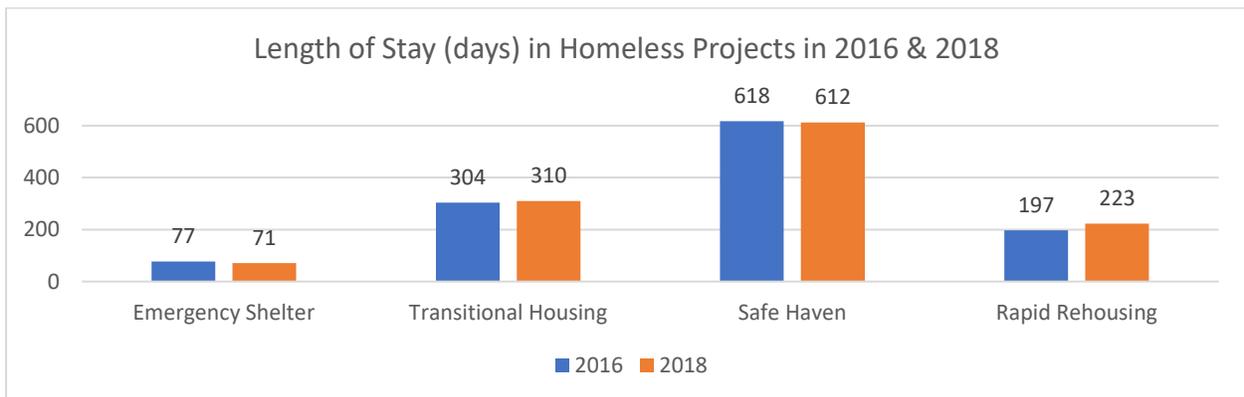
⁵⁰ The CoC has completed the appropriate mapping effective for the 2019 HIC submission to HUD.

Length of Stay

Length of stay is used to measure how quickly programs are helping households exit homelessness. Achieving relatively short lengths of stay in emergency shelter, transitional housing, safe haven, and rapid rehousing programs is essential to ending homelessness. Every day a person is homeless has an associated cost and reducing lengths of stay results in a higher rate of exit and a lower cost per exit, which in turn allows more people to be served. The HEARTH Act has established a goal that no one is homeless longer than 30 days, although this aspiration has not been codified in any HUD requirements. To increase effectiveness and reduce homelessness, the entire system must strive for the shortest stays needed to reach this goal.

The table and graph below show lengths of stay, by project type, for those who exited in 2016 and 2018. The average length of stay decreased slightly in emergency shelters and remained consistent for transitional housing and safe haven projects. Rapid rehousing projects are showing an increased length of stay which might be related to enrolling more homeless clients (entries from unsheltered and ES) as seen below in the next section “Prior Living Situation”. Decreasing lengths of stay in all project types should be an area of focus for Seattle/King County.

Project Type	Length of Stay	
	2016	2018
Emergency Shelter	77	71
Transitional Housing	304	310
Safe Haven	618	612
Rapid Rehousing	197	223



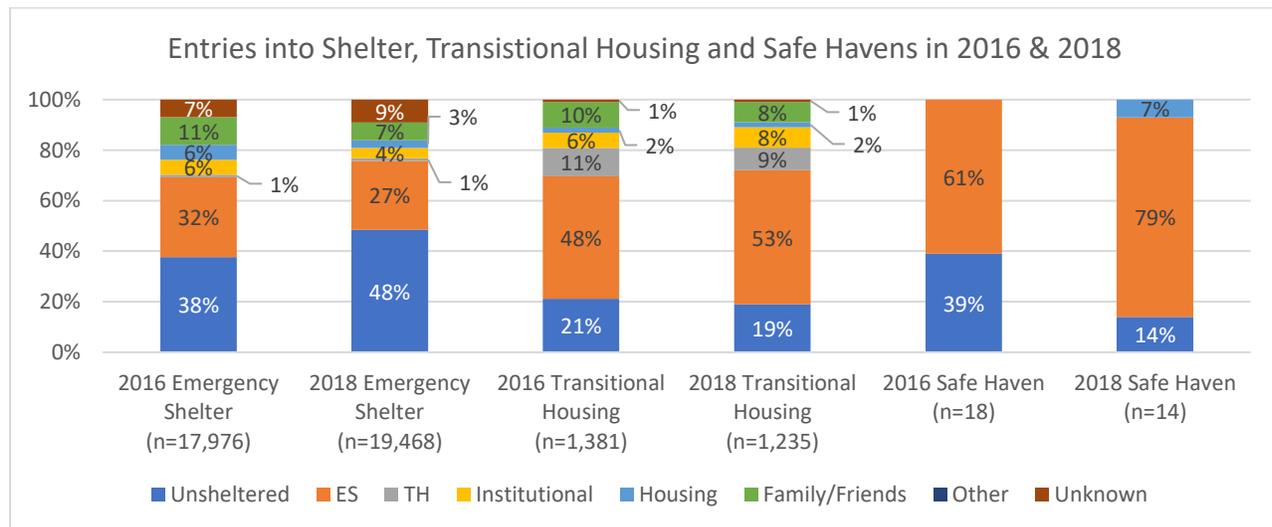
Prior Living Situation

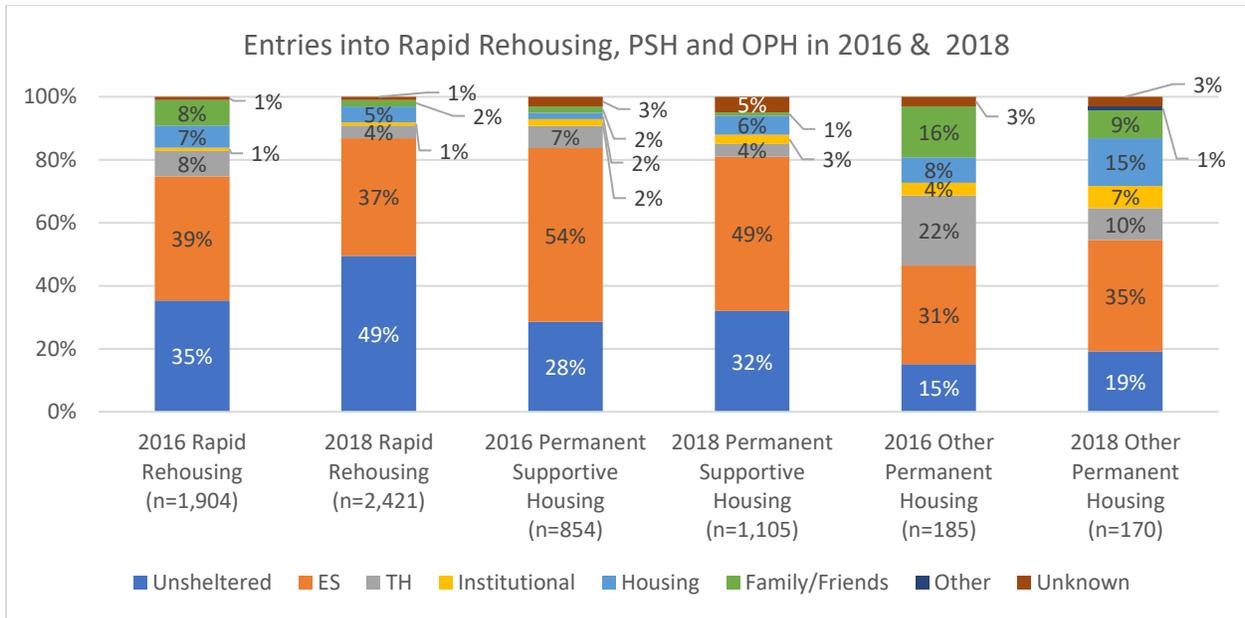
Household Entries from Homeless Prior Living measures the effectiveness of program targeting in that programs should be focusing on serving people who are literally homeless: unsheltered or living in emergency shelters. The most effective use of system resources is prioritizing homeless households for beds while providing prevention for those who are still housed and diverting as many other people as possible from entering the system. Many households could be diverted from entering the homeless system with some assistance to remain in their current housing or move directly to alternative housing.

The tables and graphs below illustrate that when compared to 2016, the data suggest that households who enter emergency shelter, transitional housing, rapid rehousing, and other permanent housing programs in 2018 are more likely to have come from literal homelessness. In particular, entries from housed locations (including unstable housing) have decreased for emergency shelter, transitional housing, and rapid rehousing projects.

Project Type	2016 Prior Living Situation						
	% Unsh/ES	% TH	% Inst	% Housed	% Fam/Fr	% Other	% Unknown
Emergency Shelter	69%	1%	6%	6%	11%	0%	7%
Transitional Housing	69%	11%	6%	2%	10%	0%	1%
Safe Haven	100%	0%	0%	0%	0%	0%	0%
Rapid Rehousing	75%	8%	1%	7%	8%	0%	1%
Permanent Supportive Housing	82%	7%	2%	2%	2%	0%	3%
Other Permanent Housing	46%	22%	4%	8%	16%	0%	3%

Project Type	2018 Prior Living Situation						
	% Unsh/ES	% TH	% Inst	% Housed	% Fam/Fr	% Other	% Unknown
Emergency Shelter	75%	1%	4%	3%	7%	0%	9%
Transitional Housing	73%	9%	8%	2%	8%	0%	1%
Safe Haven	93%	0%	0%	7%	0%	0%	0%
Rapid Rehousing	86%	4%	1%	5%	2%	0%	1%
Permanent Supportive Housing	81%	4%	3%	6%	1%	0%	5%
Other Permanent Housing	55%	10%	7%	15%	9%	1%	3%





The tables and graphs above also reflect a high percentage of entries into emergency shelter projects that were “unknown”, a data quality issue evident in both 2016 and 2018. Although no data was missing,⁵¹ known data is necessary to fully understanding project performance. “Unknown” data shows the percent of entries that do not reflect meaningful or useful responses for assessing performance. Unknown data includes: “data not collected,” “client doesn’t know,” “client refused,” “no exit interview conducted,” and “unknown.” Higher percentages of unknown responses, therefore, suggest that data is not reflected in HMIS in a useful manner (responses not useful to performance measurement and system improvement).

Exit Destination

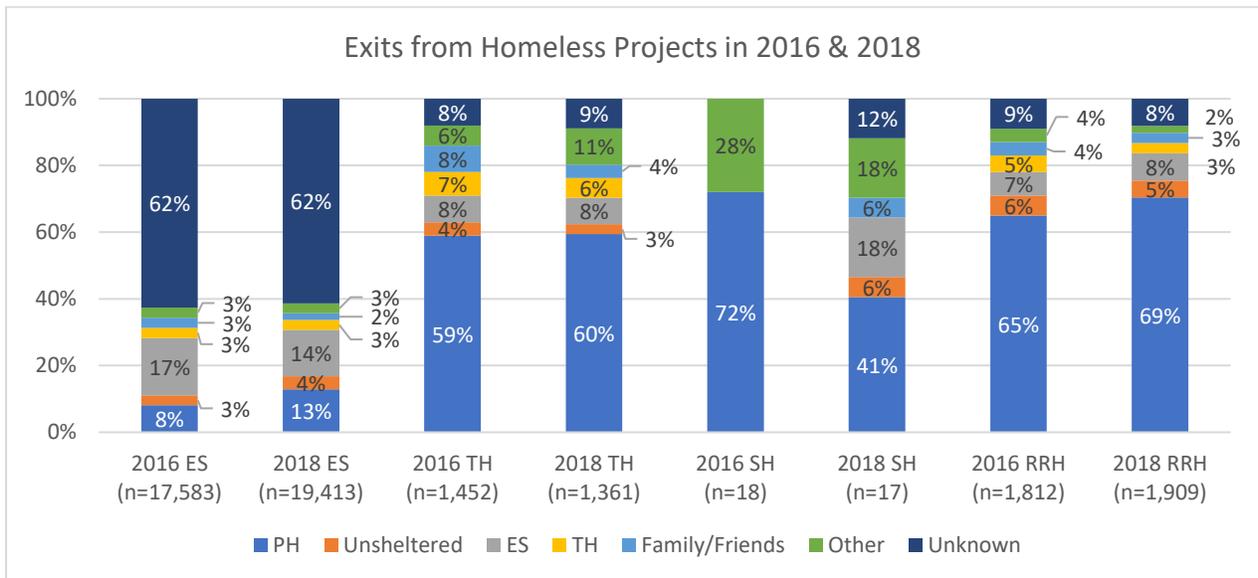
Rate of Exit to Permanent Housing is a measure that allows programs to think about how best to increase the rate at which homeless people exit programs into housing. This is one of the most important ways a community can reduce homelessness. The tables and graph below show the exit destinations for households who exited in 2016 and 2018. Since permanent supportive housing and other permanent housing projects are intended to be permanent destinations, exit destinations are not analyzed for these project types. While permanent housing exits increased slightly for both emergency shelter and rapid rehousing projects, they are still lower than in high performing systems.

With respect to overall exit destination, there are no missing values which indicates good data entry. Again, a very high percentage of the destination values being entered are to unknown destinations, especially in emergency shelters. Capturing accurate destination data is crucial for measuring permanent housing outcomes.

⁵¹ Missing data would indicate lack of compliance with HUD; the Seattle/King County CoC is in compliance on this measure.

2016 Exit Destinations							
Project Type	% Permanent Housing	% Unsh	% ES	% TH	% Fam/Fr	% Other	% Unknown
Emergency Shelter	8%	3%	17%	3%	3%	3%	62%
Transitional Housing	59%	4%	8%	7%	8%	6%	8%
Safe Haven	72%	0%	0%	0%	0%	28%	0%
Rapid Rehousing	65%	6%	7%	5%	4%	4%	9%

2018 Exit Destinations							
Project Type	% Permanent Housing	% Unsh	% ES	% TH	% Fam/Fr	% Other	% Unknown
Emergency Shelter	13%	4%	14%	3%	2%	3%	62%
Transitional Housing	60%	3%	8%	6%	4%	11%	9%
Safe Haven	41%	6%	18%	0%	6%	18%	12%
Rapid Rehousing	69%	5%	8%	3%	3%	2%	8%



Returns to Homelessness⁵²

This measure shows whether people who exited the system to permanent housing return to a homeless program within 6 months; it identifies whether programs are helping people into housing placements that “stick”. Reducing lengths of stay and increasing rates of exit to permanent housing must be balanced with ensuring that people who exit programs do not return to homelessness. Assessing this measure can

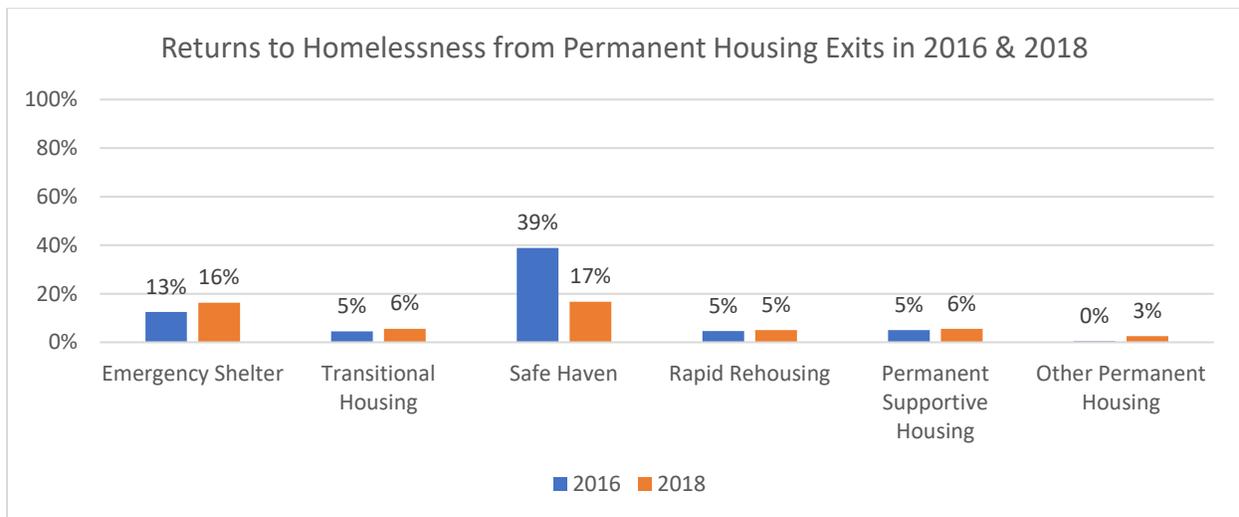
⁵² For this measure, all non-consenting enrollments were excluded.

help alleviate concerns that serving higher needs clients and/or helping them exit to housing more quickly could result in housing placements that are not stable.

High rates of return can indicate that households are not receiving sufficient support to stabilize in their housing or are not being matched to the appropriate intensity of intervention (i.e. they may need PSH but are matched to RRH). However, in a system that is truly housing first-oriented, it is to be expected that some number of people who are assisted to secure housing will experience a return to homelessness. A very low rate of return can mean that programs are being too conservative and could target assistance to people with higher needs.

In Seattle/King County, the data in the table and graph below suggest that returns to homelessness remained relatively stable between 2016 and 2018.

Project Type	Returns to Homelessness	
	2016	2018
Emergency Shelter	13%	16%
Transitional Housing	5%	6%
Safe Haven	39%	17%
Rapid Rehousing	5%	5%
Permanent Supportive Housing	5%	6%
Other Permanent Housing	0%	3%



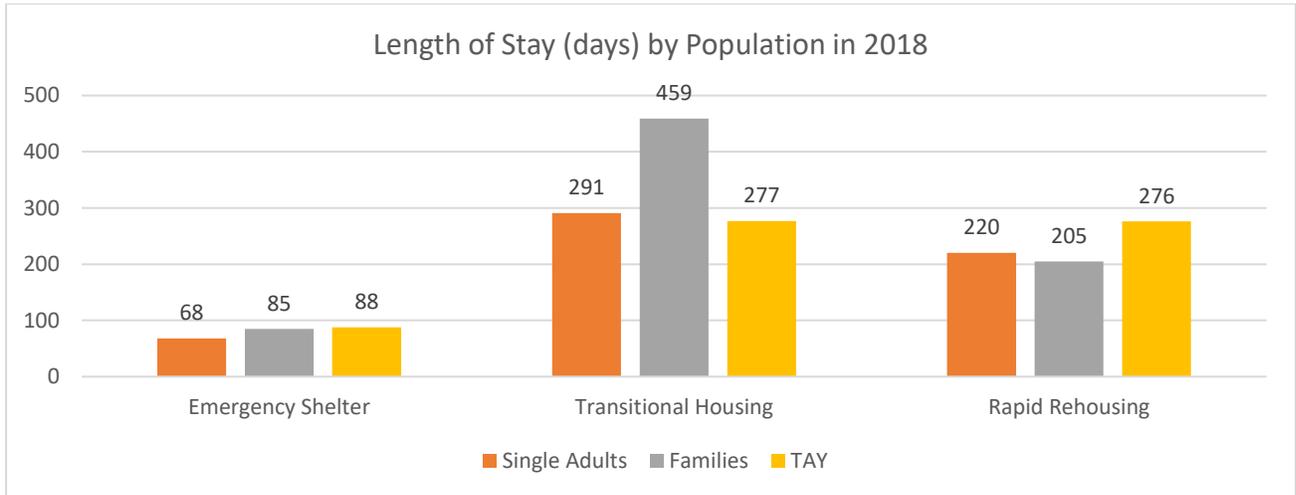
Project Type Performance: Comparing Populations

In this section, we present each of the performance metrics by population. The graphs below illustrate length of stay, entries, exits, and returns⁵³ for single adults, families, and TAY households by project type.

⁵³ Utilization rate is not included here because it is project-specific rather than population-specific.

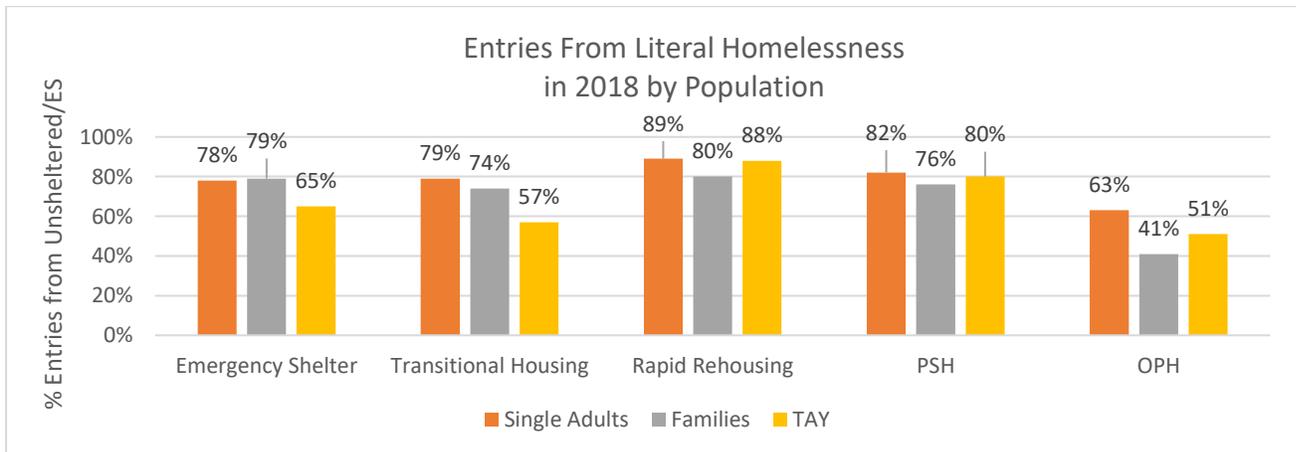
Length of Stay

The graph below shows the average length of stay by population. Family households have extremely long lengths of stay in transitional housing with the average length of stay well over a year. Although TAY households have the longest length of stay in rapid rehousing, the average is still within nine months which is reasonable for this project type.



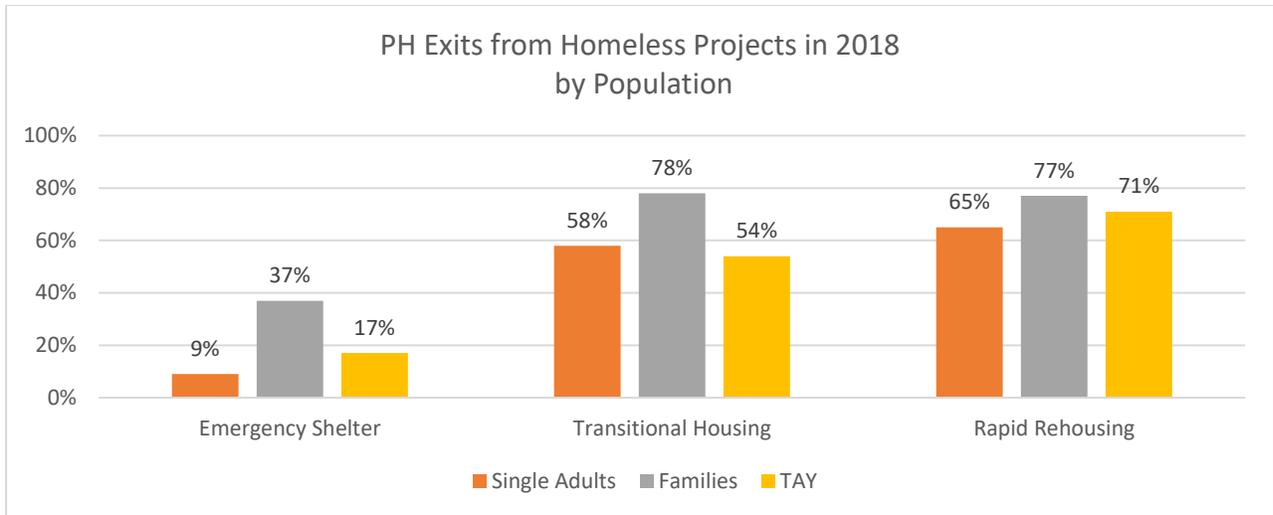
Prior Living Situation

Entries from literal homelessness, prior living situations of unsheltered and emergency shelter, were analyzed by populations for each project type. TAY households have the lowest rate of entry from literal homelessness into emergency shelter and transitional housing projects. Literal homeless entries into rapid rehousing projects are high for all populations, although lowest for families.



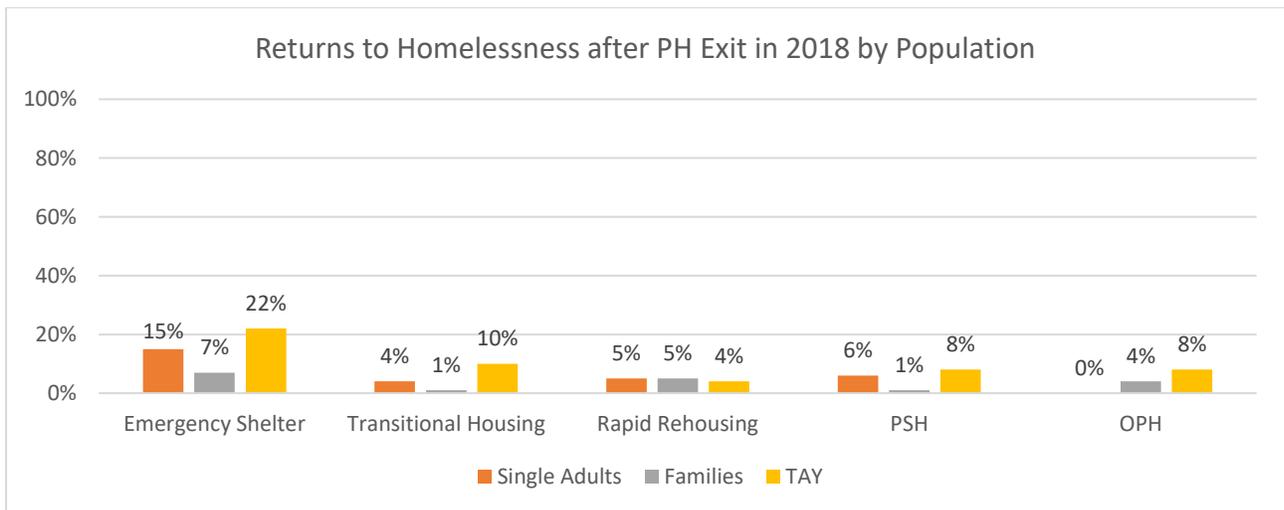
Exit Destination

As seen in the graph below, families have the highest rate of permanent housing exits from all project types. A permanent housing exit rate of 37% from emergency shelter is especially positive when considered with the high rate of entries from literal homelessness.



Returns to Homelessness

The highest rates of return to homelessness, for all populations, occur after a permanent housing exit from emergency shelter. Youth households, in particular, have high return rates from emergency shelter and transitional housing projects at 21% and 10% respectively. Single adult households also have a high return rate from emergency shelter projects.



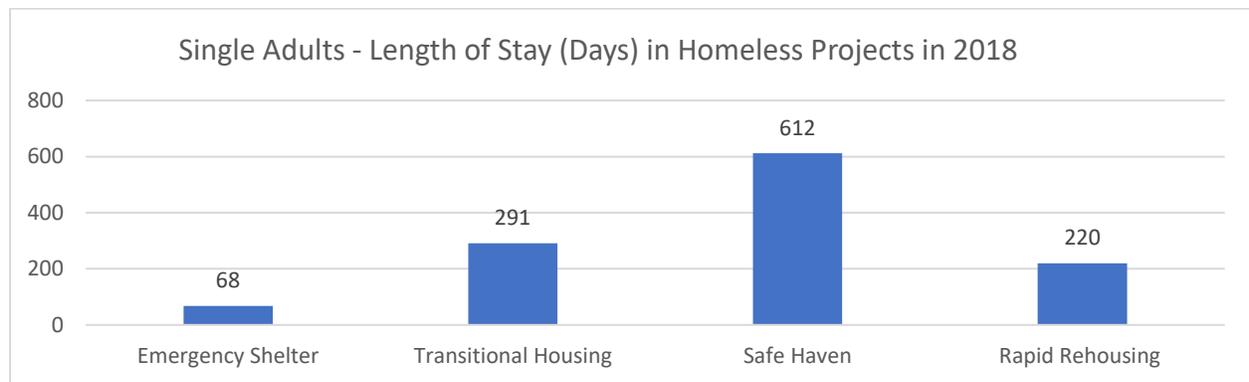
Project Type Performance for Single Adults (Aged 25 and Older)

Based on the household member count variable, there were 31,383 records with one household member in FY 2017-2018 data. After removing TAY households and households without a date of birth the total dataset for single adults age 25 and older contained 26,911 records. Outcomes on each performance measure are detailed below. In general, performance for single adults 25 and older mirrors that of the overall 2018 performance.

Length of Stay

The table and graph below show the average length of stay for single adult households who exited in 2018. Single adult households have relatively long lengths of stay in transitional housing and rapid rehousing projects.

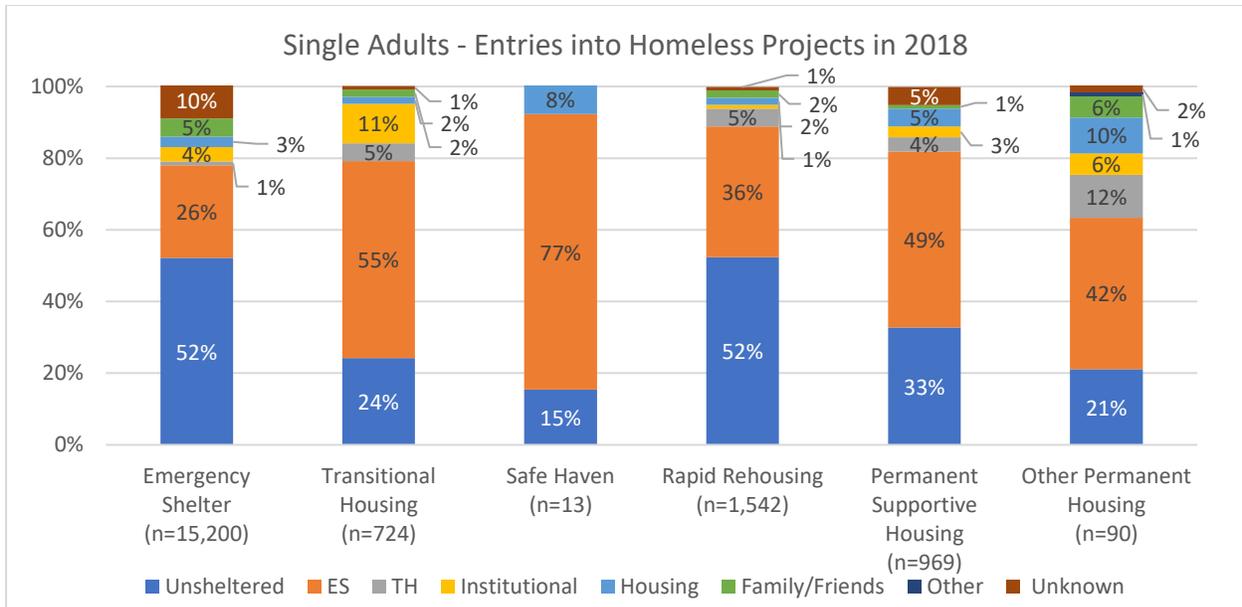
Project Type	Length of Stay
	2018
Emergency Shelter	68
Transitional Housing	291
Safe Haven	612
Rapid Rehousing	220



Prior Living Situation

The majority of single adults entering homeless projects in 2018 enter from literal homeless locations (unsheltered and emergency shelters). Emergency shelter projects also have a high percentage of entries from unknown prior living situations. Emergency shelter and rapid rehousing projects have the highest percentage of entries from unsheltered locations.

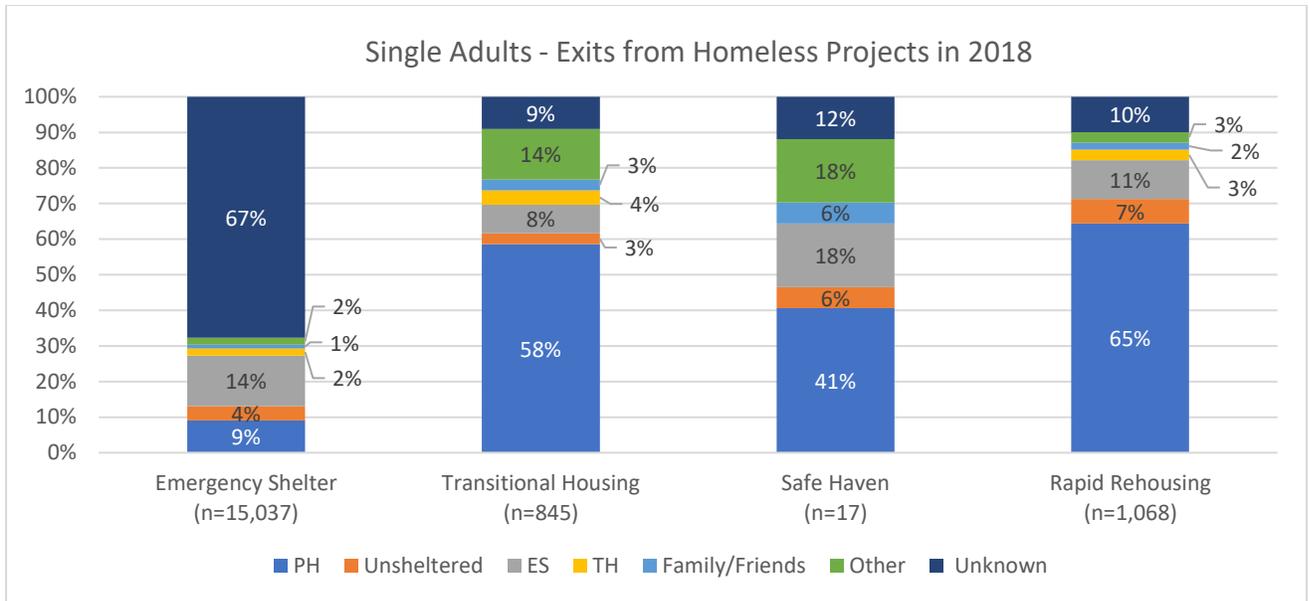
Project Type	2018 Prior Living Situation						
	% Unsh/ES	% TH	% Inst	% Housed	% Fam/Fr	% Other	% Unknown
Emergency Shelter	78%	1%	4%	3%	5%	0%	10%
Transitional Housing	79%	5%	11%	2%	2%	0%	1%
Safe Haven	92%	0%	0%	8%	0%	0%	0%
Rapid Rehousing	89%	5%	1%	2%	2%	0%	1%
Permanent Supportive Housing	82%	4%	3%	5%	1%	0%	5%
Other Permanent Housing	63%	12%	6%	10%	6%	1%	2%



Exit Destination

Single adults exiting every project type had very low rates of exits to permanent housing in 2018. In addition, unknown exit destinations are exceptionally high for single adult households who exited from emergency shelter.

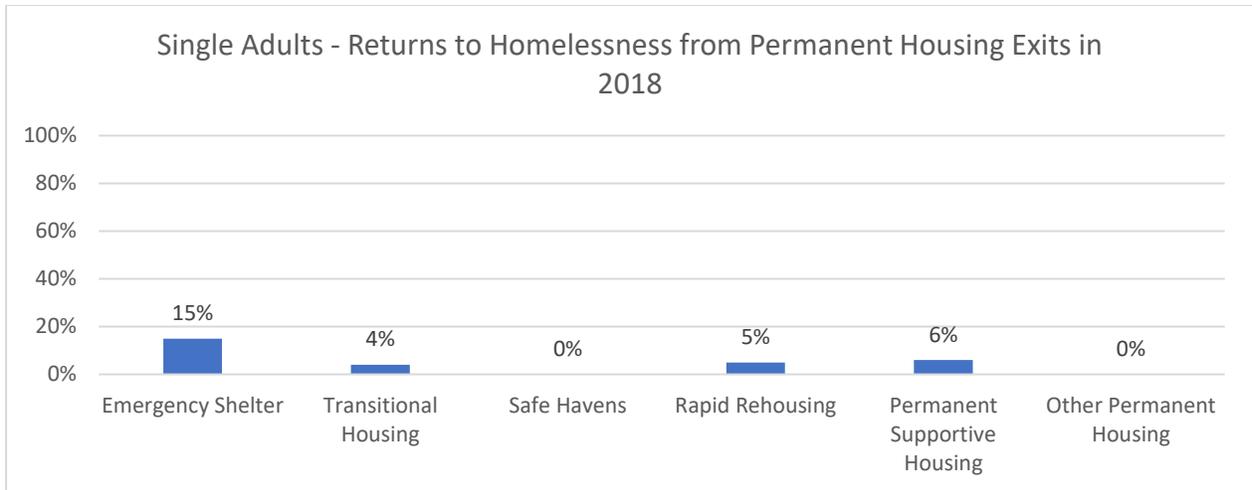
Project Type	2018 Exit Destinations						
	% Permanent Housing	% Unsheltered	% ES	% TH	% Fam/Fr	% Other	% Unknown
Emergency Shelter	9%	4%	14%	2%	1%	2%	67%
Transitional Housing	58%	3%	8%	4%	3%	14%	9%
Safe Haven	41%	6%	18%	0%	6%	18%	12%
Rapid Rehousing	65%	7%	11%	3%	2%	3%	10%



Returns to Homelessness

The following table and graph show the percentage of single adults who exit from each project type to permanent housing and return to homelessness within six months. Single adults most often return after exiting emergency shelter projects. Returns rates higher than 10% are not necessarily cause for concern as they may be an indication of deep targeting.

Project Type	Returns to Homelessness
	2018
Emergency Shelter	15%
Transitional Housing	4%
Safe Havens	0%
Rapid Rehousing	5%
Permanent Supportive Housing	6%
Other Permanent Housing	0%



Project Type Performance for Family Households (Households with Two or More People)

The HMIS data for fiscal year 2017-2018 contained 4,117 records for heads of households of at least two household members.⁵⁴ Of those, 583 records were excluded because they were TAY households (n=572) or were missing date of birth (n=11), leaving a total of 3,534 family records for analysis.

Length of Stay

Family households stayed, on average, well over a year in transitional housing projects.

Project Type	Length of Stay
	2018
Emergency Shelter	85
Transitional Housing	459
Rapid Rehousing	205

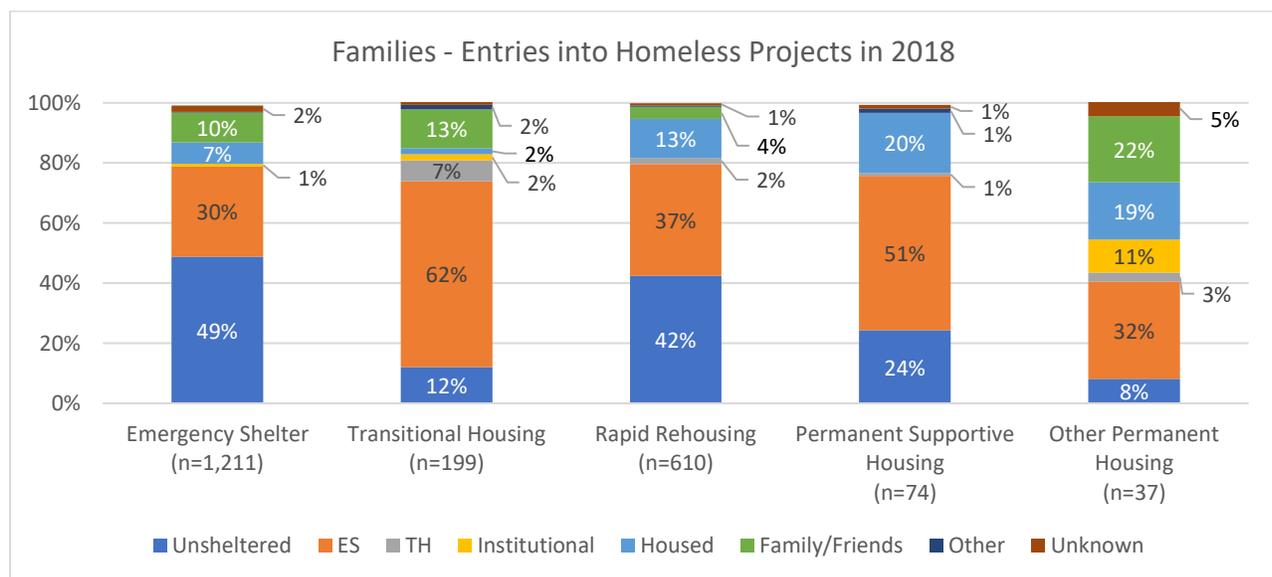
⁵⁴ Focus Strategies assumed that households of two or more people are family households.



Prior Living Situation

Approximately 20% of family households enter homeless projects from housed locations (including unstably housed). It might be useful for the system to target these households for diversion.

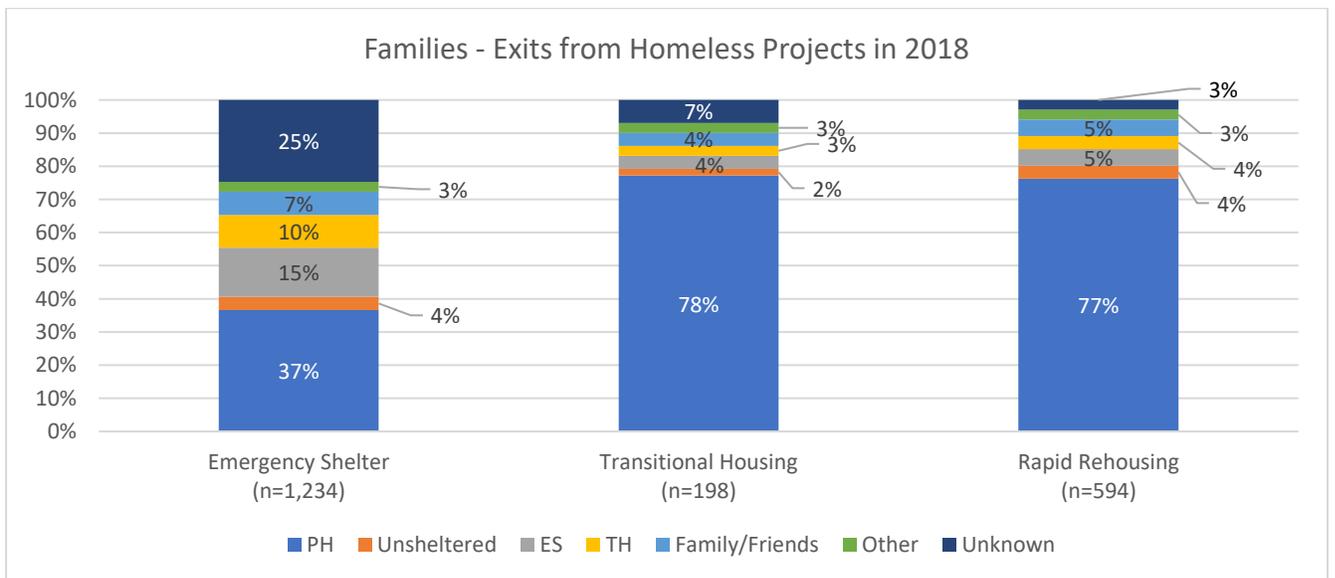
Project Type	2018 Prior Living Situation						
	% Unsh/ES	% TH	% Inst	% Housed	% Fam/Fr	% Other	% Unknown
Emergency Shelter	79%	0%	1%	7%	10%	0%	2%
Transitional Housing	74%	7%	2%	2%	13%	2%	2%
Rapid Rehousing	80%	2%	0%	13%	4%	0%	1%
Permanent Supportive Housing	76%	1%	0%	20%	0%	1%	1%
Other Permanent Housing	41%	3%	11%	19%	22%	0%	5%



Exit Destination

Family households have relatively high rates of exit from shelter to permanent housing. Exits from transitional housing and rapid rehousing, while better than the single adult exit rate, should both be improved to at least 80%-85% for more effective system flow.

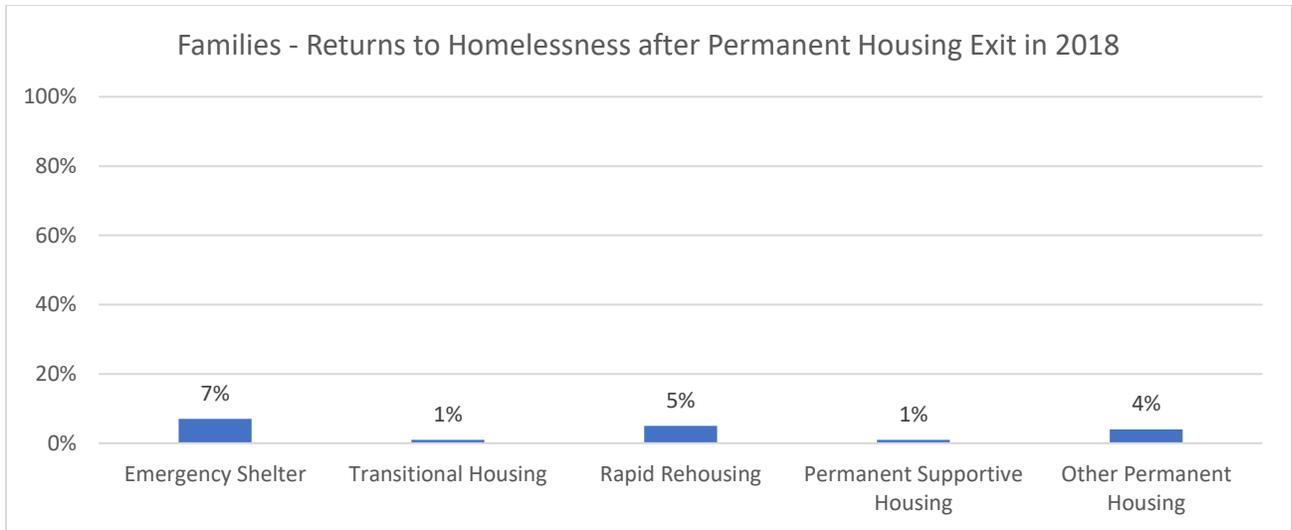
Project Type	2018 Exit Destinations						
	% Permanent Housing	% Unsh	% ES	% TH	% Fam/Fr	% Other	% Unknown
Emergency Shelter	37%	4%	15%	10%	7%	3%	25%
Transitional Housing	78%	2%	4%	3%	4%	3%	7%
Rapid Rehousing	77%	4%	5%	4%	5%	3%	3%



Returns to Homelessness

Family households have relatively low return rates after exiting to permanent housing. The table and graph below show that a small percentage of households with two or more people who exit to permanent housing return to homelessness within six months.

Project Type	Returns to Homelessness
	2018
Emergency Shelter	7%
Transitional Housing	1%
Rapid Rehousing	5%
Permanent Supportive Housing	1%
Other Permanent Housing	4%



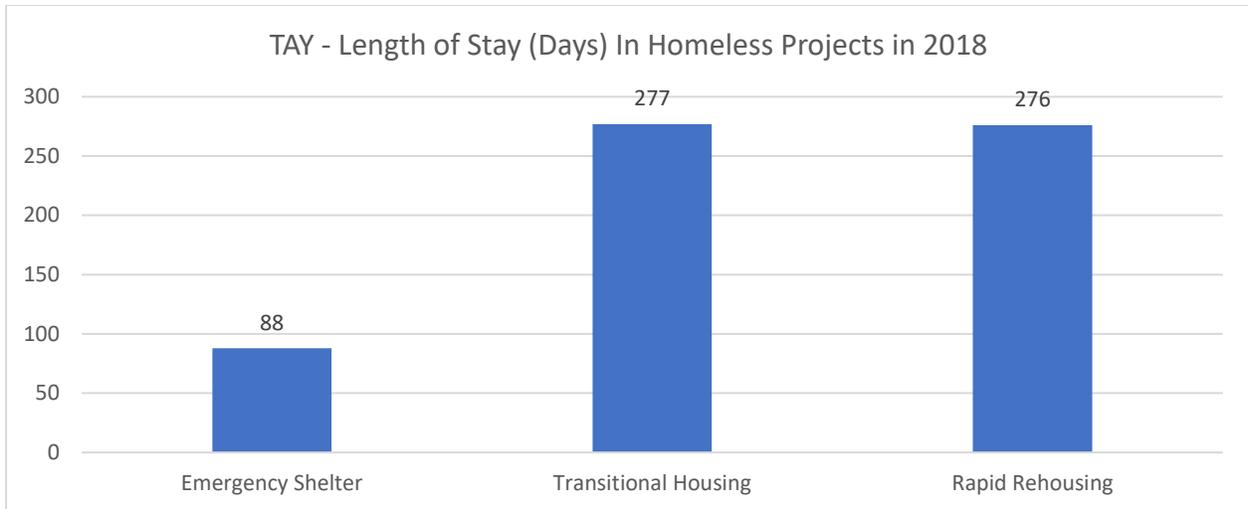
Project Type Performance for Transition Aged Youth (TAY; Heads of Household Aged 18 to 24)

In 2018 there were 4,455 records with the head of household’s age at entry between 18 and 24 (TAY). Of those records, 3,883 (87%) were single adult households and 572 (13%) were households with at least two people.

Length of Stay

Youth households have very long lengths of stay in shelter, transitional housing, and rapid rehousing; which is not unusual for this population.

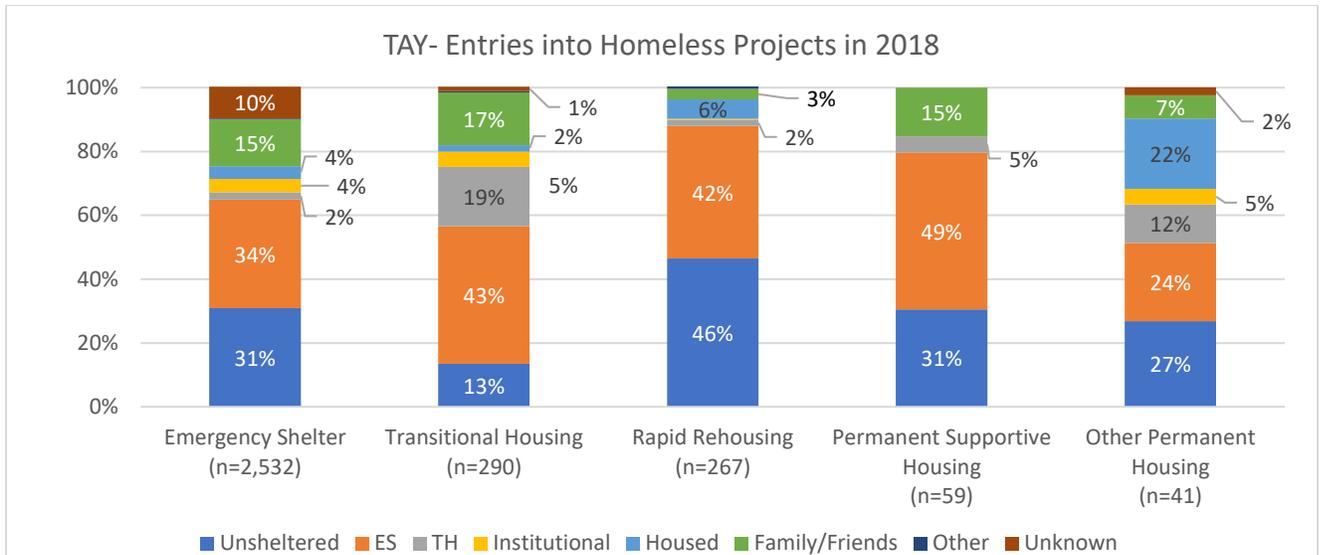
Project Type	Length of Stay
	2018
Emergency Shelter	88
Transitional Housing	277
Rapid Rehousing	276



Prior Living Situation

Although the majority of TAY entries into each project type are from literally homeless situations, a relatively high proportion also enter from housed situations (also an expected result for TAY). It is noteworthy that almost 20% of TAY enter transitional housing from another transitional housing project; this result bears further investigation of the reason for apparent “hopping” from one program to another. Finally, there is a high rate of “unknown” prior living from shelter; emergency shelter projects are not capturing meaningful prior living data for 10% of entries.

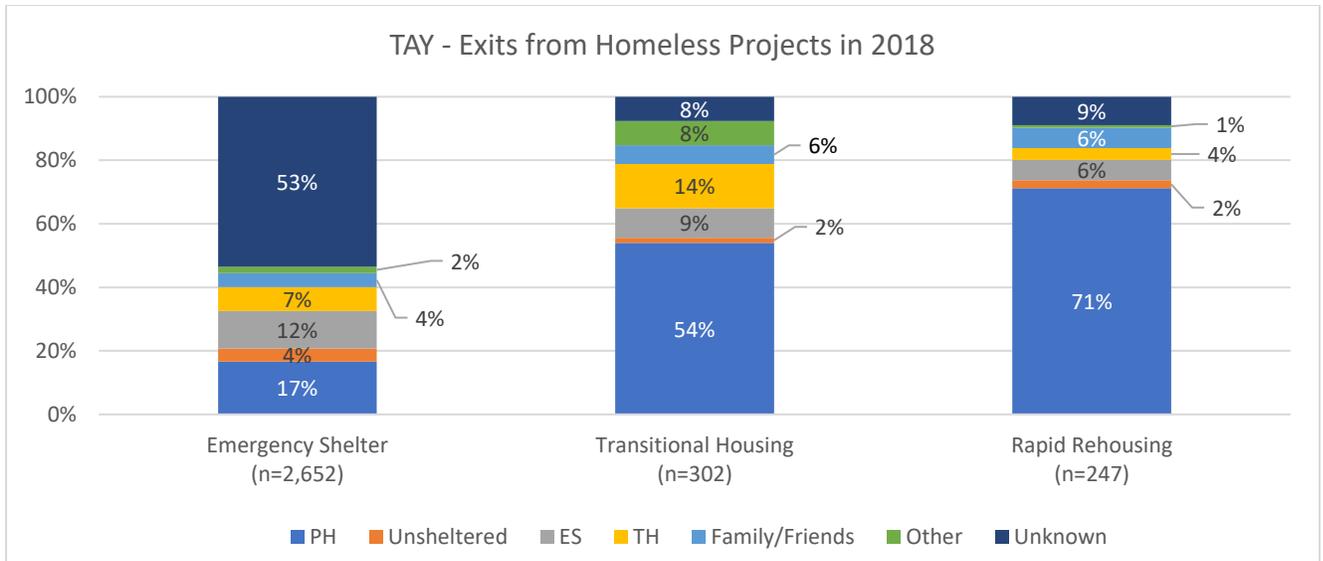
Project Type	2018 Prior Living Situation						
	% Unsh/ES	% TH	% Inst	% Housed	% Fam/Fr	% Other	% Unknown
Emergency Shelter	65%	2%	4%	4%	15%	0%	10%
Transitional Housing	57%	19%	5%	2%	17%	0%	1%
Rapid Rehousing	88%	2%	0%	6%	3%	1%	0%
Permanent Supportive Housing	80%	5%	0%	0%	15%	0%	0%
Other Permanent Housing	51%	12%	5%	22%	7%	0%	2%



Exit Destination

Rapid rehousing appears to be most successful for TAY exiting to permanent housing with 71% going to permanent housing locations. Exit destinations, like prior living locations, indicate that youth households are moving between transitional housing projects. Again, there is a high rate of “unknown” exit destination from shelter with 53% of destination being unknown.

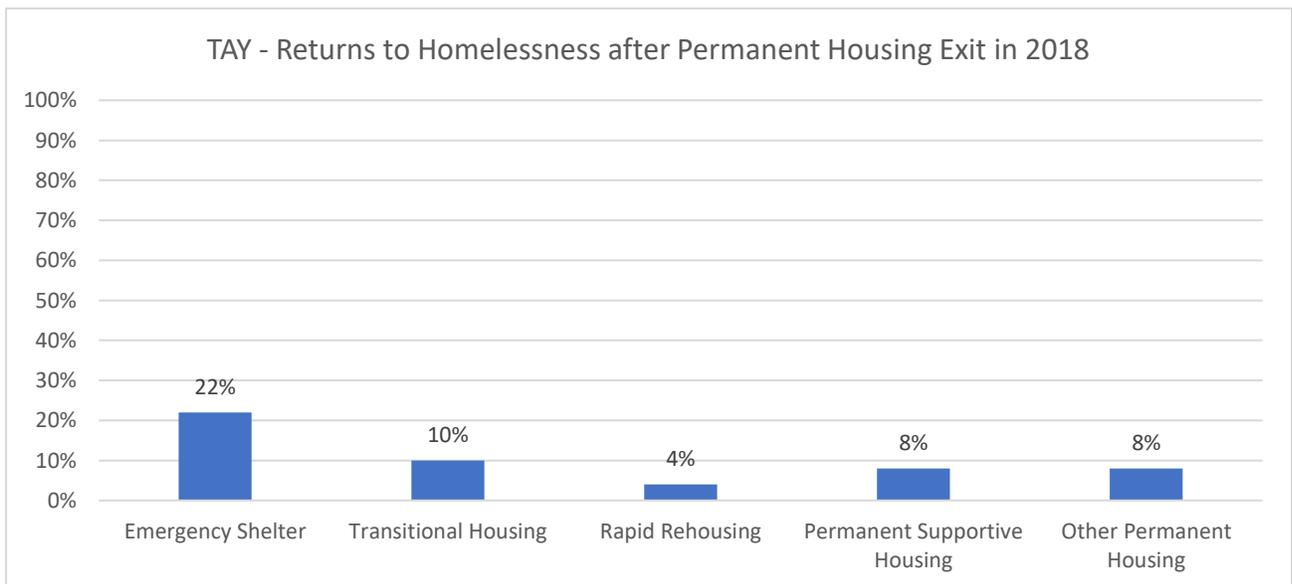
Project Type	2018 Exit Destinations						
	% Permanent Housing	% Unsh	% ES	% TH	% Fam/Fr	% Other	% Unknown
Emergency Shelter	17%	4%	12%	7%	4%	2%	53%
Transitional Housing	54%	2%	9%	14%	6%	8%	8%
Rapid Rehousing	71%	2%	6%	4%	6%	1%	9%



Returns to Homelessness

Youth households have high rates of return to homelessness after permanent housing exits from emergency shelter and transitional housing projects.

Project Type	Returns to Homelessness
	2018
Emergency Shelter	22%
Transitional Housing	10%
Rapid Rehousing	4%
Permanent Supportive Housing	8%
Other Permanent Housing	8%



The Relationship of Demographic Characteristics to System Performance

Focus Strategies evaluated the extent to which demographic characteristics (age, race, ethnicity, and gender) were related to performance measures in all project types in 2018.⁵⁵ The analyses are presented in two sections; single adult households and households with two or more people. Each section includes a table that shows all analyses conducted for each population. An “X” in the table indicates where significant impacts of age, race, ethnicity, or gender were found. The cells that are completely blacked out indicate analyses that were not run (e.g., length of stay is not a performance measure we look at for permanent supportive housing).

The Relationship of Demographic Characteristics to Performance for Single Adults

		Prior Living	Returns	Length of Stay	Exit Destination
Emergency Shelter	Age	X	X	X	X
	Race				X
	Ethnicity	X			
	Gender	X		X	X
Transitional Housing	Age	X	X	X	X
	Race	X	X		
	Ethnicity				
	Gender	X		X	X
Rapid Rehousing	Age	X		X	
	Race	X		X	X
	Ethnicity				
	Gender	X		X	X
Permanent Supportive Housing	Age				X
	Race	X			
	Ethnicity				
	Gender				

Single Adults and Emergency Shelter

Age, gender, race, and ethnicity were all related to emergency shelter performance for single adults, with age and gender appearing to have the broadest impact. The table and graphs below illustrate these differences.

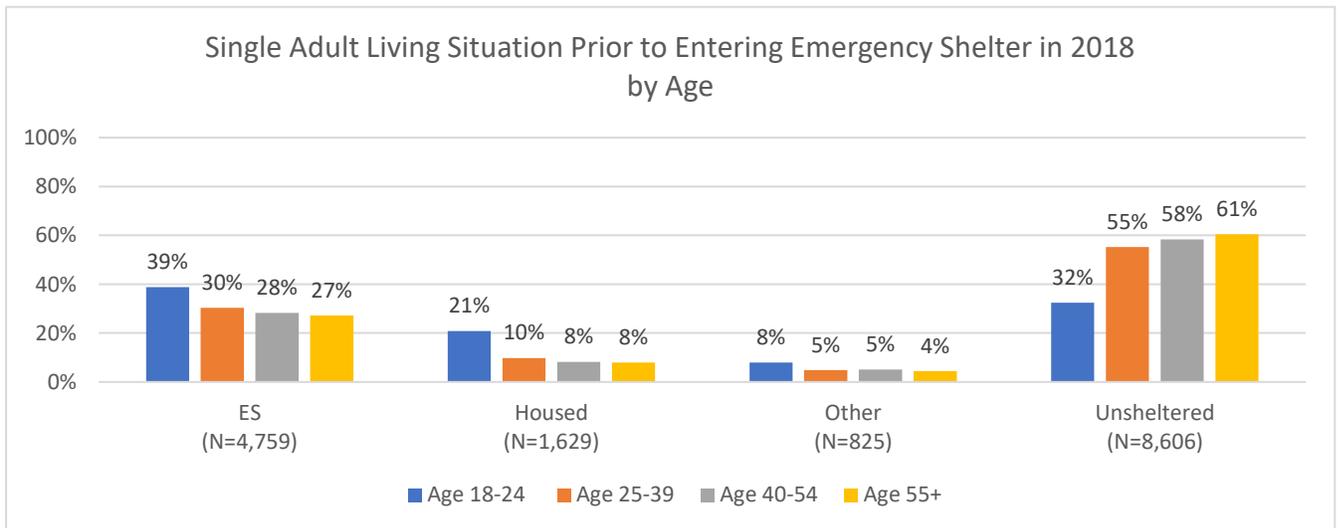
Prior Living Situation

Prior living situation differed based on single adult age category, ethnicity, and gender. Specifically, TAY were somewhat more likely to have a prior living situation of housing or emergency shelter, and less likely

⁵⁵ Safe haven projects were combined with emergency shelters to provide large enough numbers for analysis.

to be unsheltered. Non-LatinX people were somewhat more likely to enter emergency shelter from an unsheltered situation. Finally, men are more likely to enter from unsheltered situations while women are more likely to enter from emergency shelters.

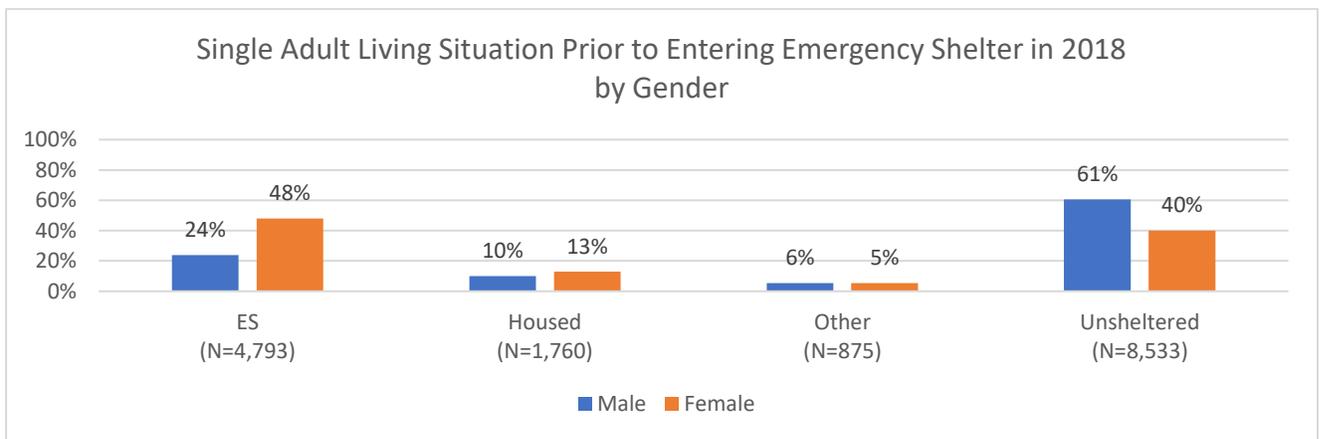
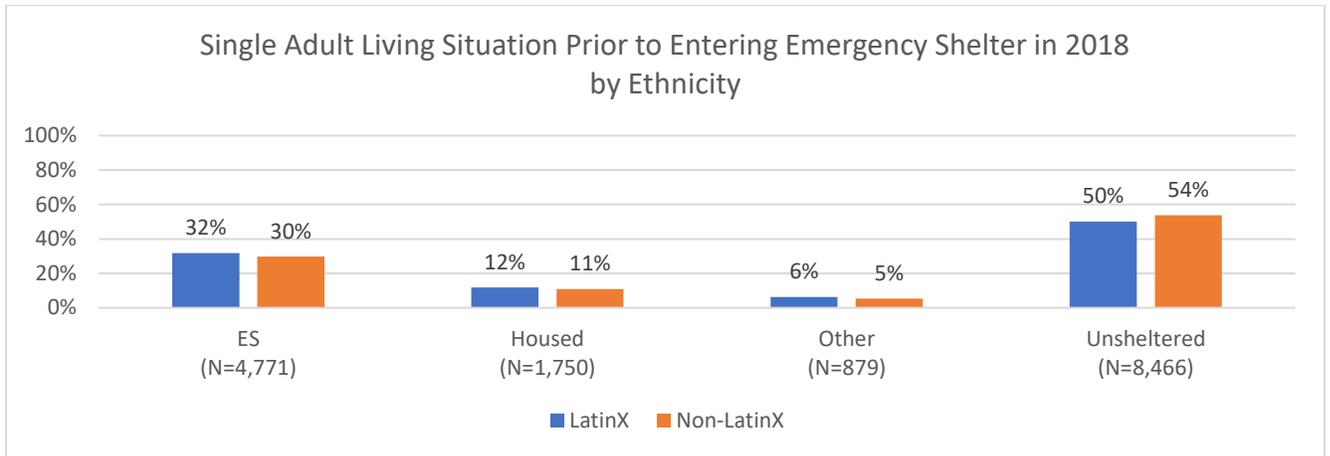
Characteristic	N	Prior Living Situation			
		ES	Housed	Other	Unsheltered
Age	Sig⁵⁶	(N=4,759)	(N=1,629)	(N=825)	(N=8,606)
18-24	2,093	38.8%	20.8%	7.9%	32.4%
25-39	4,939	30.3%	9.8%	4.8%	55.2%
40-54	5,425	28.3%	8.2%	5.1%	58.4%
55+	3,362	27.2%	7.9%	4.4%	60.5%
Race	Not Sig	(N=4,545)	(N=1,696)	(N=845)	(N=7,913)
White	7,787	29.6%	11.4%	5.7%	53.3%
Black or African American	4,748	29.6%	11.1%	5.1%	52.9%
Other	2,464	31.3%	11.4%	6.6%	50.6%
Ethnicity	Sig⁵⁷	(N=4,771)	(N=1,750)	(N=879)	(N=8,466)
LatinX	1,589	31.7%	11.9%	6.3%	50.1%
Non-LatinX	14,007	29.8%	10.9%	5.4%	53.8%
Gender	Sig⁵⁸	(N=4,793)	(N=1,760)	(N=875)	(N=8,533)
Male	10,413	23.9%	10.0%	5.5%	60.6%
Female	5,548	48.1%	13.0%	5.4%	40.1%



⁵⁶ $\chi^2(9)=597.71, p<.001.$

⁵⁷ $\chi^2(3)=9.75, p<.05.$

⁵⁸ $\chi^2(3)=685.71, p<.001.$



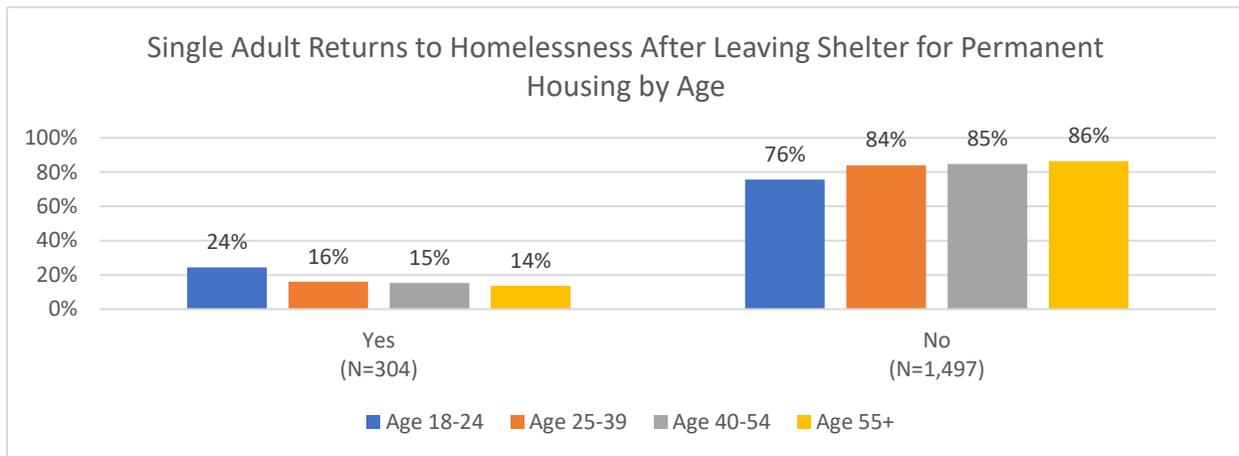
Returns to Homelessness

We also found that returns to homelessness were impacted by age whereby TAY were more likely to return to homelessness after an exit to permanent housing.

Characteristic	N	Yes	No
Age	Sig⁵⁹	(N=304)	(N=1,497)
18-24	371	24.3%	75.7%
25-39	407	16.0%	84.0%
40-54	584	15.2%	84.8%
55+	439	13.7%	86.3%
Race	Not Sig	(N=300)	(N=1,486)
White	832	16.2%	83.8%
Black or African American	650	15.5%	84.5%
Other	304	21.1%	78.9%

⁹ X²(3)=18.99, p<.001.

Characteristic	N	Yes	No
Ethnicity	Not Sig	(N=308)	(N=1,550)
LatinX	215	15.3%	84.7%
Non-LatinX	1,643	16.7%	83.3%
Gender	Not Sig	(N=303)	(N=1,569)
Male	1,240	17.2%	82.8%
Female	632	14.2%	85.8%



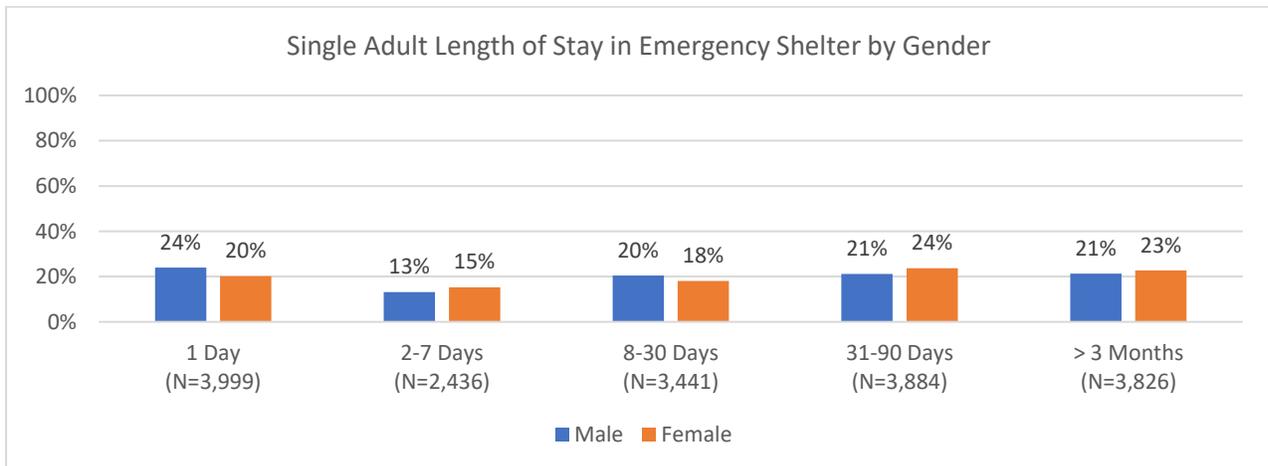
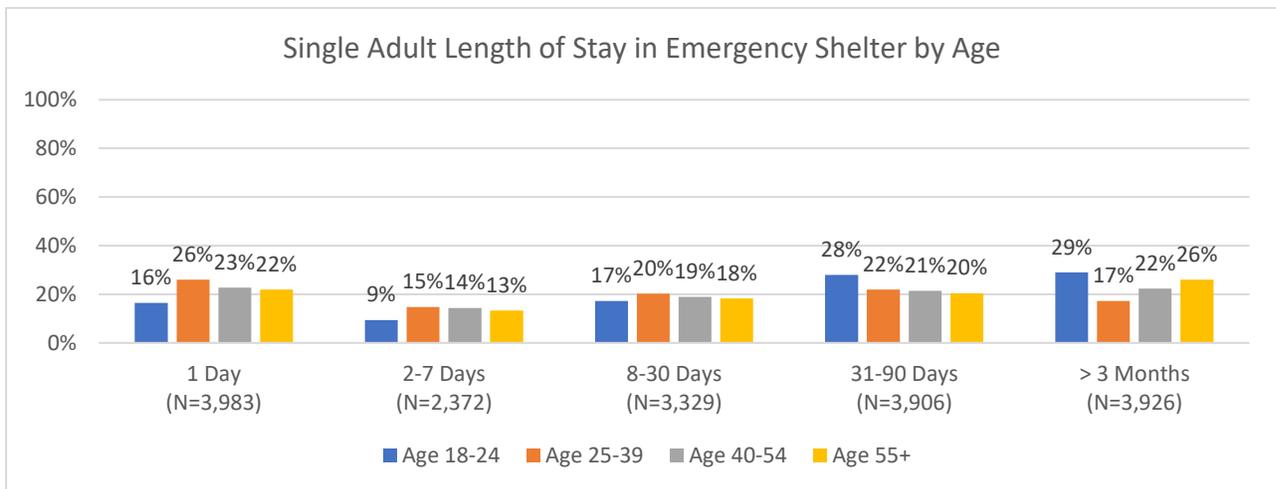
Length of Stay

The data below display differences in length of stay at emergency shelters based on both age and gender. Specifically, TAY are more likely to have longer stays than other age groups. Additionally, it appears that males have somewhat shorter stays than females.

Characteristic	N	1 Day	2-7 Days	8-30 Days	31-90 Days	> 3 Months
Age	Sig⁶⁰	(N=3,983)	(N=2,372)	(N=3,329)	(N=3,906)	(N=3,926)
18-24	2,469	16.4%	9.4%	17.2%	28.0%	29.0%
25-39	5,517	26.0%	14.7%	20.2%	21.9%	17.2%
40-54	5,969	22.8%	14.4%	19.0%	21.4%	22.4%
55+	3,561	22.0%	13.3%	18.3%	20.4%	26.0%
Race	Not Sig	(N=3,632)	(N=2,251)	(N=3,331)	(N=3,680)	(N=3,626)
White	8,571	22.3%	14.0%	10.3%	22.2%	21.7%
Black or African American	5,163	21.6%	13.3%	6.4%	22.5%	21.9%

⁶⁰ X²(12)=301.24, p<.001.

Characteristic	N	1 Day	2-7 Days	8-30 Days	31-90 Days	> 3 Months
Other	2,686	22.0%	13.6%	3.0%	22.9%	23.7%
Ethnicity	Not Sig	(N=3,974)	(N=2,429)	(N=3,415)	(N=3,871)	(N=3,770)
LatinX	2,057	21.8%	13.8%	20.1%	22.3%	22.1%
Non-LatinX	15,402	22.9%	13.9%	19.5%	22.2%	21.5%
Gender	Sig⁶¹	(N=3,999)	(N=2,436)	(N=3,441)	(N=3,884)	(N=3,826)
Male	11,614	24.0%	13.1%	20.4%	21.2%	21.3%
Female	5,972	20.2%	15.3%	18.0%	23.7%	22.7%



Exit Destination

⁶¹ X²(4)=65.17, p<.001.

Exit destinations⁶² from emergency shelter in 2018 are presented in the table and graphs below. Data showed significant relationships between age, gender, race, and exit destinations; TAY were most likely to exit shelter to transitional housing; single adults age 18-24 (TAY) were less likely to exit to emergency shelter; women were somewhat more likely to exit to permanent housing; men were somewhat more likely to exit to unsheltered destinations; and black/African American single adults are more likely to exit shelter to permanent housing than white single adults or those of all other races.

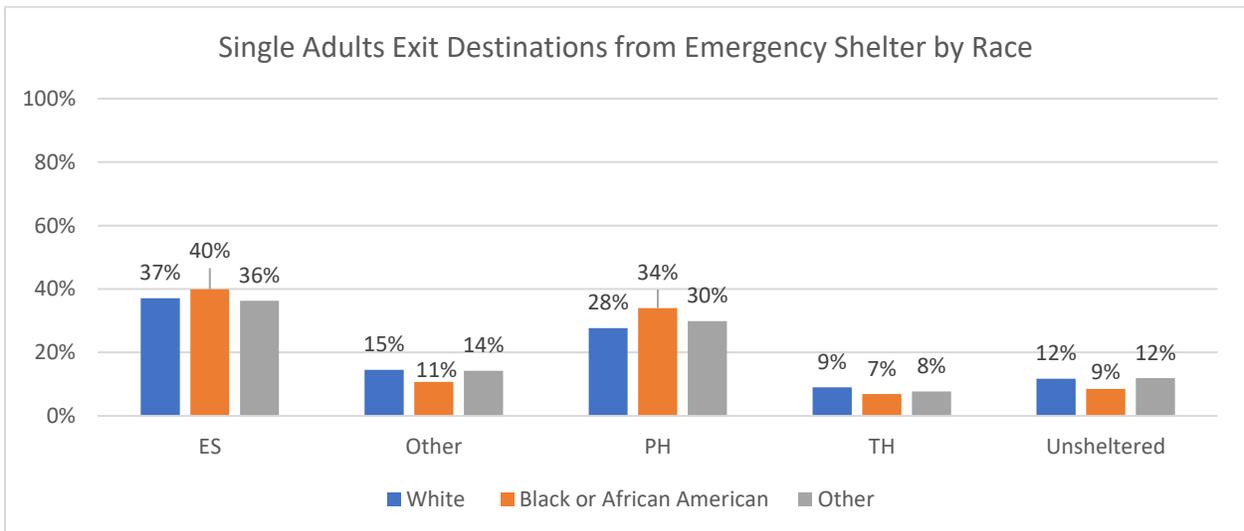
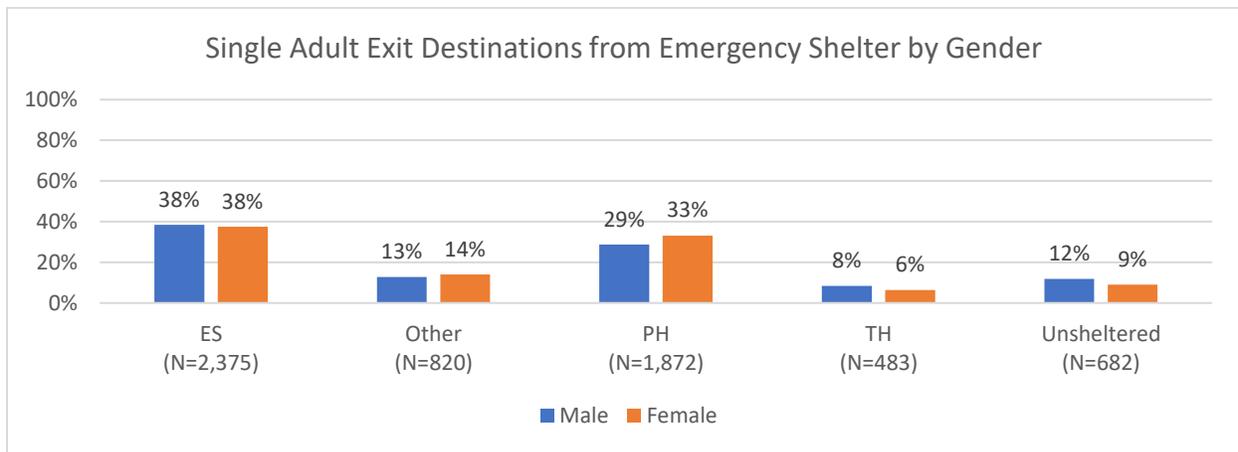
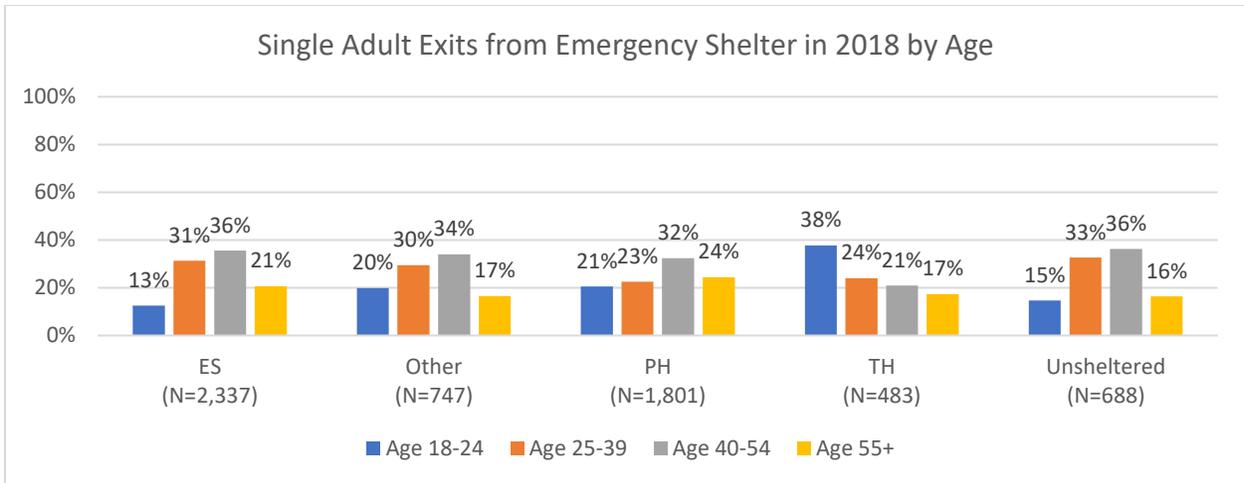
Characteristic	N	ES	Other	PH	TH	Unsheltered
Age	Sig⁶³	(N=2,337)	(N=747)	(N=1,801)	(N=483)	(N=688)
18-24	1,094	12.5%	19.9%	20.6%	37.7%	14.7%
25-39	1,698	31.3%	29.5%	22.6%	24.0%	32.6%
40-54	2,020	35.6%	34.0%	32.4%	20.9%	36.3%
55+	1,244	20.7%	16.6%	24.4%	17.4%	16.4%
Race	Sig⁶⁴	(N=2,245)	(N=783)	(N=1,786)	(N=479)	(N=634)
White	3,002	37.1%	14.5%	27.7%	9.0%	11.7%
Black or African American	1,909	39.9%	10.7%	34.0%	6.9%	8.5%
Other	1,016	36.3%	14.2%	29.9%	7.7%	11.9%
Ethnicity	Not Sig	(N=2,377)	(N=826)	(N=1,858)	(N=492)	(N=3,770)
LatinX	728	35.3%	13.2%	29.5%	9.9%	12.1%
Non-LatinX	5,502	38.5%	13.3%	29.9%	7.6%	10.7%
Gender	Sig⁶⁵	(N=2,375)	(N=820)	(N=1,872)	(N=483)	(N=682)
Male	11,614	38.4%	12.8%	28.7%	8.4%	11.8%
Female	5,972	37.5%	14.0%	33.2%	6.3%	9.0%

⁶² For this analysis, exit destinations were collapsed into the following categories: emergency shelter, transitional housing, permanent housing, unsheltered, and other (deceased, institutions, other, safe haven, friends/family temp, and hotel or motel no voucher).

⁶³ $\chi^2(16)=365.00, p<.001$.

⁶⁴ $\chi^2(8)=52.12, p<.001$.

⁶⁵ $\chi^2(4)=27.38, p<.001$.



Single Adults and Transitional Housing

Age, gender, and race were related to transitional housing performance for single adults, with age and gender appearing to have the broadest impact. The table and graphs below illustrate these differences.

Prior Living Situation

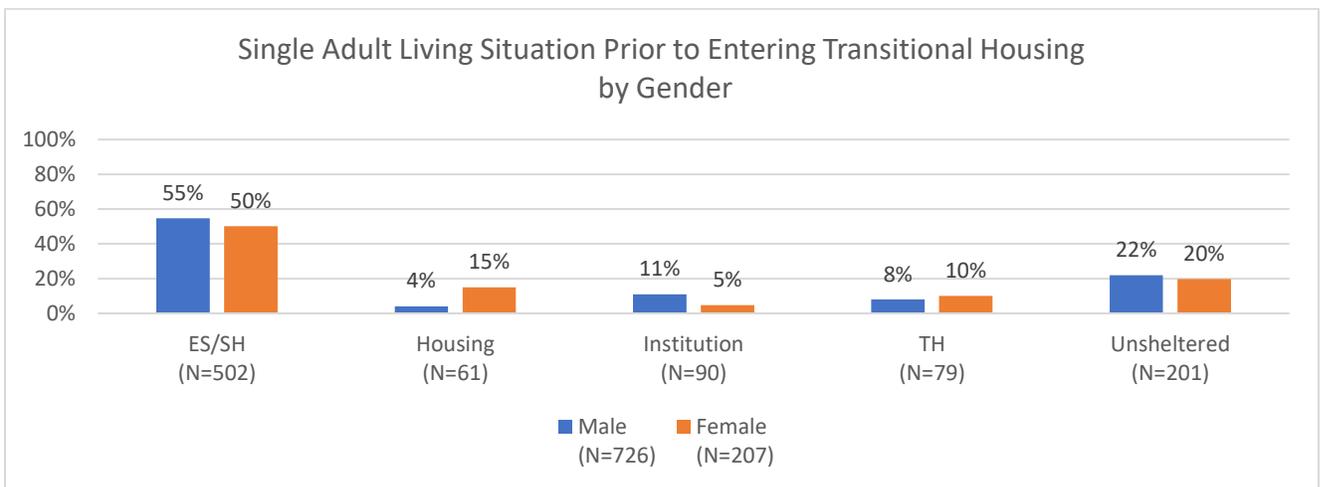
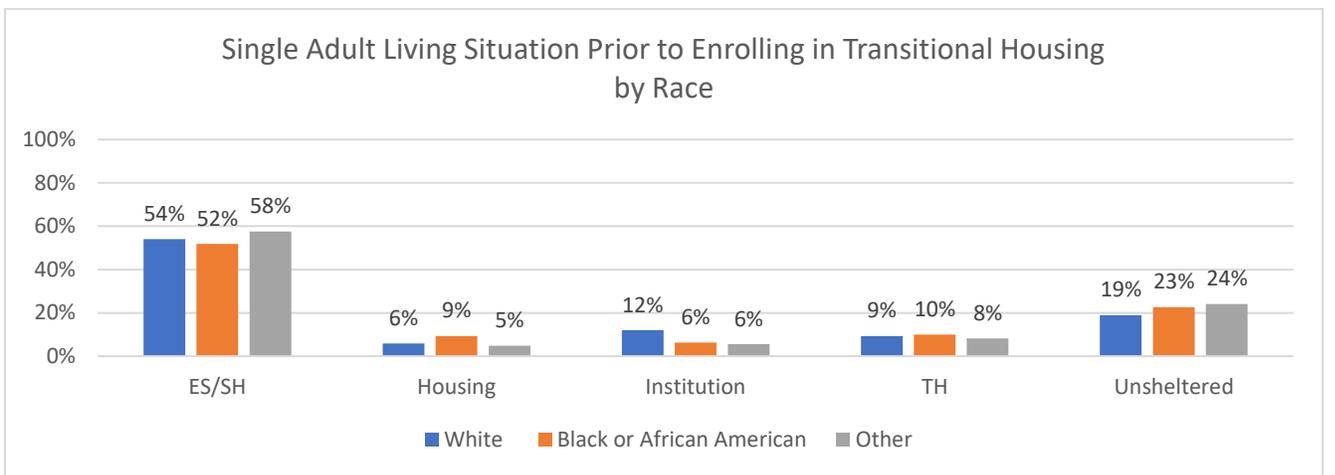
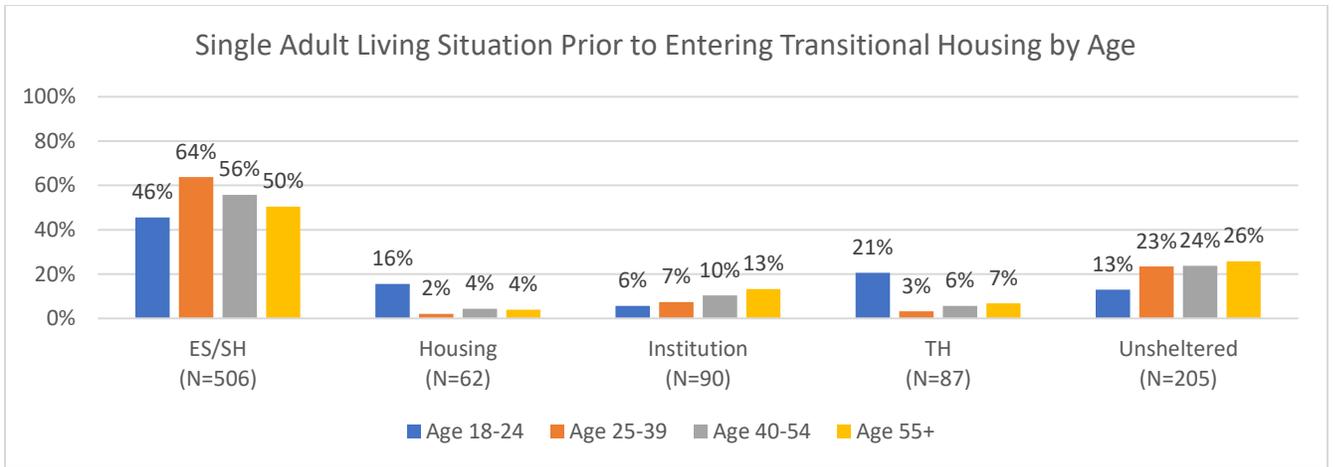
Prior living situation differed based on single adult age category, race, and gender. Specifically, TAY were more likely to enter transitional housing from housed locations as well as other transitional housing programs. Black/African American single adults were more likely to enter transitional housing projects from a housed situation and white single adults are more likely to enter from institutions. Finally, females were more likely to report permanent housing as their prior living situation, while males were more likely to report coming from institutions.

Characteristic	N	ES/SH	Housing	Institution	TH	Unsheltered
Age	Sig⁶⁶	(N=506)	(N=62)	(N=90)	(N=87)	(N=205)
18-24	233	45.5%	15.5%	5.6%	20.6%	12.9%
25-39	188	63.8%	2.1%	7.4%	3.2%	23.4%
40-54	249	55.8%	4.4%	10.4%	5.6%	23.7%
55+	280	50.4%	3.9%	13.2%	6.8%	25.7%
Race	Sig⁶⁷	(N=503)	(N=62)	(N=87)	(N=87)	(N=194)
White	517	54.0%	5.8%	12.0%	9.3%	19.0%
Black or African American	270	51.9%	9.3%	6.3%	10.0%	22.6%
Other	146	57.5%	4.8%	5.5%	8.2%	24.0%
Ethnicity	Not Sig	(N=514)	(N=62)	(N=89)	(N=90)	(N=201)
LatinX	122	59.0%	7.4%	9.8%	8.2%	15.6%
Non-LatinX	834	53.0%	5.5%	9.2%	9.6%	21.8%
Gender	Sig⁶⁸	(N=502)	(N=61)	(N=90)	(N=79)	(N=201)
Male	726	54.8%	4.1%	11.0%	8.0%	22.0%
Female	207	50.2%	15.0%	4.8%	10.1%	19.8%

⁶⁶ X²(12)=111.81, p<.001.

⁶⁷ X²(8)=15.86, p<.05.

⁶⁸ X²(4)=37.25, p<.001.

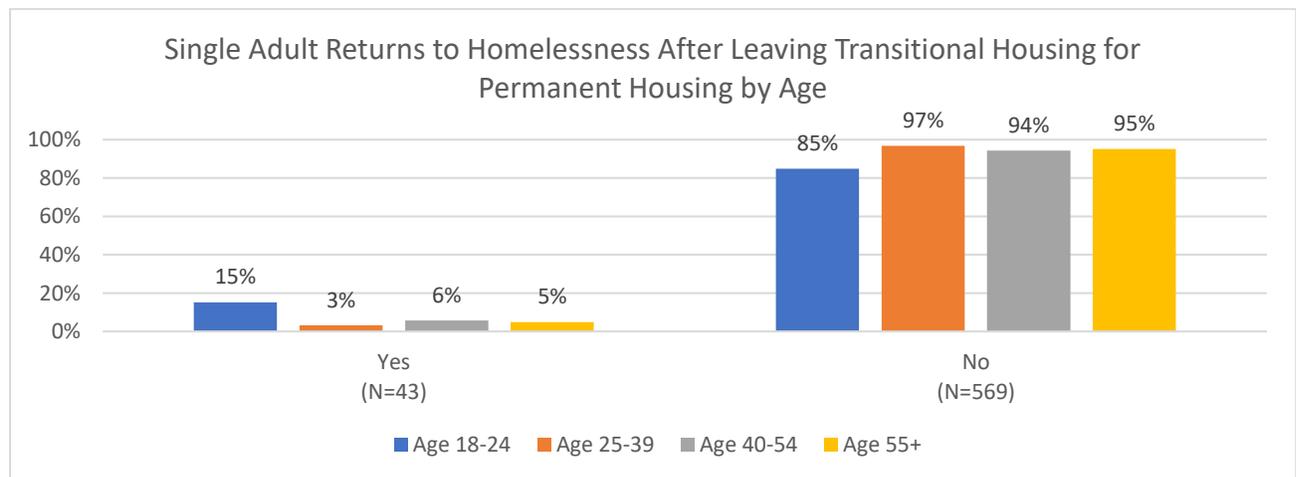


Returns to Homelessness

Both age and race had a relationship with returns to homelessness after permanent housing exits from transitional housing. TAY were more likely than any other age group to return to homelessness after

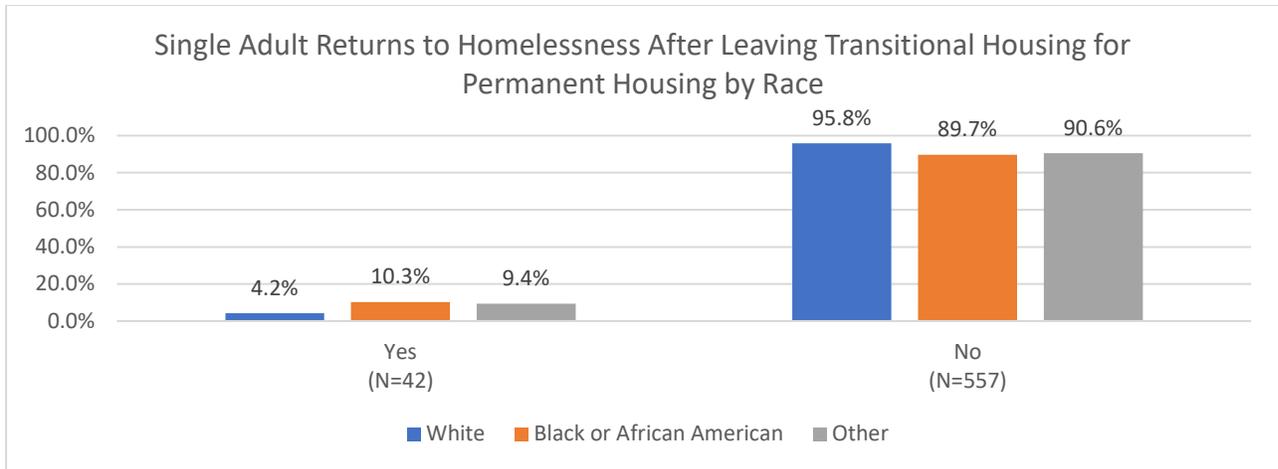
leaving transitional housing for permanent housing. In addition, white single adults were less likely to return to homelessness than those who were Black/African American or of all other races.

Characteristic	N	Yes	No
Age	Sig⁶⁹	(N=43)	(N=569)
18-24	125	15.2%	84.8%
25-39	94	3.2%	96.8%
40-54	210	5.7%	94.3%
55+	183	4.9%	95.1%
Race	Sig⁷⁰	(N=42)	(N=557)
White	311	4.2%	95.8%
Black or African American	203	10.3%	89.7%
Other	85	9.4%	90.6%
Ethnicity	Not Sig	(N=43)	(N=564)
LatinX	63	12.7%	87.3%
Non-LatinX	544	6.4%	93.6%
Gender	Not Sig	(N=42)	(N=560)
Male	432	7.6%	92.4%
Female	170	5.3%	94.7%



¹⁹X²(3)=16.70, p<.01.

⁷⁰X²(2)=8.04, p<.05.



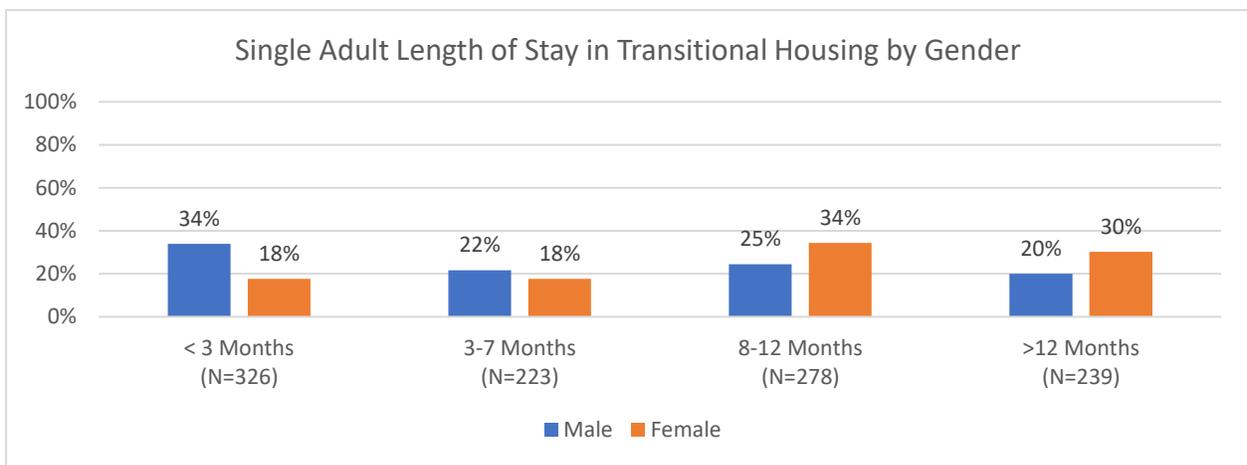
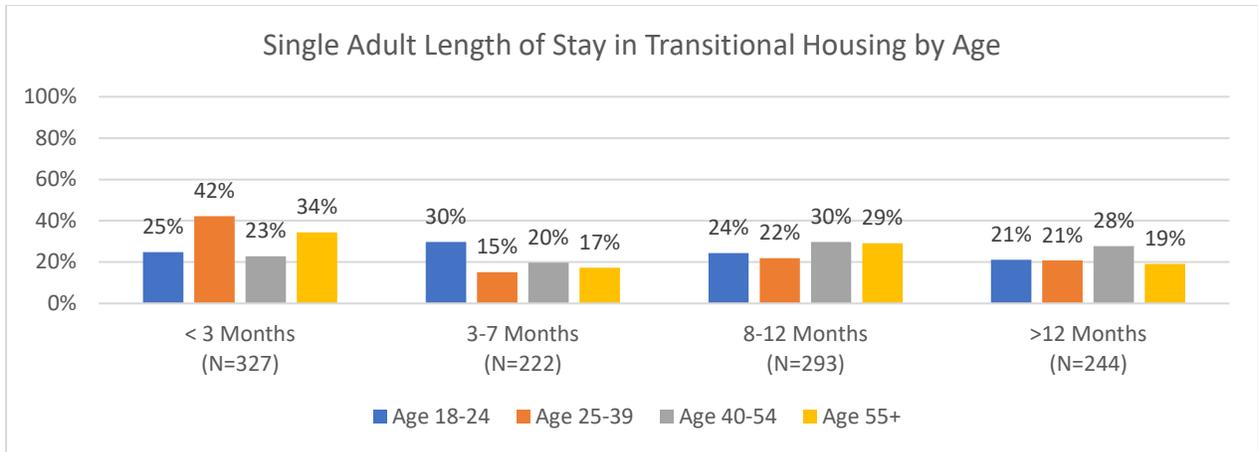
Length of Stay

Length of stay in transitional housing was related to both age and gender; although the age differences are difficult to interpret, the gender differences suggest that women tend to spend more time in transitional housing than men.

Characteristic	N	< 3 Months	3-7 Months	8-12 Months	>12 Months
Age	Sig⁷¹	(N=327)	(N=222)	(N=293)	(N=244)
18-24	242	24.8%	29.8%	24.4%	21.1%
25-39	192	42.2%	15.1%	21.9%	20.8%
40-54	329	22.8%	19.8%	29.8%	27.7%
55+	323	34.4%	17.3%	29.1%	19.2%
Race	Not Sig	(N=326)	(N=223)	(N=278)	(N=239)
White	575	32.3%	18.6%	24.5%	24.5%
Black or African American	335	27.5%	25.1%	26.6%	20.9%
Other	156	30.8%	20.5%	30.8%	17.9%
Ethnicity	Not Sig	(N=329)	(N=227)	(N=289)	(N=241)
LatinX	119	35.3%	22.7%	20.2%	21.8%
Non-LatinX	967	29.7%	20.7%	27.4%	22.2%
Gender	Sig⁷²	(N=326)	(N=223)	(N=278)	(N=239)
Male	821	34.0%	21.6%	24.5%	20.0%
Female	244	17.6%	17.6%	34.4%	30.3%

⁷¹ $\chi^2(9)=43.78, p<.001$.

⁷² $\chi^2(3)=34.03, p<.001$.



Permanent Housing Exits

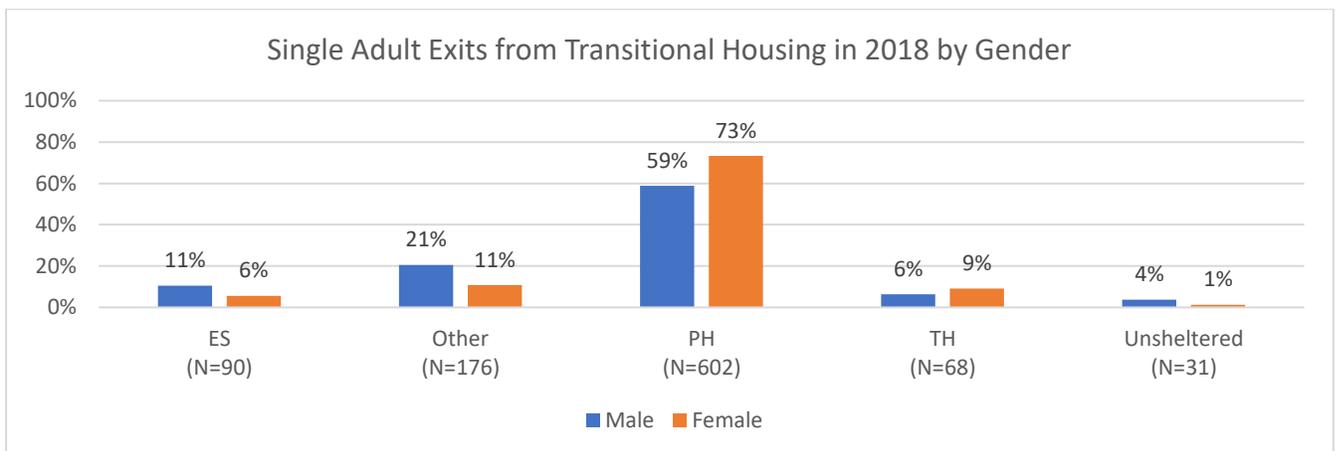
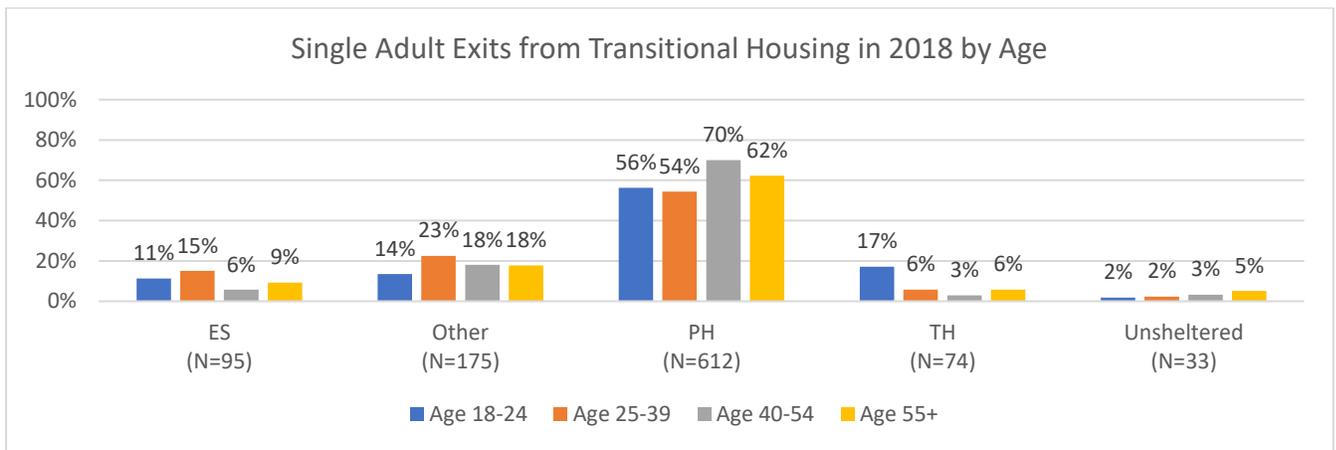
Exit destination⁷³ from transitional housing is also related to both age and gender. Again, the age differences are difficult to interpret, although the gender differences suggest that women were most likely to exit to permanent housing.

Characteristic	N	ES	Other	PH	TH	Unsheltered
Age	Sig⁷⁴	(N=95)	(N=175)	(N=612)	(N=74)	(N=33)
18-24	222	11.3%	13.5%	56.3%	17.1%	1.8%
25-39	173	15.0%	22.5%	54.3%	5.8%	2.3%
40-54	300	5.7%	18.0%	70.0%	3.0%	3.3%
55+	294	9.2%	17.7%	62.2%	5.8%	5.1%

⁷³ For this analysis, exit destinations were collapsed into the following categories: emergency shelter, transitional housing, permanent housing, unsheltered, and other (deceased, institutions, other, safe haven, friends/family temp, and hotel or motel no voucher).

⁷⁴ $\chi^2(12)=63.51, p<.001$.

Characteristic	N	ES	Other	PH	TH	Unsheltered
Race	Not Sig	(N=93)	(N=174)	(N=599)	(N=72)	(N=32)
White	524	9.0%	19.8%	59.4%	7.6%	4.2%
Black or African American	303	10.9%	12.9%	67.0%	6.6%	2.6%
Other	143	9.1%	21.7%	59.4%	8.4%	1.4%
Ethnicity	Not Sig	(N=97)	(N=178)	(N=607)	(N=75)	(N=32)
LatinX	112	10.7%	22.3%	56.3%	6.3%	4.5%
Non-LatinX	877	9.7%	17.4%	62.0%	7.8%	3.1%
Gender	Sig⁷⁵	(N=90)	(N=176)	(N=602)	(N=68)	(N=31)
Male	735	10.5%	20.5%	58.8%	6.4%	3.8%
Female	232	5.6%	10.8%	73.3%	9.1%	1.3%



⁷⁵ $\chi^2(4)=24.95, p<.001$.

Single Adults and Rapid Rehousing

Age, gender, and race were related to rapid rehousing performance for single adults, with race appearing to have the broadest impact. The table and graphs below illustrate these differences.

Prior Living Situation

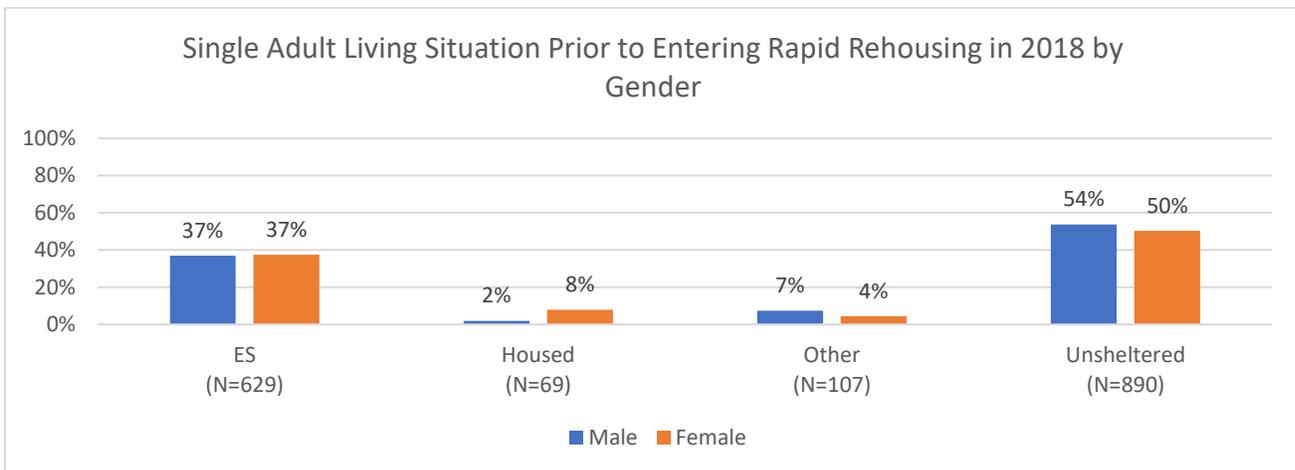
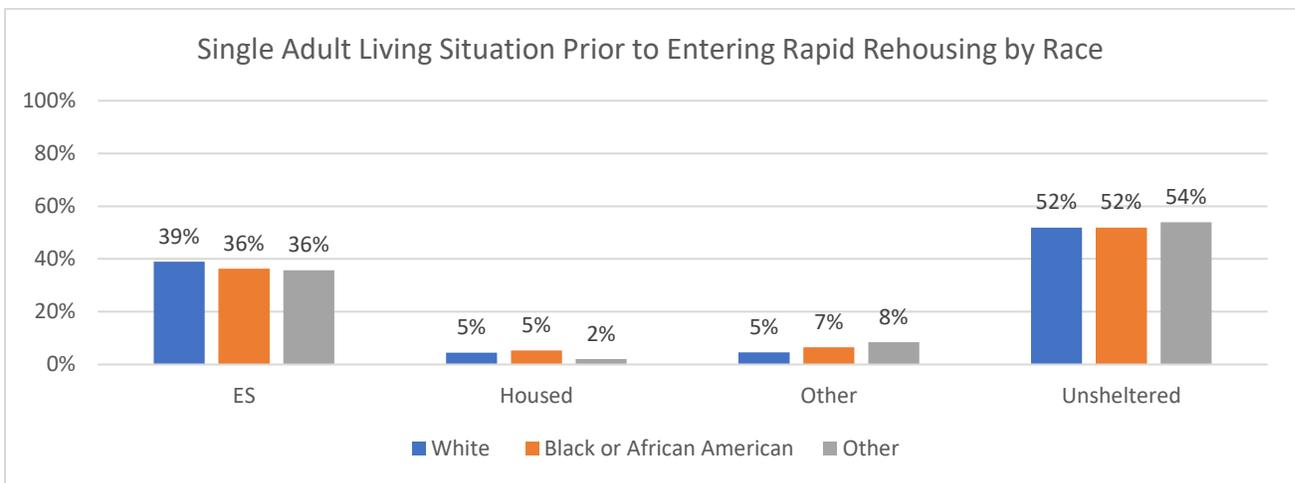
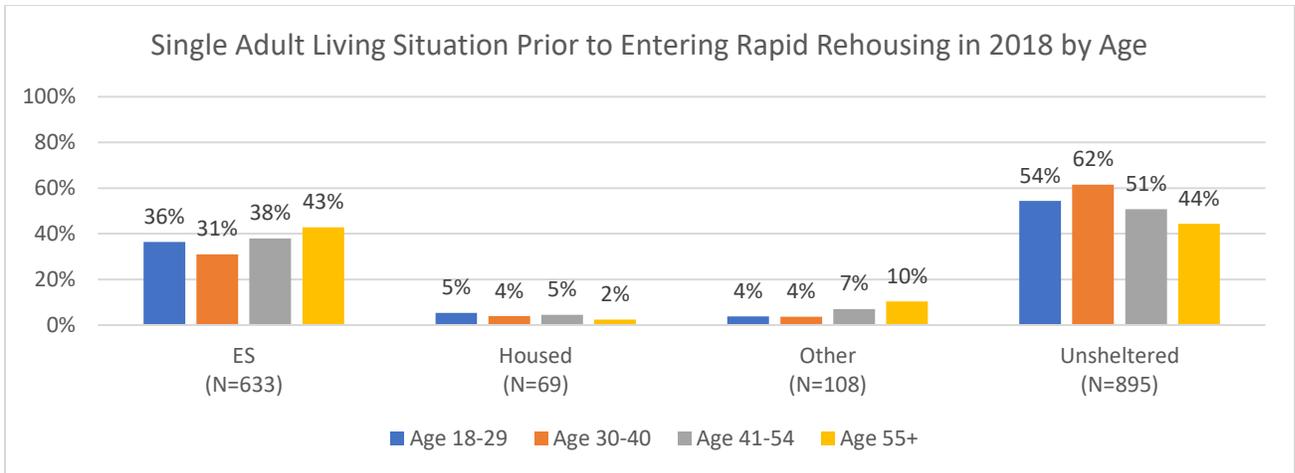
Prior living situation differed based on single adult age category, race, and gender. Specifically, older adults were least likely to enter rapid rehousing from unsheltered situations, white single adults were somewhat more likely to enter rapid rehousing from sheltered situations, and males were somewhat more likely to enter rapid rehousing from unsheltered situations.

Characteristic	N	ES	Housed	Other	Unsheltered
Age	Sig⁷⁶	(N=633)	(N=69)	(N=108)	(N=895)
18-29	338	36.4%	5.3%	3.8%	54.4%
30-40	387	31.0%	3.9%	3.6%	61.5%
41-54	604	37.9%	4.5%	7.0%	50.7%
55+	376	42.8%	2.4%	10.4%	44.4%
Race	Sig⁷⁷	(N=608)	(N=59)	(N=106)	(N=863)
White	681	39.0%	4.5%	4.6%	51.9%
Black or African American	693	36.3%	5.3%	6.5%	51.9%
Other	262	35.7%	2.1%	8.4%	53.9%
Ethnicity	Not Sig	(N=626)	(N=63)	(N=107)	(N=888)
LatinX	143	38.5%	2.8%	7.0%	51.7%
Non-LatinX	1,541	37.1%	3.8%	6.3%	52.8%
Gender	Sig⁷⁸	(N=629)	(N=69)	(N=107)	(N=890)
Male	1,083	36.9%	1.9%	7.4%	53.7%
Female	612	37.4%	7.8%	4.4%	50.3%

⁷⁶ $\chi^2(9)=40.68, p<.001.$

⁷⁷ $\chi^2(6)=16.99, p<.01.$

⁷⁸ $\chi^2(3)=39.86, p<.001.$



Returns to Homelessness

Data for single adults who exited rapid rehousing to permanent housing and returned to homelessness within six months are presented in the table below. No significant differences were found.

Characteristic	N	Yes	No
Age	Not Sig	(N=45)	(N=763)
18-29	180	6.1%	93.9%
30-40	170	6.5%	93.5%
41-54	254	4.7%	95.3%
55+	204	5.4%	94.6%
Race	Not Sig	(N=45)	(N=729)
White	297	3.7%	96.3%
Black or African American	361	7.5%	92.5%
Other	116	6.0%	94.0%
Ethnicity	Not Sig	(N=45)	(N=747)
LatinX	66	6.1%	93.9%
Non-LatinX	726	5.6%	94.4%
Gender	Not Sig	(N=44)	(N=758)
Male	492	6.7%	93.3%
Female	310	3.5%	96.5%

Length of Stay

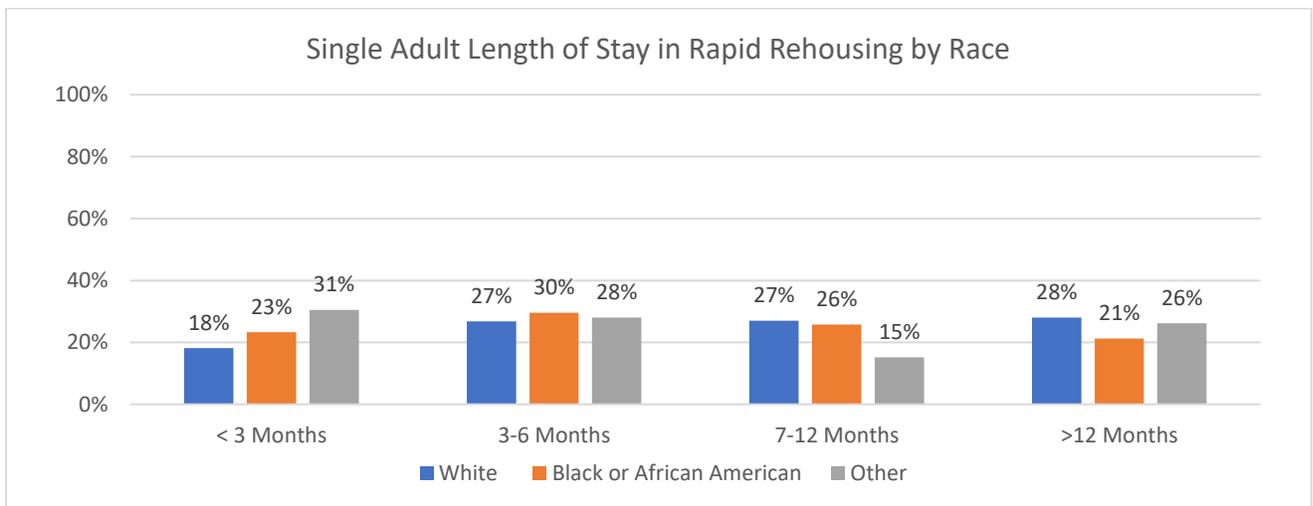
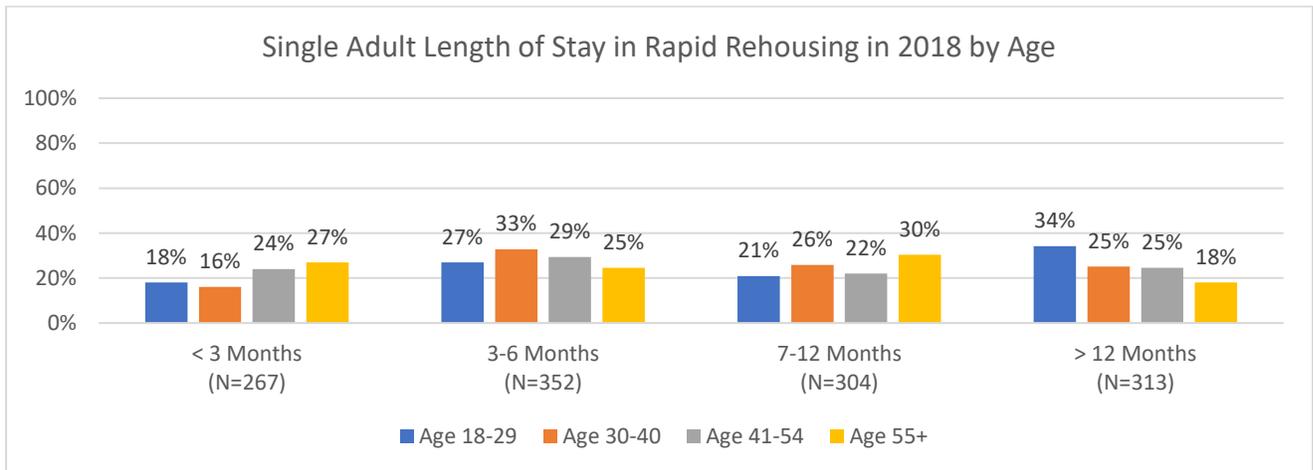
Length of stay in rapid rehousing for single adults differed based on age, race, and gender. Those ages 18-29 were more likely to remain in rapid rehousing for more than 12 months. In terms of race, white single adults are the least likely to have short lengths of stay (less than 3 months). Females were more likely to remain for the shortest duration (< 3 months) and males for the longest duration (> 12 months).

Characteristic	N	< 3 Months	3-6 Months	7-12 Months	>12 Months
Age	Sig⁷⁹	(N=267)	(N=352)	(N=304)	(N=313)
18-29	278	18.0%	27.0%	20.9%	34.2%
30-40	274	16.1%	32.8%	25.9%	25.2%
41-54	391	24.0%	29.4%	22.0%	24.6%
55+	293	27.0%	24.6%	30.4%	18.1%
Race	Sig⁸⁰	(N=263)	(N=335)	(N=295)	(N=294)
White	500	18.2%	26.8%	27.0%	28.0%

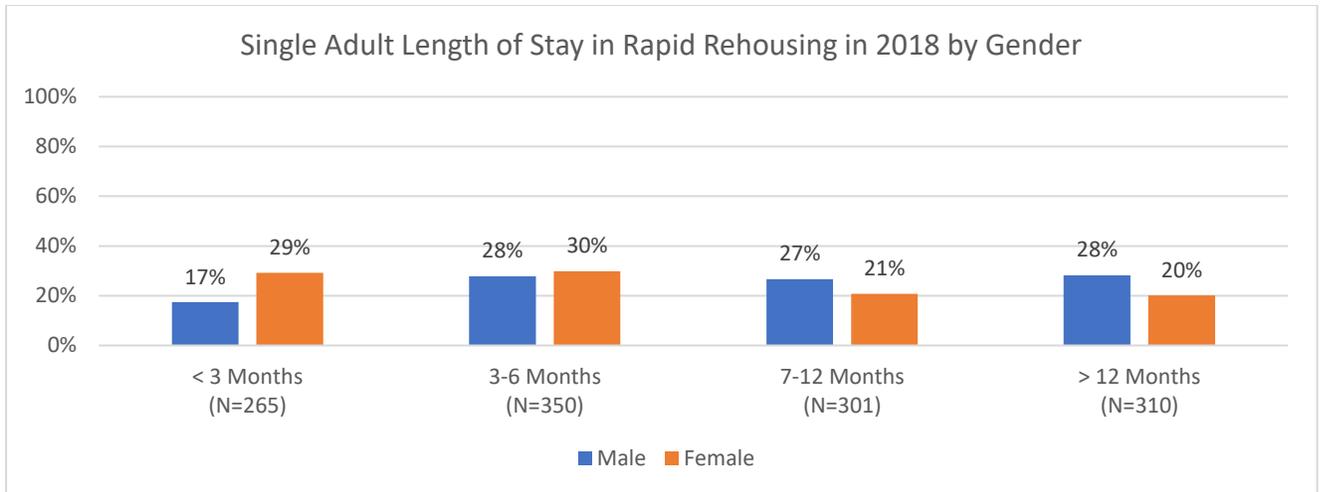
⁷⁹ $\chi^2(9)=35.87, p<.001.$

⁸⁰ $\chi^2(6)=21.84, p<.01.$

Characteristic	N	< 3 Months	3-6 Months	7-12 Months	>12 Months
Black or African American	523	23.3%	29.6%	25.8%	21.2%
Other	164	30.5%	28.0%	15.2%	26.2%
Ethnicity	Not Sig	(N=264)	(N=346)	(N=301)	(N=307)
LatinX	94	20.2%	23.4%	22.3%	34.0%
Non-LatinX	1,124	21.8%	28.8%	24.9%	24.5%
Gender	Sig⁸¹	(N=265)	(N=350)	(N=301)	(N=310)
Male	788	17.4%	27.8%	26.6%	28.2%
Female	438	29.2%	29.9%	20.8%	20.1%



⁸¹ $\chi^2(3)=29.92, p<.001$.



Exits to Permanent Housing

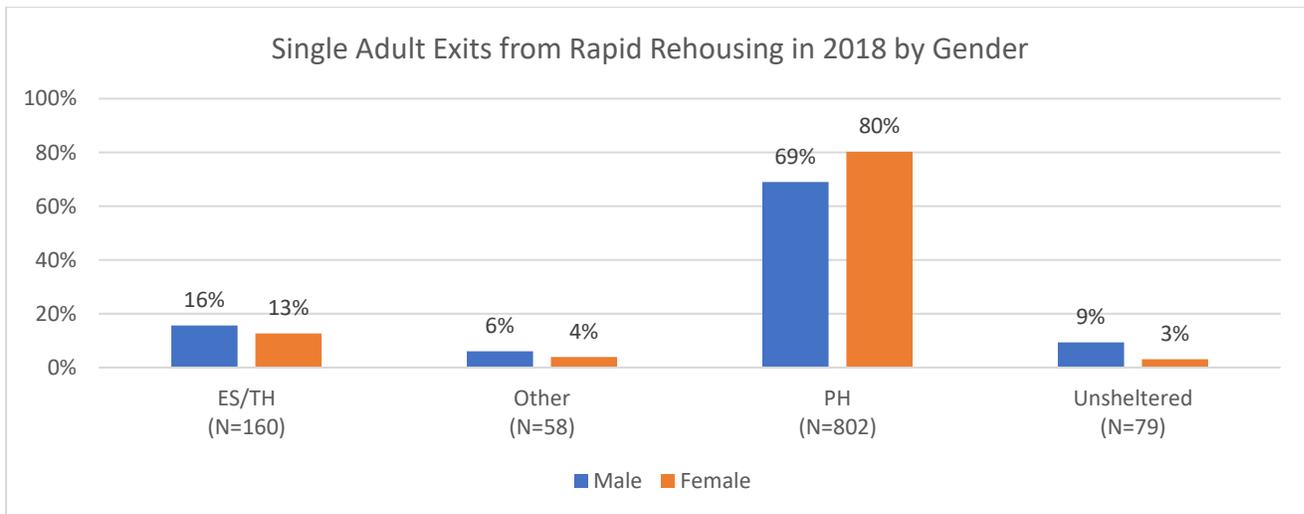
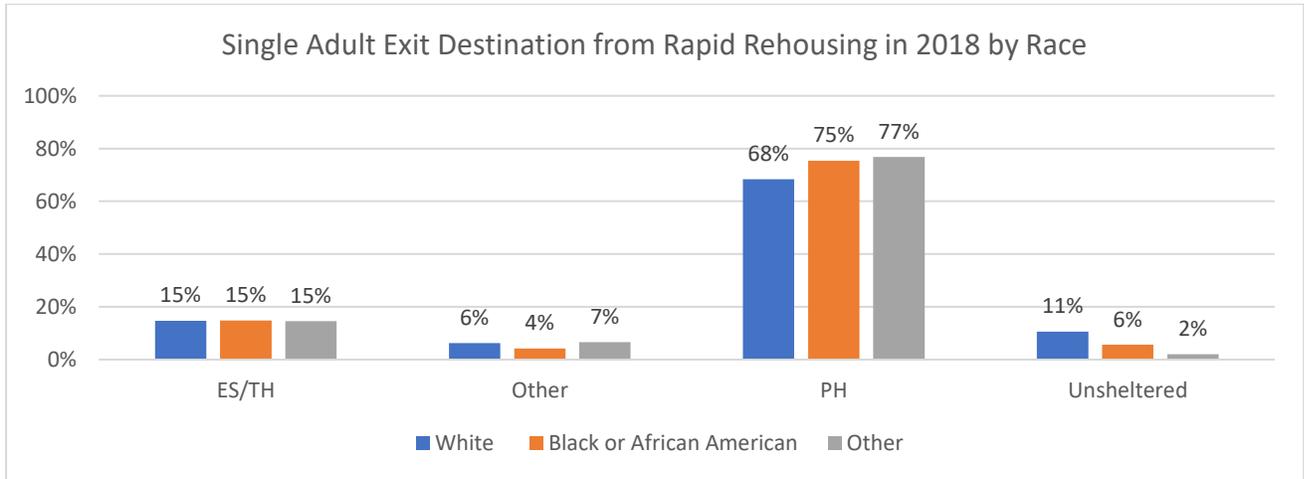
Rate of exit to permanent housing⁸² from rapid rehousing for single adults differed based on race and gender. When we analyzed exit destinations, we found that white single adults are least likely to exit rapid rehousing to permanent housing and are more likely to exit to unsheltered locations. In addition, females were more likely to exit to permanent housing than males.

Characteristic	N	ES/TH	Other	PH	Unsheltered
Age	Not Sig	(N=163)	(N=59)	(N=808)	(N=79)
18-29	245	14.3%	7.3%	73.5%	4.9%
30-40	242	16.1%	5.8%	70.2%	7.9%
41-54	350	16.0%	4.9%	72.6%	6.6%
55+	272	12.1%	3.7%	75.0%	9.2%
Race	Sig⁸³	(N=157)	(N=57)	(N=774)	(N=76)
White	434	14.7%	6.2%	68.4%	10.6%
Black or African American	479	14.8%	4.2%	75.4%	5.6%
Other	151	14.6%	6.6%	76.8%	2.0%
Ethnicity	Not Sig	(N=161)	(N=59)	(N=792)	(N=79)
LatinX	93	18.3%	4.3%	71.0%	6.5%
Non-LatinX	998	14.4%	5.5%	72.7%	7.3%

⁸² For this analysis, exit destinations were collapsed into the following categories: emergency shelter/transitional housing, permanent housing, unsheltered, and other (deceased, institutions, other, safe haven, friends/family temp, and hotel or motel no voucher).

⁸³ $\chi^2(6)=18.62, p<.01$.

Characteristic	N	ES/TH	Other	PH	Unsheltered
Gender	Sig⁸⁴	(N=160)	(N=58)	(N=802)	(N=79)
Male	713	15.6%	6.0%	69.0%	9.4%
Female	386	12.7%	3.9%	80.3%	3.1%



Single Adults and Permanent Supportive Housing

Only age and race were related to permanent supportive housing performance for single adults.

⁸⁴ $\chi^2(3)=21.77, p<.001$.

Prior Living Situation

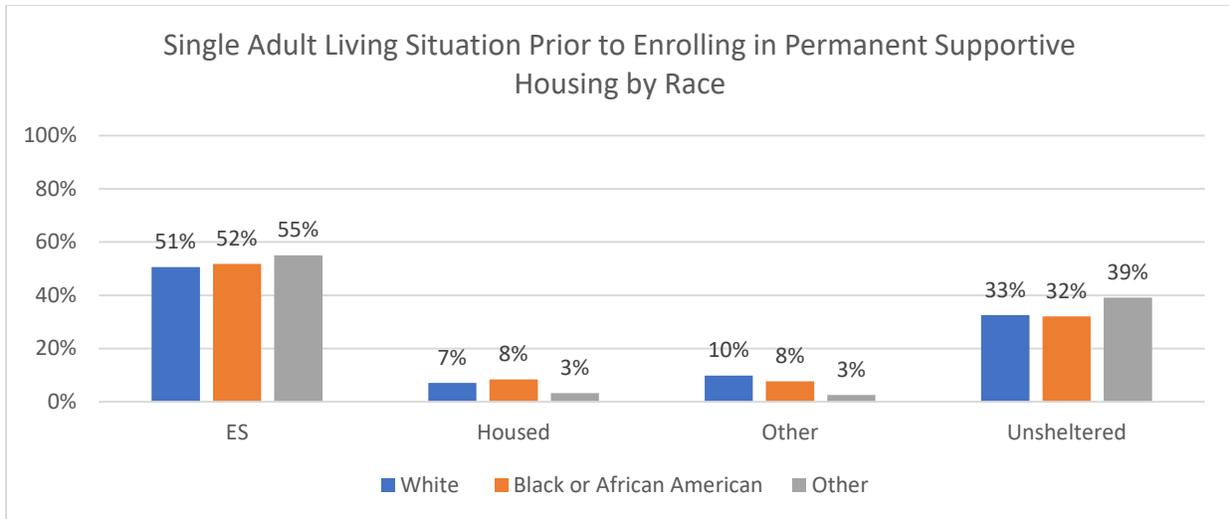
Race was associated with prior living situation for single adults. Specifically, white and Black/African American single adults were somewhat more likely than those of all other races to enter this project type from a housed or “other”⁸⁵ situation.

Characteristic	N	ES	Housed	Other	Unsheltered
Age ⁸⁶	Not Sig	(N=499)	(N=65)	(N=74)	(N=333)
18-40	255	47.1%	5.1%	7.5%	40.4%
41-50	216	51.9%	6.0%	5.6%	36.6%
51-59	291	52.9%	6.9%	8.2%	32.0%
60+	209	54.1%	9.1%	9.1%	27.8%
Race	Sig⁸⁷	(N=474)	(N=63)	(N=73)	(N=307)
White	492	50.6%	7.1%	9.8%	32.5%
Black or African American	274	51.8%	8.4%	7.7%	32.1%
Other	151	55.0%	3.3%	2.6%	39.1%
Ethnicity	Not Sig	(N=495)	(N=64)	(N=76)	(N=330)
LatinX	81	48.1%	6.2%	6.2%	39.5%
Non-LatinX	884	51.6%	6.7%	8.0%	33.7%
Gender	Not Sig	(N=488)	(N=62)	(N=75)	(N=325)
Male	633	50.7%	5.8%	8.2%	35.2%
Female	317	52.7%	7.9%	7.3%	32.2%

⁸⁵ Other includes transitional housing, other, safe haven, and institutions.

⁸⁶ For PSH, age categories were changed to create more equal sized groups since there are so few TAY in PSH. Age categories are 18-40, 41-50, 51-59, 60+.

⁸⁷ $\chi^2(6)=13.25, p<.05$.



Returns to Homelessness

As illustrated in the table below there were no significant differences in single adults who exited permanent supportive housing for permanent housing and returned to homelessness within six months.

Characteristic	N	Yes	No
Age	Not Sig	(N=13)	(N=242)
18-40	67	7.5%	92.5%
41-50	64	3.1%	96.9%
51-59	86	5.8%	94.2%
60+	38	2.6%	97.4%
Race	Not Sig	(N=13)	(N=234)
White	114	5.3%	94.7%
Black or African American	91	4.4%	95.6%
Other	42	7.1%	92.9%
Ethnicity	Not Sig	(N=13)	(N=240)
LatinX	26	3.8%	96.2%
Non-LatinX	227	5.3%	94.7%
Gender	Not Sig	(N=13)	(N=240)
Male	161	5.6%	94.4%
Female	92	4.3%	95.7%

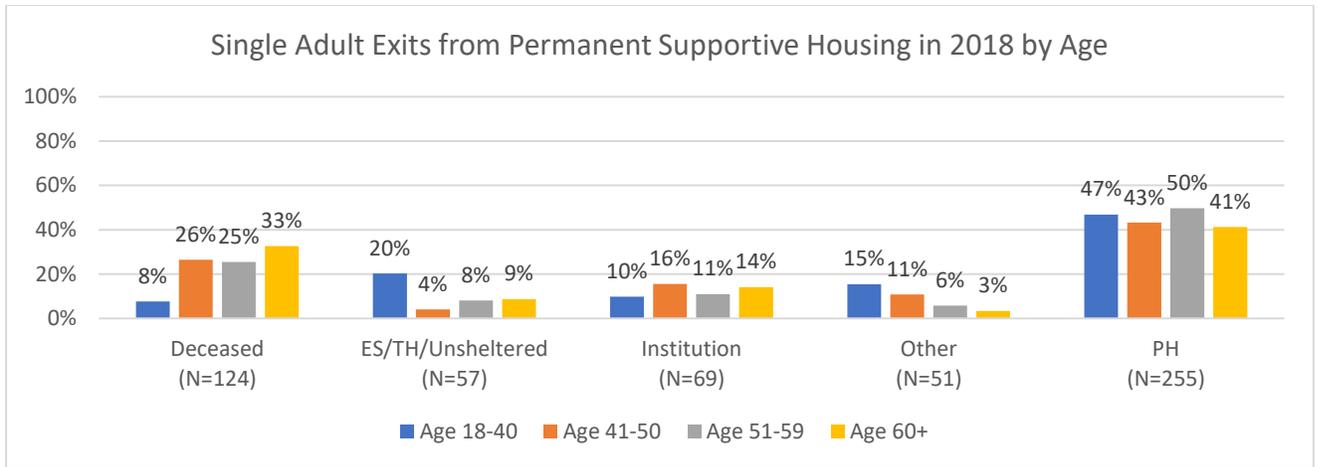
Exits to Permanent Housing

Rate of exit to permanent housing⁸⁸ from permanent supportive housing for single adults differed based on age. Not surprisingly, younger adults were less likely to die than any other age group.

Characteristic	N	Deceased	ES/TH/Unsheltered	Institution	Other	PH
Age	Sig⁸⁹	(N=124)	(N=57)	(N=69)	(N=51)	(N=255)
18-40	143	7.7%	20.3%	9.8%	15.4%	46.9%
41-50	148	26.4%	4.1%	15.5%	10.8%	43.2%
51-59	173	25.4%	8.1%	11.0%	5.8%	49.7%
60+	92	32.6%	8.7%	14.1%	3.3%	41.3%
Race	Not Sig	(N=120)	(N=56)	(N=67)	(N=47)	(N=247)
White	266	16.9%	9.0%	11.9%	10.7%	51.4%
Black or African American	177	22.3%	6.4%	16.0%	10.6%	44.7%
Other	94	25.9%	12.8%	11.7%	6.8%	42.9%
Ethnicity	Not Sig	(N=120)	(N=56)	(N=67)	(N=47)	(N=247)
LatinX	48	20.8%	12.5%	6.3%	6.3%	54.2%
Non-LatinX	503	22.5%	9.5%	13.3%	9.5%	45.1%
Gender	Not Sig	(N=122)	(N=56)	(N=68)	(N=50)	(N=253)
Male	363	21.8%	10.7%	14.6%	8.5%	44.4%
Female	186	23.1%	9.1%	8.1%	10.2%	49.5%

⁸⁸ For this analysis, exit destinations were collapsed into the following categories: deceased, emergency shelter/transitional housing/unsheltered, institution, permanent housing, and other (other, safe haven, friends/family temp, and hotel or motel no voucher).

⁸⁹ $\chi^2(12)=56.31, p<.05$.



The Relationship of Demographic Characteristics to Performance for Families

The same series analyses were performed for households with two or more members to examine the relationship between demographic characteristics and performance in each project type. The table below shows all of the analyses conducted. An “X” in the table indicates where significant impacts of age, race, ethnicity, or gender were found. The cells that are completely blacked out indicate analyses that were not run (e.g., length of stay is not a performance measure we look at for permanent supportive housing). The grayed-out cells indicate analyses that were not run because the sample sizes were too small.

		Prior Living	Returns	Length of Stay	Exit Destination
Emergency Shelter	Age				
	Race				
	Ethnicity				
	Gender	X			X
Transitional Housing	Age	X			X
	Race	X			
	Ethnicity				
	Gender	X			X
Rapid Rehousing	Age				
	Race	X		X	
	Ethnicity				
	Gender	X		X	
Permanent Supportive Housing	Age				
	Race				
	Ethnicity				
	Gender				

Families and Emergency Shelter

Gender was the only demographic characteristic related to emergency shelter performance for families, and then only for prior living and exit destination.

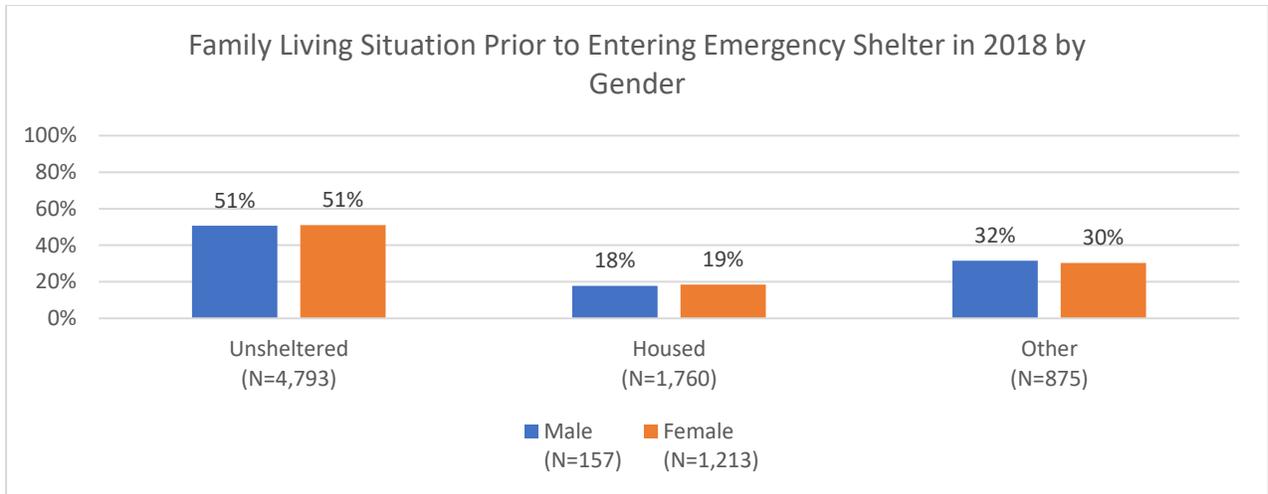
Prior Living Situation

Prior living situation differed based on the gender of the head of household, although inspection of the data in both the table and graph below indicate the differences are not substantive. The significant difference may be the result of quite disparate numbers of men and women included in the analysis.

Characteristic	N	Unsheltered	Housed	Other ⁹⁰
Age	Not Sig	(N=696)	(N=243)	(N=432)
18-24	186	57.0%	14.5%	28.5%
25-30	335	28.1%	17.6%	54.3%
31-40	558	34.6%	19.2%	46.2%
41+	291	31.3%	17.2%	51.5%
Race	Not Sig	(N=636)	(N=184)	(N=393)
White	417	34.8%	15.8%	49.4%
Black or African American	567	31.0%	14.6%	54.3%
Other	229	31.4%	15.3%	53.3%
Ethnicity	Not Sig	(N=665)	(N=203)	(N=414)
LatinX	202	45.0%	18.3%	36.6%
Non-LatinX	1,080	53.1%	15.4%	31.5%
Gender	Sig⁹¹	(N=4,793)	(N=1,760)	(N=875)
Male	157	50.7%	17.7%	31.5%
Female	1,213	51.1%	18.5%	30.4%

⁹⁰ Other includes emergency shelters, transitional housing, safe havens, and institutions.

⁹¹ $\chi^2(2)=7.64, p<.05$.



Returns to Homelessness

There were no differences in the rates at which families returned to shelter based on age, gender, race, or ethnicity.

Characteristic	N	Yes	No
Age	Not Sig	(N=40)	(N=633)
18-24	93	8.6%	91.4%
25-30	154	7.1%	92.9%
31-40	284	4.9%	95.1%
41+	142	4.9%	95.1%
Race	Not Sig	(N=39)	(N=554)
White	174	6.9%	93.1%
Black or African American	297	6.1%	93.9%
Other	122	7.4%	92.6%
Ethnicity	Not Sig	(N=40)	(N=604)
LatinX	105	8.6%	91.4%
Non-LatinX	539	5.8%	94.2%
Gender	Not Sig	(N=40)	(N=632)
Male	66	6.1%	93.9%
Female	606	5.9%	94.1%

Length of Stay

There were no differences in family length of stay at shelter based on age, gender, race, or ethnicity.

Characteristic	N	1-21 Days	22-50 Days	51-100 Days	>101 Days
Age	Not Sig	(N=417)	(N=292)	(N=288)	(N=419)
18-24	183	31.1%	20.8%	21.9%	26.2%
25-30	357	30.5%	21.6%	18.5%	29.4%
31-40	573	28.1%	20.8%	21.5%	29.7%
41+	303	29.7%	19.1%	19.5%	31.7%
Race	Not Sig	(N=381)	(N=254)	(N=250)	(N=389)
White	428	29.7%	21.3%	19.9%	29.2%
Black or African American	597	29.8%	18.9%	18.9%	32.3%
Other	249	30.5%	20.1%	20.9%	28.5%
Ethnicity	Not Sig	(N=394)	(N=263)	(N=257)	(N=410)
LatinX	199	28.6%	25.1%	19.6%	26.6%
Non-LatinX	1,125	30.0%	18.9%	19.4%	31.7%
Gender	Not Sig	(N=417)	(N=292)	(N=288)	(N=419)
Male	160	33.1%	18.1%	13.8%	35.0%
Female	1,256	29.0%	20.9%	21.2%	28.9%

Exits to Permanent Housing

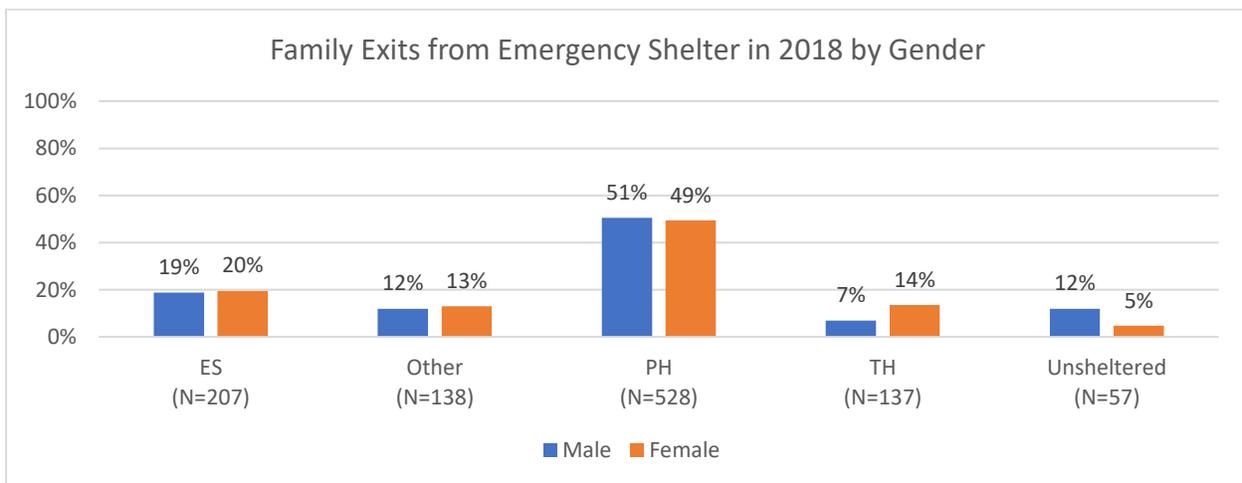
Rate of exit to permanent housing⁹² from emergency shelter for families differed based on gender. Specifically, we found that females were more likely to exit to transitional housing from emergency shelter in 2018 while males were more likely to exit to an unsheltered location.

Characteristic	N	ES	Other ⁹³	PH	TH	Unsheltered
Age	Not Sig	(N=207)	(N=138)	(N=529)	(N=137)	(N=57)
18-24	139	17.3%	17.3%	51.1%	10.1%	4.3%
25-30	261	21.8%	14.2%	48.7%	11.1%	4.2%
31-40	445	19.8%	11.9%	49.7%	14.6%	4.0%
41+	223	17.0%	10.8%	49.3%	13.0%	9.9%
Race	Not Sig	(N=186)	(N=125)	(N=476)	(N=110)	(N=54)

⁹² For this analysis, exit destinations were collapsed into the following categories: emergency shelter, transitional housing, unsheltered, permanent housing, and other (deceased, institution, other, safe haven, friends/family temp, and hotel or motel no voucher).

⁹³ Other includes deceased, institution, other, safe haven, friends/family temporary, and hotel or motel without emergency shelter voucher.

Characteristic	N	ES	Other ⁹³	PH	TH	Unsheltered
White	309	37.1%	14.5%	27.7%	9.0%	11.7%
Black or African American	464	39.9%	10.7%	34.0%	6.9%	8.5%
Other	178	36.3%	14.2%	29.9%	7.7%	11.9%
Ethnicity	Not Sig	(N=190)	(N=126)	(N=507)	(N=112)	(N=56)
LatinX	154	22.1%	10.4%	50.6%	9.7%	7.1%
Non-LatinX	837	18.6%	13.1%	51.3%	11.6%	5.4%
Gender	Sig⁹⁴	(N=207)	(N=138)	(N=528)	(N=137)	(N=57)
Male	101	18.8%	11.9%	50.5%	6.9%	11.9%
Female	966	19.5%	13.0%	49.4%	13.5%	4.7%



Families and Transitional Housing

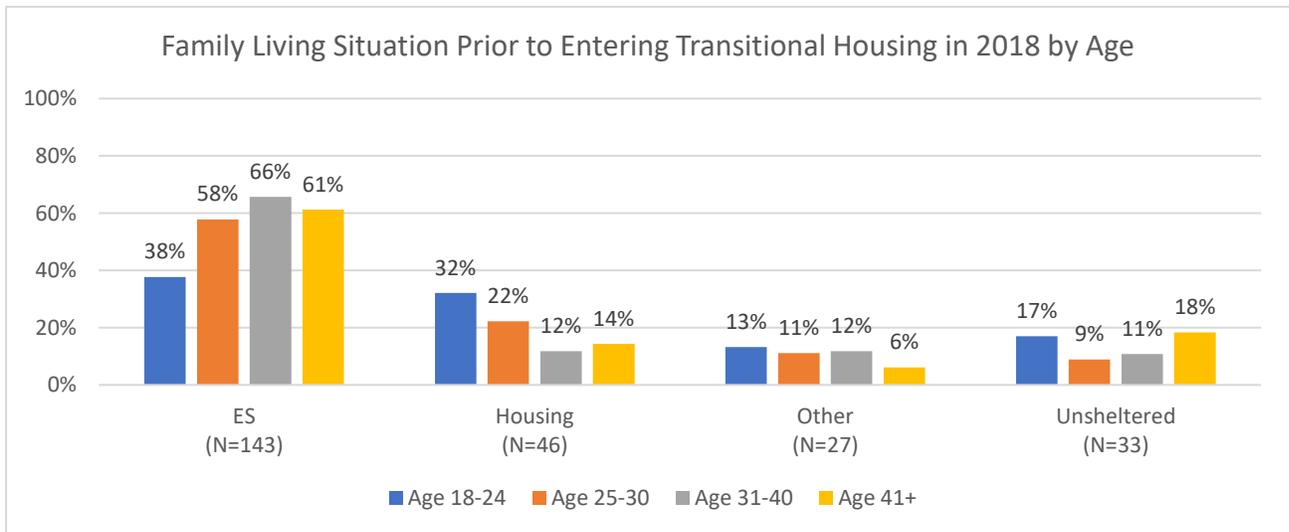
Age, race, and gender were all related to transitional housing performance for families.

Prior Living Situation

Among households with at least two people served in transitional housing in 2018, we found significant differences in prior living location based on age category, race, and gender. In particular, the data indicates that TAY headed households were more likely to enter from housed locations and less likely to enter from emergency shelters. Households headed by a Black/African American individual were much more likely to enter from emergency shelter. Finally, male headed households were more likely to enter from unsheltered locations.

⁹⁴ $\chi^2(4)=12.10, p<.05$.

Characteristic	N	ES	Housing	Other ⁹⁵	Unsheltered
Age	Sig⁹⁶	(N=143)	(N=46)	(N=27)	(N=33)
18-24	53	37.7%	32.1%	13.2%	17.0%
25-30	45	57.8%	22.2%	11.1%	8.9%
31-40	102	65.7%	11.8%	11.8%	10.8%
41+	49	61.2%	14.3%	6.1%	18.4%
Race	Sig⁹⁷	(N=110)	(N=37)	(N=22)	(N=33)
White	72	41.7%	20.8%	16.7%	20.8%
Black or African American	105	66.7%	15.2%	4.8%	13.3%
Other	25	40.0%	24.0%	20.0%	16.0%
Ethnicity	Not Sig	(N=120)	(N=40)	(N=24)	(N=31)
LatinX	30	43.3%	26.7%	6.7%	23.3%
Non-LatinX	185	57.8%	17.3%	11.9%	13.0%
Gender	Sig⁹⁸	(N=145)	(N=46)	(N=27)	(N=33)
Male	20	45.0%	10.0%	10.0%	35.0%
Female	231	58.9%	19.0%	10.8%	11.3%

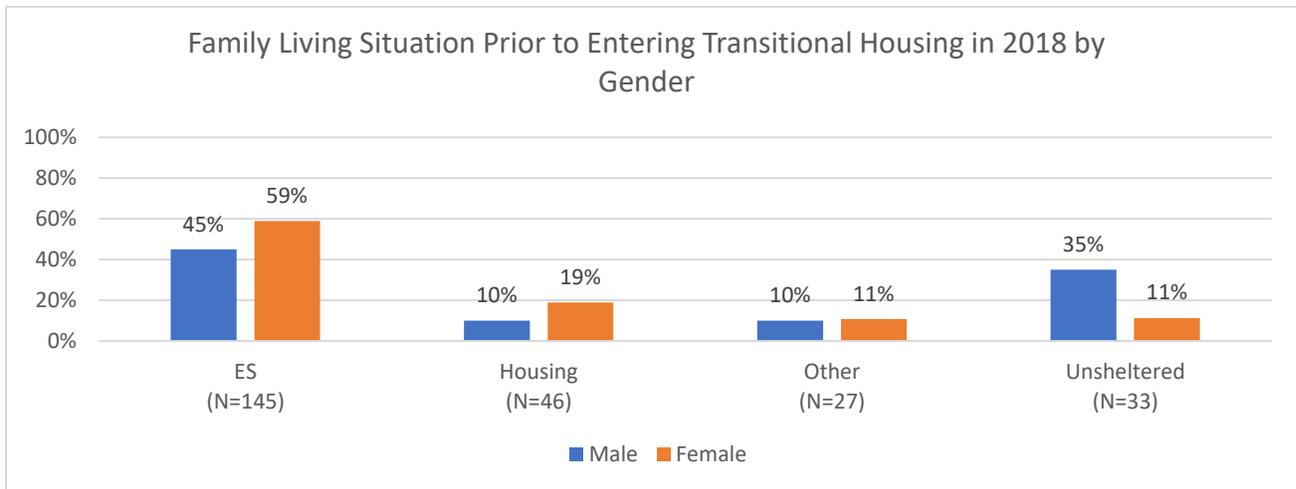
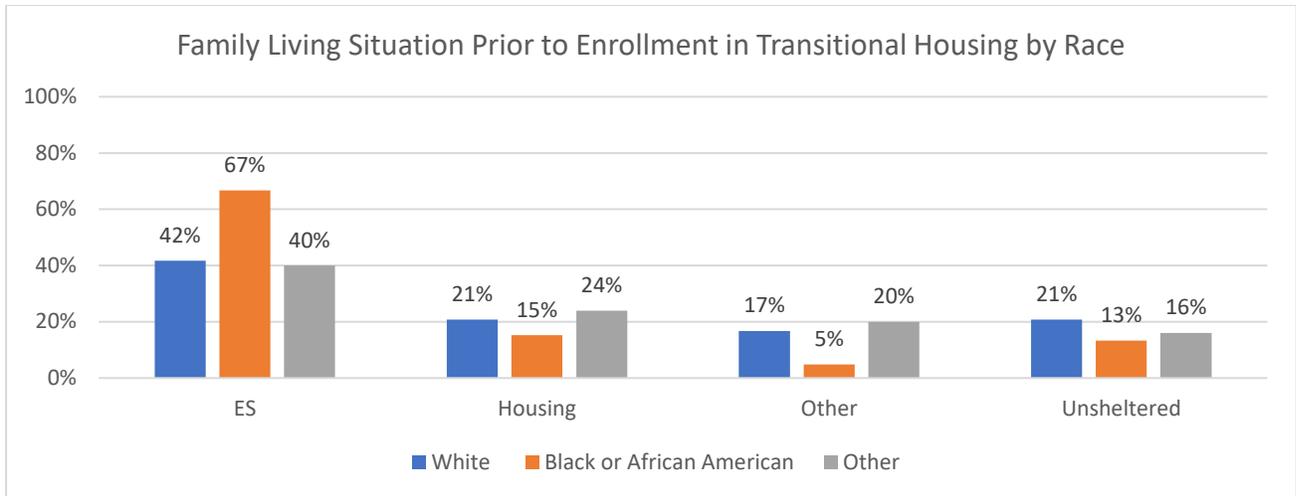


⁹⁵ Other includes transitional housing, safe haven, other, and institution.

⁹⁶ $\chi^2(9)=17.52, p<.05$.

⁹⁷ $\chi^2(6)=16.43, p<.05$.

⁹⁸ $\chi^2(3)=9.34, p<.05$.



Length of Stay

Family length of stay in transitional housing does not appear to be related to any demographic characteristic tested here.

Characteristic	N	6-230 Days	231-421 Days	422-640 Days	>640 Days
Age	Not Sig	(N=63)	(N=64)	(N=65)	(N=66)
18-24	61	31.1%	21.3%	24.6%	23.0%
25-30	44	18.2%	40.9%	20.5%	20.5%
31-40	96	24.0%	20.8%	28.1%	27.1%
41+	57	22.8%	22.8%	24.6%	29.8%
Race	Not Sig	(N=45)	(N=48)	(N=51)	(N=57)
White	31	21.3%	21.3%	32.8%	24.6%

Characteristic	N	6-230 Days	231-421 Days	422-640 Days	>640 Days
Black or African American	31	21.0%	27.0%	21.0%	31.0%
Other	11	27.5%	20.0%	25.0%	27.5%
Ethnicity					
	Not Sig	(N=51)	(N=51)	(N=60)	(N=65)
LatinX	31	19.4%	16.1%	35.5%	29.0%
Non-LatinX	196	23.0%	23.5%	25.0%	28.6%
Gender					
	Not Sig	(N=65)	(N=64)	(N=62)	(N=65)
Male	39	20.5%	23.1%	23.1%	33.3%
Female	217	26.3%	25.3%	24.4%	24.0%

Permanent Housing Exits

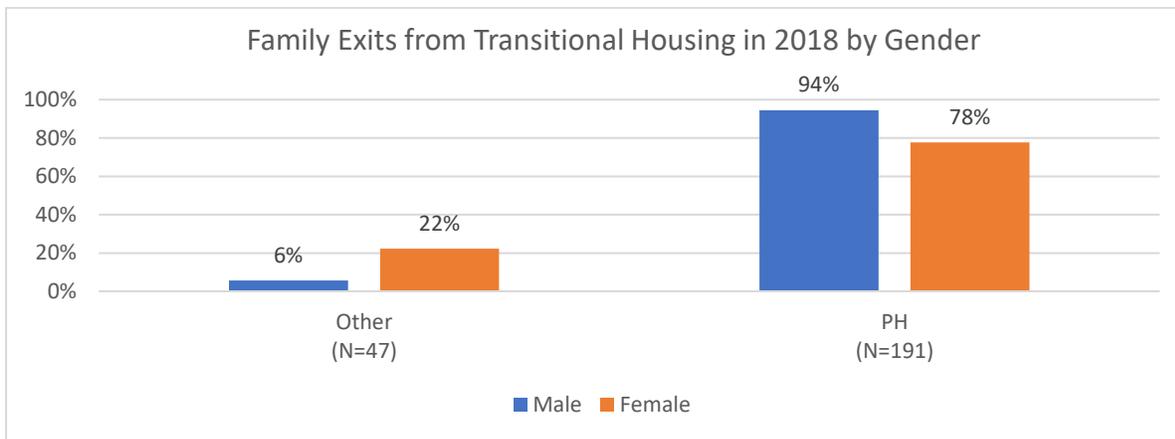
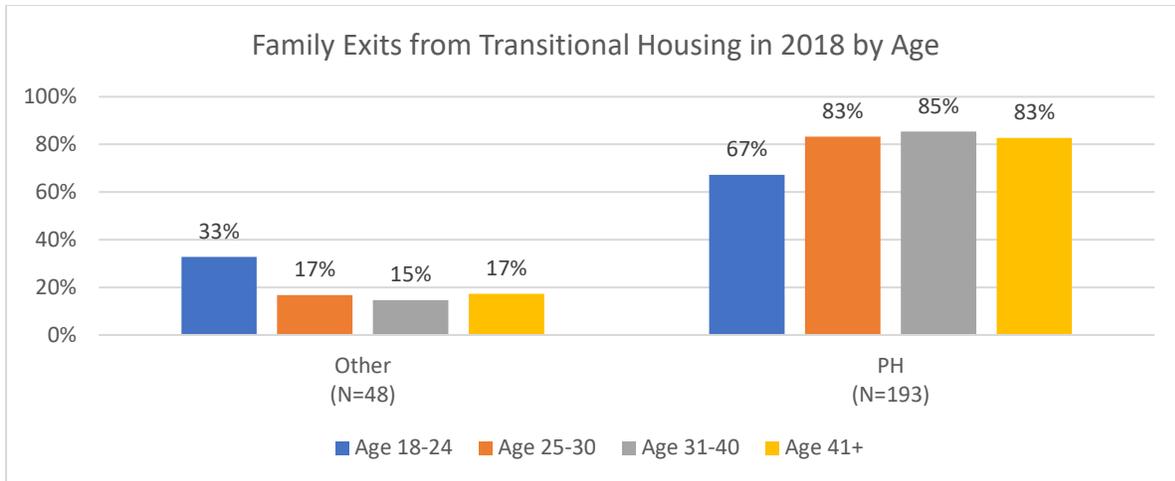
Family exits from transitional housing are related to both age and gender. Specifically, both TAY and females appear less likely to exit to permanent housing.

Characteristic	N	Other ⁹⁹	PH
Age			
	Sig¹⁰⁰	(N=48)	(N=193)
18-24	58	32.8%	67.2%
25-30	42	16.7%	83.3%
31-40	89	14.6%	85.4%
41+	52	17.3%	82.7%
Race			
	Not Sig	(N=36)	(N=149)
White	55	29.1%	70.9%
Black or African American	92	14.1%	85.9%
Other	38	18.4%	81.6%
Ethnicity			
	Not Sig	(N=42)	(N=168)
LatinX	30	26.7%	73.3%
Non-LatinX	180	18.9%	81.1%
Gender			
	Sig¹⁰¹	(N=47)	(N=191)
Male	36	5.6%	94.5%
Female	202	22.3%	77.7%

⁹⁹ Other includes friends/family temporary, institution, unsheltered, other, hotel/motel not paid for with emergency shelter voucher, emergency shelter, and transitional housing.

¹⁰⁰ $\chi^2(3)=8.07, p<.05$.

¹⁰¹ $\chi^2(1)=5.39, p<.05$.



Families and Rapid Rehousing

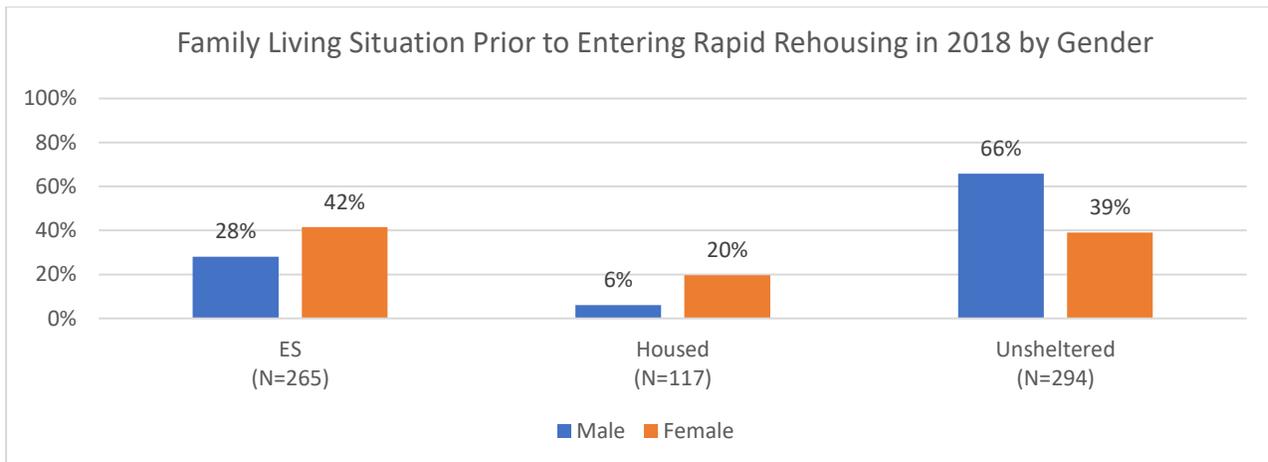
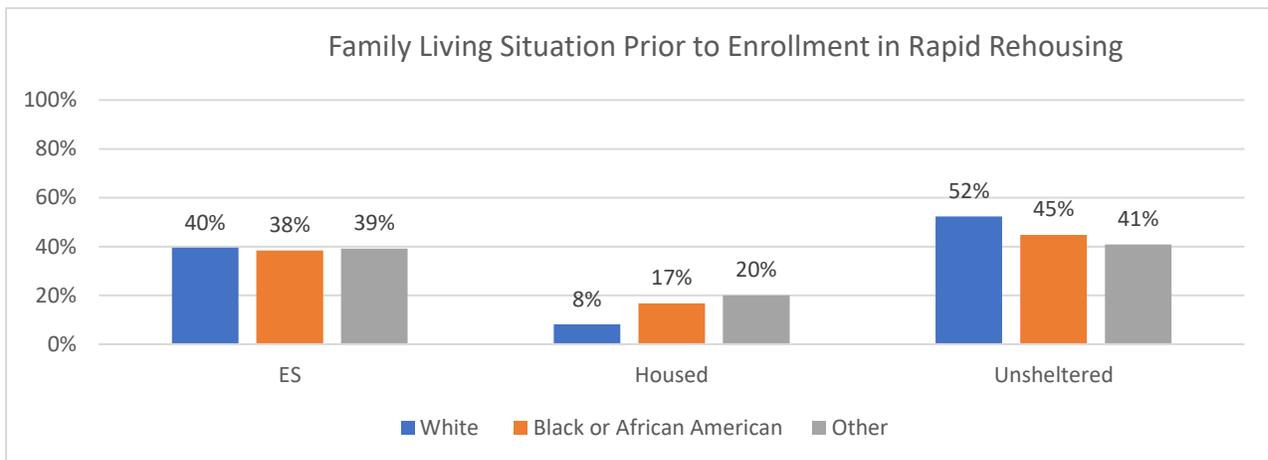
Race and gender were related to rapid rehousing performance for families.

Prior Living Situation

Among households with two or more people enrolled in rapid rehousing in 2018 there were significant differences in prior living based on race and gender. Specifically, households headed by a white individual were much more likely to enter rapid rehousing from an unsheltered situation; males were also more likely to enter rapid rehousing from unsheltered prior living.

Characteristic	N	ES	Housed	Unsheltered
Age	Not Sig	(N=267)	(N=117)	(N=295)
18-24	90	44.4%	14.4%	41.1%
25-30	172	40.1%	17.4%	42.4%
31-40	245	40.8%	19.6%	39.6%
41+	172	33.7%	15.1%	51.2%

Characteristic	N	ES	Housed	Unsheltered
Race	Sig¹⁰²	(N=238)	(N=92)	(N=282)
White	172	39.5%	8.1%	52.3%
Black or African American	315	38.4%	16.8%	44.8%
Other	125	39.2%	20.0%	40.8%
Ethnicity	Not Sig	(N=262)	(N=114)	(N=295)
LatinX	89	42.7%	19.1%	38.2%
Non-LatinX	582	38.5%	16.7%	44.8%
Gender	Sig¹⁰³	(N=265)	(N=117)	(N=294)
Male	114	28.1%	6.1%	65.8%
Female	562	41.5%	19.6%	39.0%



¹⁰² $\chi^2(4)=10.53, p<.05$.

¹⁰³ $\chi^2(3)=31.49, p<.001$.

Returns to Homelessness

Data for families who exited rapid rehousing to permanent housing and returned to homelessness within six months are presented in the table below. There are no significant differences in those who return versus those who do not return.

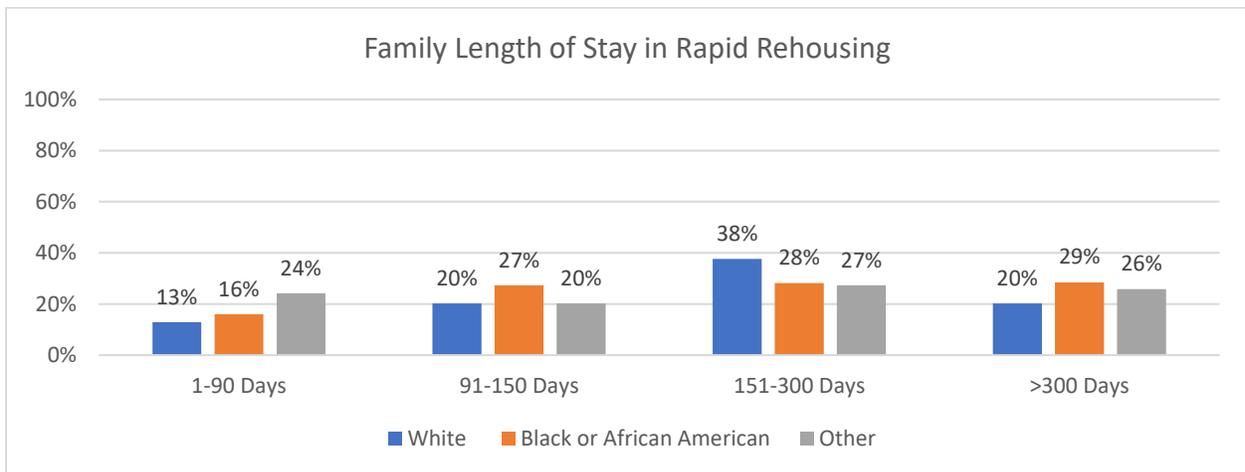
Characteristic	N	Yes	No
Age	Not Sig	(N=21)	(N=688)
18-24	80	1.2%	98.8%
25-30	202	1.5%	98.5%
31-40	251	5.2%	94.8%
41+	176	2.3%	97.7%
Race	Not Sig	(N=20)	(N=634)
White	179	2.8%	97.2%
Black or African American	339	2.7%	97.3%
Other	136	3.7%	96.3%
Ethnicity	Not Sig	(N=21)	(N=672)
LatinX	85	5.9%	94.1%
Non-LatinX	608	2.6%	97.4%
Gender	Not Sig	(N=21)	(N=685)
Male	126	4.0%	96.0%
Female	580	2.8%	97.2%

Length of Stay

Length of stay in rapid rehousing for families was related to both race and gender. Households headed by a white individual were less likely to have either very short (< 90 days) or very long (> 300 days) lengths of stay in rapid rehousing. In addition, female headed households had somewhat shorter lengths of stay than male headed households.

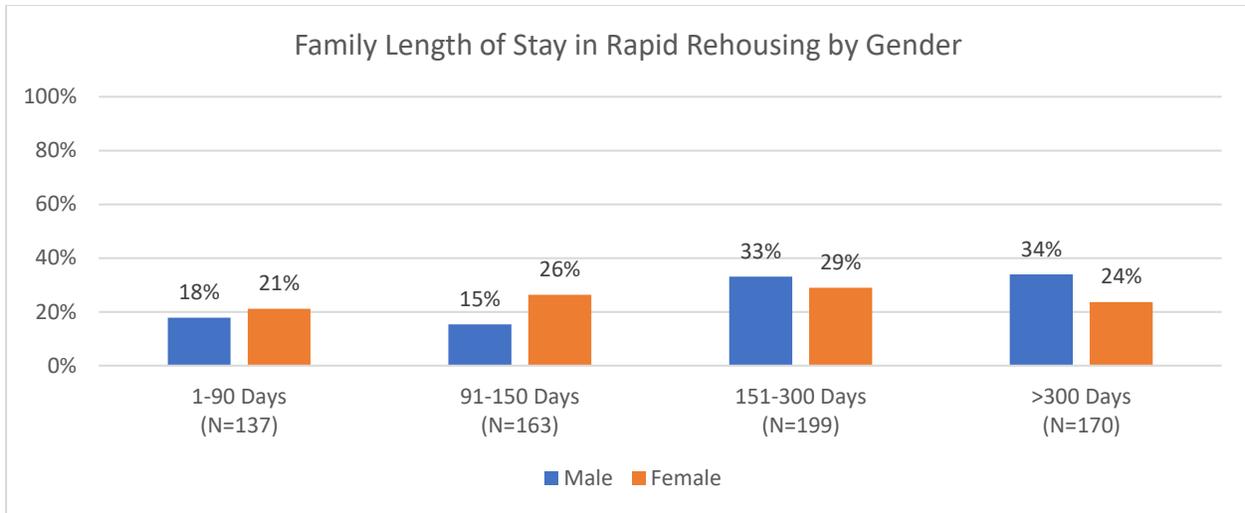
Characteristic	N	1-90 Days	91-150 Days	151-300 Days	>300 Days
Age	Not Sig	(N=139)	(N=163)	(N=201)	(N=170)
18-24	79	17.7%	17.7%	30.4%	34.2%
25-30	189	17.5%	25.9%	30.7%	25.9%
31-40	246	24.0%	21.1%	32.5%	22.4%
41+	159	20.8%	30.2%	24.5%	24.5%

Characteristic	N	1-90 Days	91-150 Days	151-300 Days	>300 Days
Race	Sig¹⁰⁴	(N=123)	(N=154)	(N=195)	(N=162)
White	183	12.9%	20.2%	37.7%	20.2%
Black or African American	319	16.0%	27.3%	28.2%	28.5%
Other	132	24.2%	20.2%	27.3%	25.8%
Ethnicity	Not Sig	(N=135)	(N=162)	(N=199)	(N=165)
LatinX	78	21.8%	16.7%	35.9%	25.6%
Non-LatinX	583	20.2%	25.6%	29.3%	24.9%
Gender	Sig¹⁰⁵	(N=137)	(N=163)	(N=199)	(N=170)
Male	118	17.8%	15.3%	33.1%	33.9%
Female	551	21.1%	26.3%	29.0%	23.6%



¹⁰⁴ $\chi^2(6)=13.84, p<.05$.

¹⁰⁵ $\chi^2(3)=9.97, p<.05$.



Permanent Housing Exits

There are no significant differences in exit destination based on age, race, ethnicity, or gender.

Characteristic	N	ES/TH	Other ¹⁰⁶	PH (subsidized)/PSH	PSH (unsubsidized)
Age	Not Sig	(N=58)	(N=74)	(N=150)	(N=366)
18-24	74	9.5%	10.8%	13.5%	66.2%
25-30	185	6.5%	9.2%	20.5%	63.8%
31-40	237	10.1%	12.2%	24.9%	52.7%
41+	152	9.9%	13.2%	28.3%	48.7%
Race	Not Sig	(N=53)	(N=73)	(N=138)	(N=348)
White	177	11.9%	12.4%	20.9%	54.8%
Black or African American	305	7.9%	9.8%	25.9%	56.4%
Other	130	6.2%	16.2%	16.9%	60.8%
Ethnicity	Not Sig	(N=57)	(N=73)	(N=144)	(N=362)
LatinX	76	13.2%	9.2%	18.4%	59.2%
Non-LatinX	560	8.4%	11.8%	23.2%	56.6%
Gender	Not Sig	(N=160)	(N=58)	(N=802)	(N=79)
Male	713	15.6%	6.0%	69.0%	9.4%
Female	386	12.7%	3.9%	80.3%	3.1%

¹⁰⁶ Other includes friends/family temporary, other, hotel/motel without emergency shelter voucher, institution, deceased, and unsheltered.

Appendix 6: Quantitative Analysis of Prevention

Purpose of Analysis

The goal of this set of analyses was to understand the prevention programs currently in place in Seattle/King County, the populations served by the prevention programs, the effectiveness of prevention efforts, and whether differences in demographic and homeless history characteristics are related to program outcomes.

Data Sources

Focus Strategies worked with King County's Performance Measurement and Evaluation (PME) team to request relevant data to assess prevention programs in Seattle/King County. Two primary sources of data were identified: (1) the Youth and Family Homelessness Prevention Initiative (YFHPI) database which sits in a database outside of the Homeless Management Information System (HMIS); and (2) prevention projects with data entered into HMIS. The specific projects included in this category are listed below in the section on numbers of enrolled households.

We requested data from both of these sources on the population of households who participated in the prevention programs at any point between July 1, 2017 and June 30, 2018. The files contained the following data elements for each participating head of household: population type (households with and without children), race, ethnicity, gender, date of birth, household size, living situation, disability information, veteran status, domestic violence, enrollment date, exit date, and permanent exit destination.

Each section in the appendix presents information first from YFHPI and then from HMIS. The following sections are included:

- Number of Households Enrolled
- Households with Children
 - Household Characteristics
 - Program Performance by Household Characteristics¹⁰⁷
 - Length of Stay
 - Living Situation upon Program Entry
 - Exit Destination at Program Exit
 - Entries into Homeless System
- Adult Only Households
 - Household Characteristics
 - Program Performance by Household Characteristics
 - Length of Stay
 - Living Situation upon Program Entry
 - Exit Destination at Program Exit
 - Entries into Homeless System

¹⁰⁷ The effectiveness of the YFHPI program is currently being studied using a randomized control study, where participants scoring in a particular range of a screening tool are randomly assigned to receive assistance in the form of money (treatment as usual group) or money plus case management (enhanced treatment group). Results are expected to be available in June 2019.

Summary of Findings

a. Defining Prevention Outcomes

Prevention programs are primarily designed to assist households that are at-risk of homelessness to maintain their existing housing situation. In some instances, a prevention program may assist a household to move directly to another unit, but the more common outcome is that the household remains in place. Thus, the main measure of performance is whether the household is still in place at the end of the term of assistance. However, for prevention programs entering data into HMIS, the data collected only shows the **type** of housing at program entry and exit, not the physical address at entry and exit. Therefore, our analysis cannot assess whether households sustained their housing. We can, however, measure whether households were in a permanent housing situation at exit. The performance assessment presented in this appendix is therefore framed as “having housing at exit” rather than “sustained housing,” since we are not able to tell whether assisted households moved to another unit or sustained their current unit. We assume that the majority of people who had permanent housing upon exiting a prevention program did stay in the same unit.

b. Summary of Results

Both the YFHPI and HMIS prevention programs in Seattle/King County have been very successful in helping adult-only and family households avoid entering the homeless system. More than 90% of households served were living in permanent housing when they left the programs (meaning that they maintained their housing as a result of the prevention assistance or moved to other permanent housing). The percent of households subsequently entering the homeless system is less than 5% for all but one of the subpopulations analyzed (adult only households after being served in YFHPI).

We also investigated the impact of demographic characteristics (race, ethnicity, age, and gender) on each of the performance measures in adult only and family households served in the YFHPI and HMIS prevention programs. Although analyses suggested areas where there appeared to be some impacts, they were generally not replicated across household types or demographic characteristics. We recommend future work be undertaken to more fully understand the impact of demographic characteristics on prevention program performance.

Number of Households Enrolled

Households Enrolled in YFHPI

YFHPI is designed to provide prevention services to young adults between the ages of 12 and 24, as well as families who have children and face imminent risk of homelessness.¹⁰⁸ The YFHPI file contained a total of 1,937 unique records accounted for by 1,780 households. By design, YFHPI participants are required to supply information that can be used to uniquely identify them. The table below illustrates the number of

¹⁰⁸ “A King County initiative prevented more than 4,000 people from becoming homeless in its first year.” King County Executive Office, April 1, 2018, <https://kingcounty.gov/elected/executive/constantine/news/release/2018/March/30-homelessness-prevention-2017-results.aspx>.

households by number of times they enrolled in the YFHPI over the course of one year; more than 90% of households enrolled only once.

# Prevention Enrollments	Unique YFHPI HHs (N=1,780)	% HHs
1	1,630	91.6%
2	143	8.0%
3	7	0.4%

The distribution of unique heads of households by household composition is provided in the next table. As the data indicate, the vast majority of YFHPI households had children (79%) while 17% were adult-only households. Data presented in this appendix is analyzed by household type.¹⁰⁹

Household Type	Unique YFHPI HHs (N=1,780)	% HHs
HH with children	1,405	78.9%
HH without children	310	17.4%
HH with children only	50	2.8%
Missing	15	0.8%

Households Enrolled in Prevention Programs Entering Data into HMIS

The HMIS file consisted of 1,550 unique records across 1,413 distinct heads of household.¹¹⁰ The table below displays the distribution of prevention enrollments by unique head of households.

# Prevention Enrollments	Unique HMIS HHs (N=1,413)	% HHs
1	1,301	92.1%
2	93	6.6%
3	14	1.0%
4	4	0.3%
5	1	0.1%

As depicted in the table below, slightly less than half (45%) of unique heads of households lived with children. For analytic purposes, we combined Family – No Children Under 18 and Individual Adult-only groups into a single category – Adult-only households.

¹⁰⁹ The small number of cases missing household composition information and households comprised of children only are not included in further analyses. The child only households were comprised of very young children (50% younger than 10 years old), leading us to conclude that children may not have been attached to households correctly in the database.

¹¹⁰ Of these 1,413 individuals, most (1,174 or 83%) consented to sharing information that could be used to uniquely identify them. We included non-consenting participants in all analyses except returns to homelessness; this is the only measure unknown duplication might impact. We acknowledge that the number of unique individuals is likely slightly smaller.

Household Type	Unique HMIS HHs (N=1,413)	% HHs
Family - Children Under 18	639	45.2%
Family - No Children Under 18	90	6.4%
Individual Adult	684	48.4%

The distribution of the number of households enrolled in each HMIS prevention project is provided in the table below. Hereafter, these projects collectively are referred to as HMIS prevention.

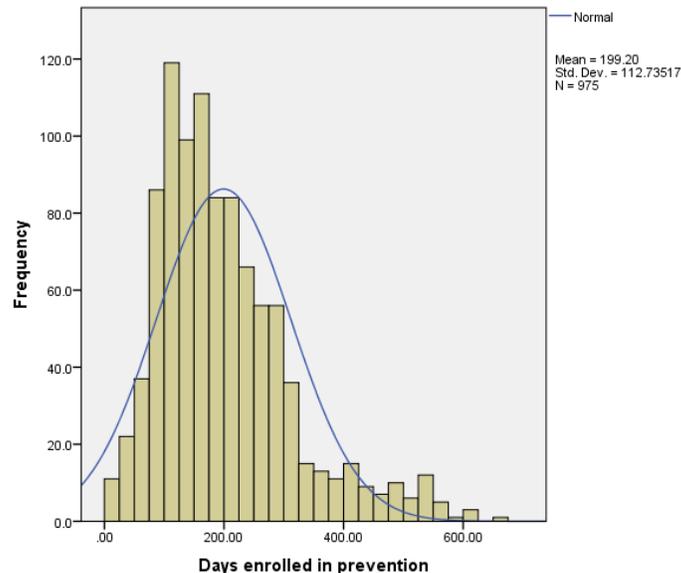
Project	Unique HHs (N=1,413)	% HHs
Chief Seattle Club - Prevention	21	1.5%
ECR Housing Stability and Placement Program	33	2.3%
Host Home	15	1.1%
Housing Stability Project	496	35.1%
IDHA Housing Stability and Homeless Prev	84	5.9%
LAC-Housing Stability	90	6.4%
MHS Prevention	125	8.8%
Neighborhood House - Prevention	114	8.1%
Project Self Sufficiency [21.105]	117	8.3%
Refugee and Immigrant Homelessness Prevention Program	29	2.1%
Seattle Rental Housing Assistance Program - MHS	3	0.2%
Seattle Rental Housing Assistance Program - NH	11	0.8%
Seattle Rental Housing Assistance Program - SG	13	0.9%
Seattle Rental Housing Assistance Program - YWCA [21.103]	19	1.3%
Solid Ground Housing Stability Case Management	51	3.6%
SSVF - CPC - Prevention	2	0.1%
STRMU	95	6.7%
SYFC - Prevention	21	1.5%
United Indians GÇô Prevention	8	0.6%
Young Adults Housing Stability - City of Seattle	37	2.6%
YWCA-LAC Tenant Support [21.101]	29	2.1%
Total	1,413	100%

Households with Children

Characteristics of Households with Children Enrolled in Prevention

Characteristics of Households Enrolled in YFHPI

Within YFHPI, there were 1,405 unique enrollments for households with children; of these, 430 were still enrolled in the program at the end of the time frame. The average household contained 2.2 children and 1.4 adults. Length of stay in YFHPI was quite variable; households that exited the program spent an average of 199 days, with the range spanning from less than 1 to 666 days. The median time of enrollment was 176 days. As illustrated in the graph below, the distribution of days in prevention is right-skewed, suggesting that some families have very long lengths of stay. This is not surprising given that the population includes households randomly assigned to different treatments, and within those treatment groups, there are a variety of needs including money, legal help, and/or case management.



The table below displays the characteristics of the 1,405 heads of households with children who enrolled in the YFHPI. For households with more than one prevention enrollment, we selected the last (most recent) prevention record as the source of information.

Family heads of household enrolling in prevention ranged in age from 19 to 82, with a mean of 38 years old. Almost 50% of heads of households were black (49%), just under one-third were white (30%), and slightly more than one-fifth were another race (21%); just under 15% reported being LatinX (14.8%). Women comprised the majority of this population (79%), as did those enrolling from a housing situation without subsidies (75%). Slightly less than one-third of heads of households (31%) reported being victims of domestic violence.

Finally, almost a third of households (31%) had yet to exit their most recent prevention enrollment and exit destination was available for only 80% of households that had left the prevention program. Most of

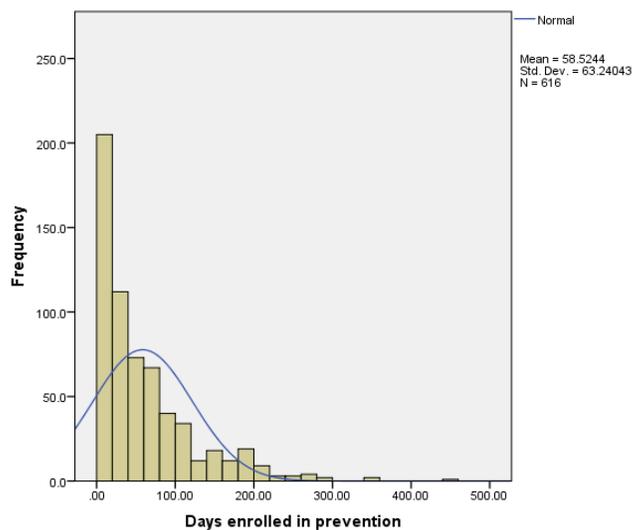
these households (77%) were living in permanent housing that was not subsidized at the time they left the prevention program.

Characteristic	Total (N=1,405)	%	% of Known
Age			
18-24	68	4.8%	4.8%
25-34	464	33.0%	33.0%
35-44	550	39.1%	39.2%
45-54	244	17.4%	17.4%
55+	78	5.6%	5.6%
Missing	1	0.1%	--
Race			
White	368	26.2%	29.7%
Black or African American	610	43.4%	49.2%
All Other Races	261	18.6%	21.1%
Missing	166	11.8%	--
Ethnicity			
LatinX	206	14.7%	14.8%
Non-LatinX	1,183	84.2%	85.2%
Missing	16	1.1%	--
Gender			
Male	288	20.5%	20.6%
Female	1,109	78.9%	79.2%
All Other Genders	3	0.2%	0.2%
Missing	5	0.4%	--
Veteran Status			
Yes	8	0.6%	0.6%
No	1,278	91.0%	99.4%
Missing	119	8.5%	
Disabling Condition			
Yes	208	14.8%	16.1%
No	1,081	76.9%	83.9%
Missing	116	8.3%	--
Domestic Violence Victim			
Yes	435	31%	31.3%
No	955	68%	68.7%

Characteristic	Total (N=1,405)	%	% of Known
Missing	15	1.1%	--
Living Situation			
Unsheltered	17	1.2%	1.2%
Sheltered	20	1.4%	1.4%
Institution	5	0.4%	0.4%
Housing - subsidy	302	21.5%	21.6%
Housing - no subsidy	1,052	74.9%	75.4%
Missing	9	0.6%	--
Exit Destination			
Sheltered	23	1.6%	2.9%
Housing – no subsidy	607	43.2%	77.0%
Housing - subsidy	141	10.0%	17.9%
Other	17	1.2%	2.2%
Missing Exit Destination	187	13.3%	--
Still Enrolled	430	30.6%	--

Characteristics of Households Enrolled in HMIS

Prevention projects in HMIS contained 639 distinct enrollments for households with children. A total of 23 households were still enrolled in the program at the end of the study period. The average household contained 3.5 people. Of those households that exited prevention, the average duration of enrollment was 59 days, with the range spanning from less than 1 to 457 days. The median time of enrollment was 37 days. The graph below shows that the distribution of enrollment days is noticeably right-skewed, again suggesting that the population served is likely varied in the level of need for assistance; some may need money, legal help, and/or case management.



Characteristics of families with children enrolled in HMIS prevention are presented in the table below. More than three-fourths of household heads were female (76%) and more than half were African-American (58%). Slightly less than one-third of participants reported having a disability (32%) or being the victim of domestic violence (30%). The majority entered from (65%) unsubsidized housing and were living in unsubsidized housing (63%) when they exited the prevention program.

Characteristic	Total (N=639)	%	% of Known
Age			
18-24	33	5.2%	5.2%
25-34	219	34.3%	34.3%
35-44	238	37.2%	37.2%
45-54	108	16.9%	16.9%
55+	41	6.4%	6.4%
Missing	--	--	--
Race			
White	147	23.0%	23.7%
Black or African American	357	55.9%	57.5%
All Other Races	117	18.3%	18.8%
Missing	18	2.8%	
Ethnicity			
LatinX	76	11.9%	11.9%
Non-LatinX	561	87.8%	88.1%
Missing	2	0.3%	--
Gender			
Male	150	23.5%	23.5%
Female	486	76.1%	76.2%
All Other Genders	2	0.3%	0.3%
Missing	1	0.2%	
Veteran Status			
Yes	47	7.4%	7.4%
No	588	92.0%	92.6%
Missing	4	0.6%	--
Any Disability ¹¹¹			
Yes	202	31.6%	31.8%
No	434	67.9%	68.2%

¹¹¹ Any disability was set to yes if the client reported having a chronic health problem, developmental disability, physical disability, mental health issue, or a substance abuse issue.

Characteristic	Total (N=639)	%	% of Known
Missing	3	0.5%	--
Domestic Violence Victim			
Yes	190	29.7%	30.4%
No	435	68.1%	69.6%
Missing	14	2.2%	--
Living Situation			
Unsheltered	20	3.1%	3.1%
Sheltered	12	1.9%	1.9%
Institution	189	29.6%	29.6%
Housing - subsidy	417	65.3%	65.4%
Housing - no subsidy	20	3.1%	3.1%
Missing	1	0.2%	--
Exit Destination			
Sheltered	4	0.6%	0.7%
Housing – no subsidy	386	60.4%	63.4%
Housing - subsidy	218	34.1%	35.8%
Other	1	0.2%	0.2%
Missing Exit Destination	7	1.1%	--
Still Enrolled	23	3.6%	--

Program Performance by Household Characteristics

We investigated the associations of length of stay in prevention, living situation at program enrollment, and exit destination with race, age, ethnicity, and gender¹¹² to identify if performance differences were related to any of the demographic factors. We understand that prevention providers and funders in Seattle/King County are working to align existing prevention efforts to a common model that differentiates four “lanes” of prevention that provide different types of assistance based on a common set of criteria for assessing need – those households closer to becoming homeless would be eligible for more intensive assistance. The differences between the various prevention programs are masked in the data presented below because it combines all of those efforts.

¹¹² Due to the small number of cases, the ‘All Other Genders’ category was omitted from all analyses examining differences in prevention.

Length of Stay in YFHPI

For YFHPI participants, only race and ethnicity were related to a household’s length of stay in prevention:

- Heads of households with children who were in the “All Other Races” category, spent more time on average enrolled in prevention (222 days) than households headed by white individuals (184 days).
- LatinX headed households with children spent less time in prevention than non-LatinX headed households (202 days vs. 182 days).

Characteristic	N	Average Days in Prevention	Statistically Significant?
Age Range			F(4, 969)=.64, ns
18-24	46	178.6	
25-34	302	200.9	
35-44	389	202.9	
45-54	178	193.1	
55+	59	202.1	
Race			F(2, 911)=6.44, p <.01 Households with children headed by person in other racial category spend more time in prevention than households headed by a white person.
White	291	184.0	
Black or African American	451	203.2	
All Other Races	172	221.8	
Ethnicity			F(1, 964)=3.86, p<.05. LatinX -headed households spend less time on average than non-LatinX headed households.
LatinX	145	181.7	
Non-LatinX	821	201.6	
Gender			F(1, 970)=.08, ns
Male	220	197.5	
Female	752	199.9	

Length of Stay in HMIS Prevention

For households with children enrolled in HMIS prevention programs, length of stay in prevention was not significantly associated with age, race, ethnicity, or gender.

Characteristic	N	Average Days in Prevention	Statistically Significant?
Age Range			F(4, 611)=0.2, ns
18-24	32	66.6	

Characteristic	N	Average Days in Prevention	Statistically Significant?
25-34	211	58.1	
35-44	233	59.2	
45-54	100	55.5	
55+	40	58	
Race			
White	142	51.4	F(2, 595)=1.43, ns
Black or African American	347	62.2	
All Other Races	109	59.3	
Ethnicity			
LatinX	74	63.7	F(1, 612)=0.56, ns
Non-LatinX	540	57.8	
Gender			
Male	145	60.7	F(1, 611)=0.23, ns
Female	468	57.8	

Living Situation at Time of Enrollment in YFHPI¹¹³

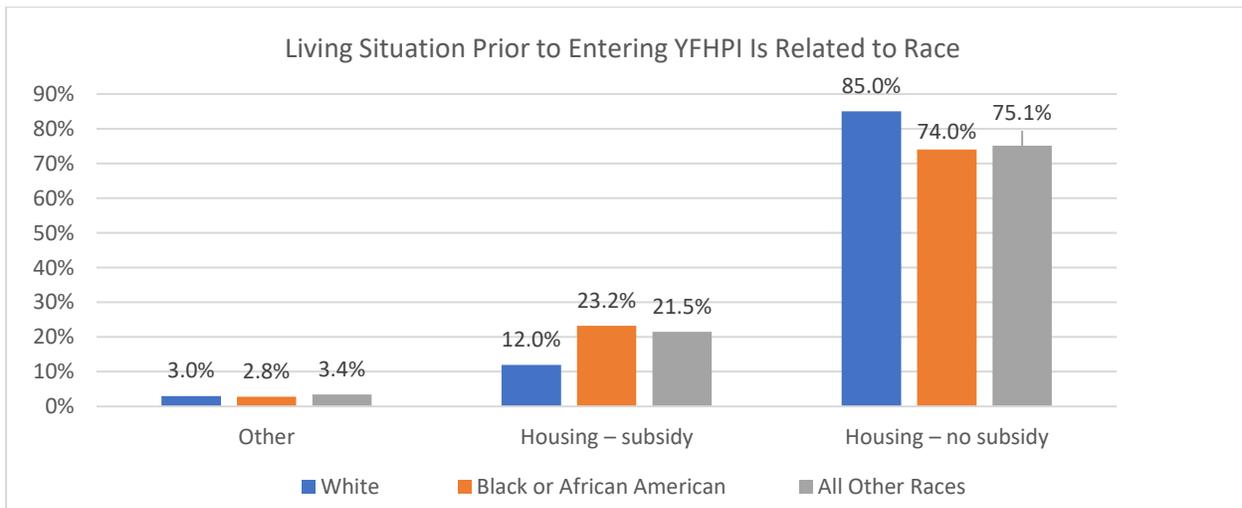
Overall, we found racial and gender differences in terms of where households were living prior to entering the YFHPI prevention program. These relationships are described below and illustrated in graphs that follow the table. Specifically,

- White heads of households were significantly less likely to come from subsidized housing and more likely to come from unsubsidized housing than heads of households that are black or from all other races.
- Men were significantly less likely to come from subsidized housing and more likely to come from unsubsidized housing than women.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Age		(N=42)	(N=302)	(N=1,051)
18-24	66	1.5%	13.6%	84.8%
25-34	462	3.5%	20.8%	75.8%
35-44	548	2.6%	23.5%	73.9%

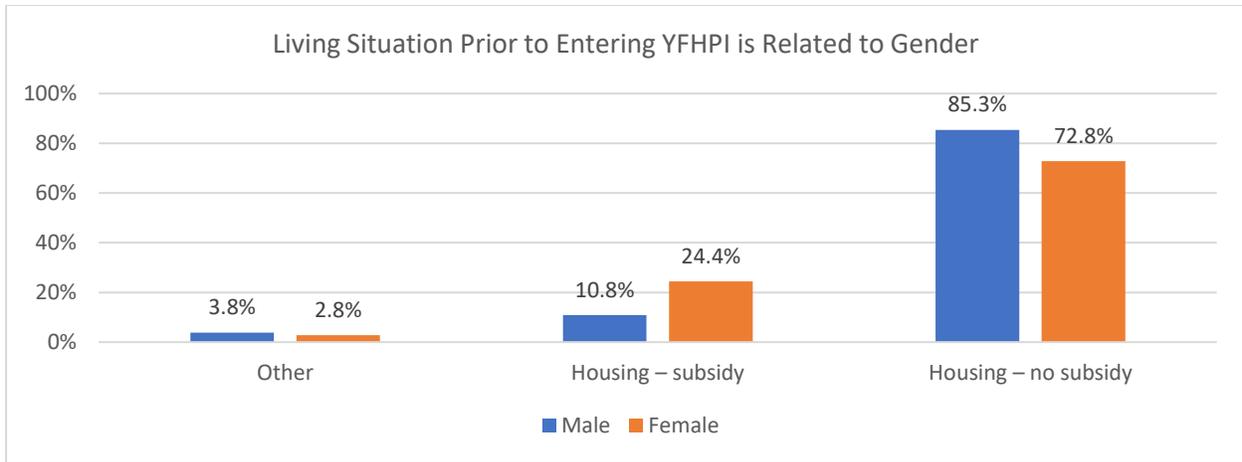
¹¹³ To ensure that sample sizes were sufficient for comparative analysis, we combined the sheltered, unsheltered, and institution categories of prior living into a single ‘other’ category.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
45-54	242	4.1%	22.3%	73.6%
55+	77	1.3%	18.2%	80.5%
Race¹¹⁴				
		(N=37)	(N=241)	(N=957)
White	367	3.0%	12.0%	85.0%
Black or African American	607	2.8%	23.2%	74.0%
All Other Races	261	3.4%	21.5%	75.1%
Ethnicity				
		(N=42)	(N=298)	(N=1,042)
LatinX	203	3.0%	21.7%	75.4%
Non-LatinX	1,179	3.1%	21.5%	75.4%
Gender¹¹⁵				
		(N=42)	(N=300)	(N=1,049)
Male	286	3.8%	10.8%	85.3%
Female	1,102	2.8%	24.4%	72.8%



¹¹⁴ $\chi^2(4)=19.5, p<.001$.

¹¹⁵ $\chi^2(2)=24.9, p<.001$.



Living Situation at Time of Enrollment in HMIS Prevention

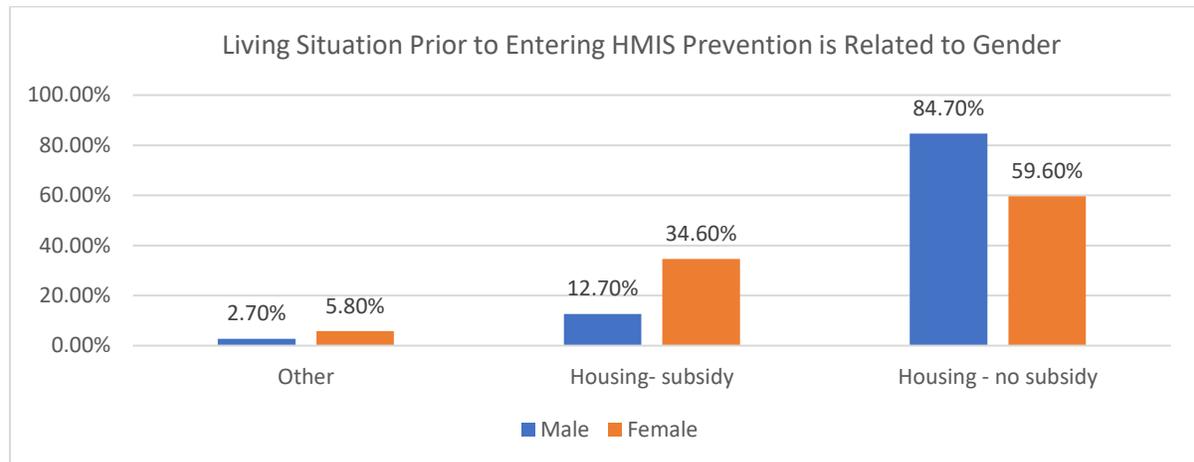
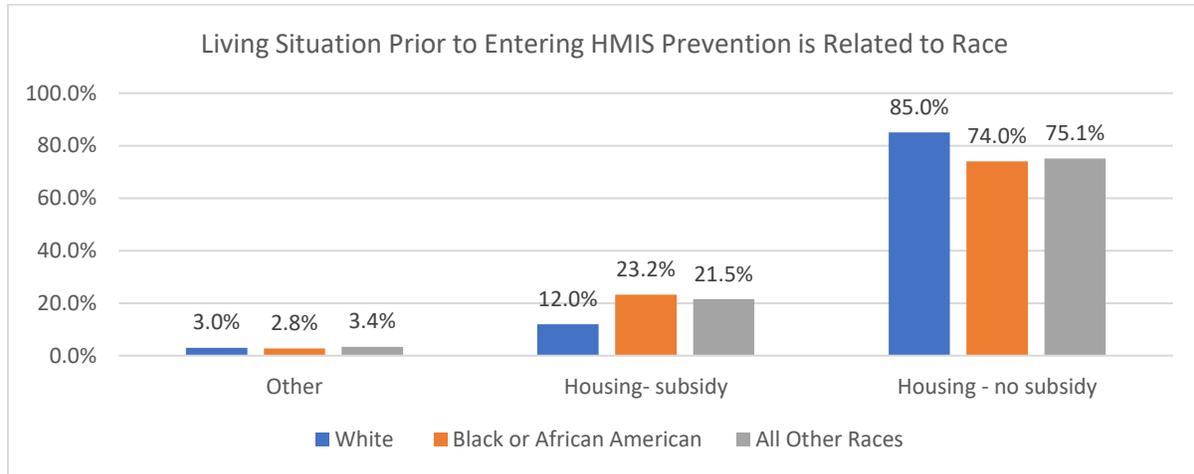
For participants of HMIS prevention programs, we found that prior living situation was associated with race and gender.

- On average, white heads of households were less likely than black heads of household or heads of households from all other races to enter prevention from housing that was subsidized.
- Likewise, males were less likely than females to enroll in prevention with a prior living situation of subsidized housing.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Age		(N=32)	(N=189)	(N=417)
18-24	33	9.1%	24.2%	66.7%
25-34	219	5.5%	26.5%	68.0%
35-44	237	4.6%	31.6%	63.7%
45-54	108	4.6%	33.3%	62.0%
55+	41	2.4%	29.3%	68.3%
Race¹¹⁶		(N=31)	(N=184)	(N=405)
White	147	3.4%	19.7%	76.9%
Black or African American	356	6.5%	33.4%	60.1%
All Other Races	117	2.6%	30.8%	66.7%
Ethnicity		(N=31)	(N=188)	(N=417)
LatinX	76	1.3%	26.3%	72.4%

¹¹⁶ $\chi^2(4)=14.8, p<.01$.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Non-LatinX	636	5.4%	30.0%	64.6%
<i>Gender</i> ¹¹⁷		(N=32)	(N=1,872)	(N=416)
Male	150	2.7%	12.7%	84.7%
Female	485	5.8%	34.6%	59.6%



*Leaving YFHPI*¹¹⁸

Overall, we found racial, ethnicity, and gender differences in terms of where YFHPI households are living when they leave the prevention program. These relationships are described below and illustrated in graphs that follow the table. Specifically,

¹¹⁷ $\chi^2(2)=32, p<.001$.

¹¹⁸ To increase sample sizes for a statistical comparison, we combined the sheltered category of exit destination with the existing 'other' category.

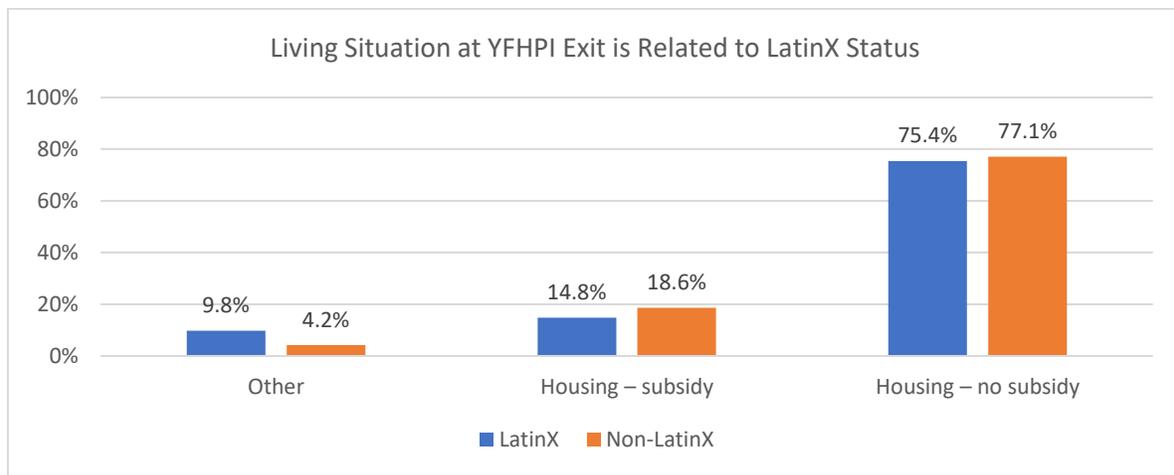
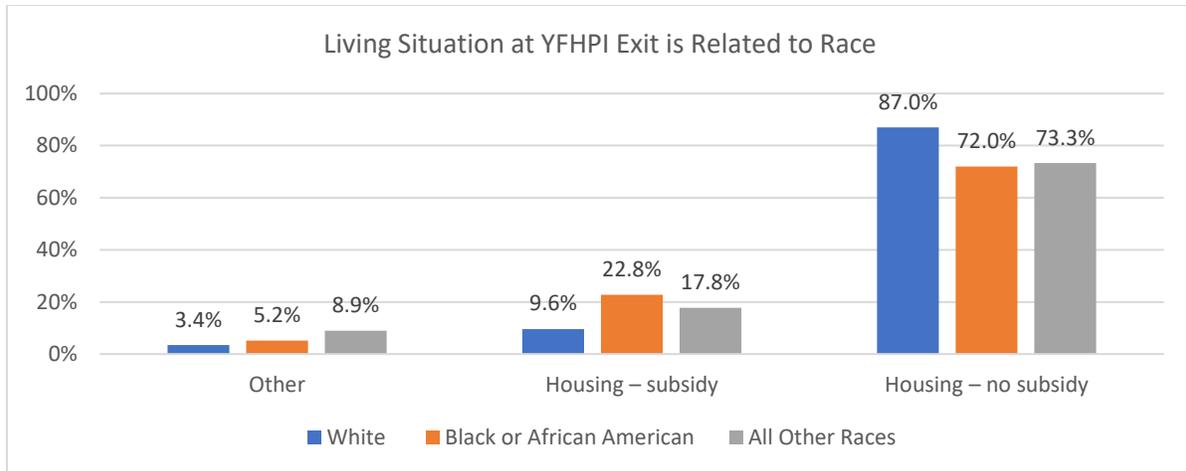
- Households headed by a white person were more likely to be living in non-subsidized housing.
- LatinX heads of household with children were more likely to be living in a destination other than permanent housing when they leave the prevention program (e.g., shelter).
- Women were more likely than men to be living in housing with subsidies when they leave the program.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Age		(N=40)	(N=141)	(N=606)
18-24	35	5.7%	14.3%	80.0%
25-34	244	7.8%	17.2%	75.0%
35-44	318	4.1%	17.9%	78.0%
45-54	142	2.8%	19.7%	77.5%
55+	48	4.2%	18.8%	77.1%
Race¹¹⁹		(N=39)	(N=128)	(N=575)
White	261	3.4%	9.6%	87.0%
Black or African American	346	5.2%	22.8%	72.0%
All Other Races	135	8.9%	17.8%	73.3%
Ethnicity¹²⁰		(N=40)	(N=141)	(N=601)
LatinX	122	9.8%	14.8%	75.4%
Non-LatinX	660	4.2%	18.6%	77.1%
Gender¹²¹		(N=40)	(N=140)	(N=606)
Male	194	4.1%	9.8%	86.1%
Female	592	5.4%	20.4%	74.2%

¹¹⁹ $\chi^2(4)=24.9, p<.001.$

¹²⁰ $\chi^2(2)=7.2, p<.05.$

¹²¹ $\chi^2(2)=12.5, p<.01.$

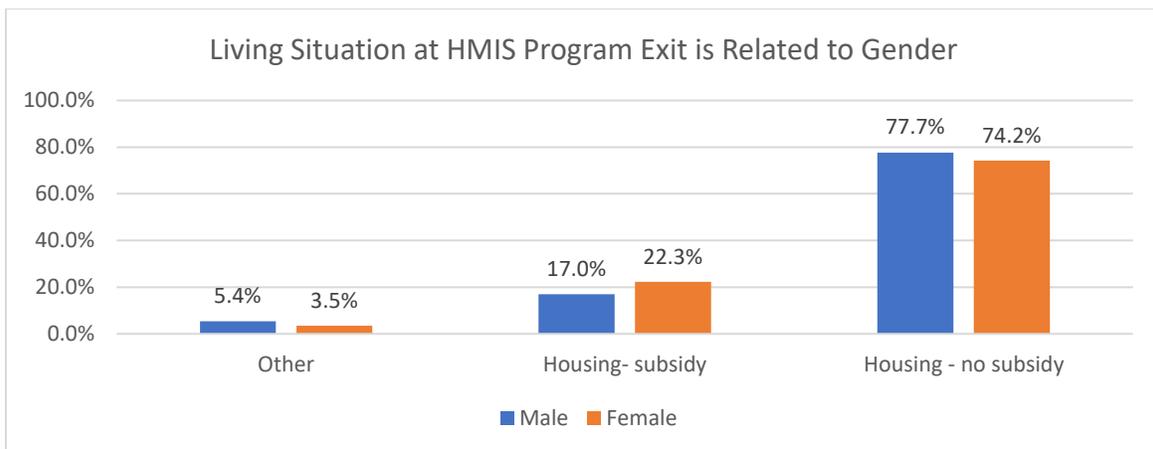
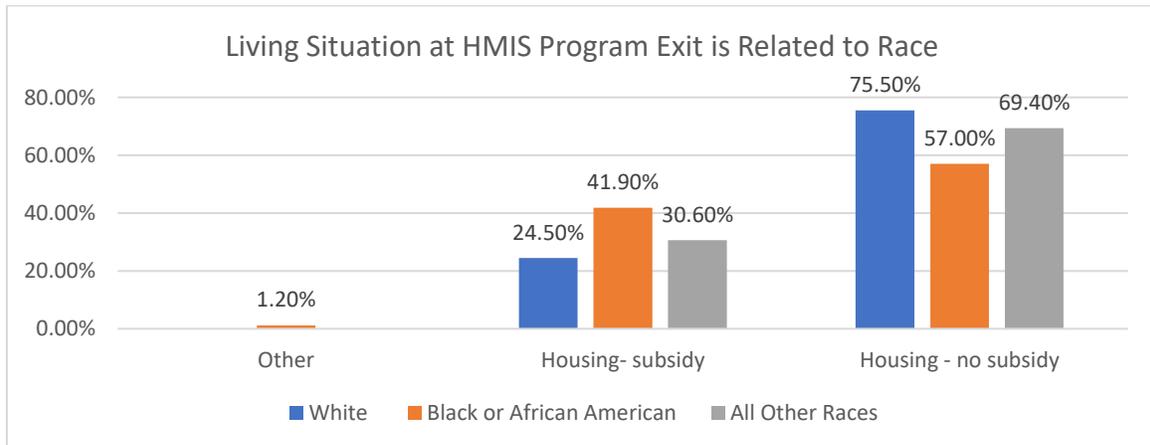


Leaving from Prevention Programs Entering HMIS

The living situations for households with children exiting HMIS prevention programs were also found to vary by select characteristics. Specifically, we found that black or African-American households were more likely than white households to be living in housing with a subsidy. In addition, female headed households were more likely than male headed households to leave prevention in subsidized housing.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
		(N=5)	(N=218)	(N=386)
Age				
18-24	31	0.0%	35.5%	64.5%
25-34	211	0.9%	33.6%	65.4%
35-44	228	0.9%	36.4%	62.7%
45-54	99	1.0%	39.4%	59.6%
55+	40	0.0%	35.0%	65.0%

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Race¹²²		(N=4)	(N=211)	(N=376)
White	139	0.0%	24.5%	75.5%
Black or African American	344	1.2%	41.9%	57.0%
All Other Races	108	0.0%	30.6%	69.4%
Ethnicity		(N=4)	(N=217)	(N=386)
LatinX	74		31.1%	68.9%
Non-LatinX	533	0.8%	36.4%	62.9%
Gender¹²³		(N=4)	(N=211)	(N=376)
Male	142	0.0%	17.6%	82.4%
Female	464	1.1%	40.9%	58.0%



¹²² $\chi^2(4)=18.3, p<.001$.

¹²³ $\chi^2(2)=28.4, p<.01$.

Entering Homeless System After Exiting YFHPI

King County staff identified via fuzzy name match those individuals enrolled in YFHPI prevention who later were enrolled in HMIS as being homeless. It is important to note that returns for this program are tracked for all participants who exited prevention (not just those who left for permanent housing) and has no look-back time restriction in contrast to the 6-month window that is standard for HMIS reporting. The table below contains household characteristics for YFHPI heads of households in families with children by their entrance into homeless status after exiting prevention. As the data indicate, the characteristics of those who entered the homeless system following prevention are very similar to all households who exited YFHPI. Importantly, there are a very small number of returns (less than 5% of all exits) after being served by YFHPI.

Characteristic	All YFHPI Families Who Exited			YFHPI Families Who Later Entered Homeless System		
	Total (N=975)	%	% of Known	Total (N=44)	%	% of Known
Age						
18-24	46	4.7%	4.7%	1	2.3%	2.3%
25-34	302	31.0%	31.0%	18	40.9%	40.9%
35-44	389	39.9%	39.9%	16	36.4%	36.4%
45-54	178	18.3%	18.3%	6	13.6%	13.6%
55+	59	6.1%	6.1%	3	6.8%	6.8%
Missing	1	0.1%	--	--	--	--
Race						
White	291	29.8%	31.8%	10	22.7%	22.7%
Black or African American	451	46.3%	49.3%	23	52.3%	52.3%
All Other Races	172	17.6%	18.8%	11	25.0%	25.0%
Missing	61	6.3%	--	--	--	--
Ethnicity						
LatinX	145	14.9%	15.0%	4	9.1%	9.3%
Non-LatinX	821	84.2%	85.0%	39	88.6%	90.7%
Missing	9	0.9%	--	1	2.3%	--
Gender						
Male	220	22.6%	22.6%	11	25.0%	25.0%
Female	752	77.1%	77.2%	33	75.0%	75.0%
All Other Genders	2	0.2%	0.2%	0	--	--
Missing	1	0.1%	--	--	--	--

Entering Homeless System After Exiting HMIS Prevention

HMIS prevention program returns include only those who exited prevention to permanent housing and entered the homelessness system within six months of exiting prevention. To ensure accuracy, the measure was estimated for only those participants who provided consent for the use of identifying information. In the table below, characteristics of the heads of households in families with children who exited to permanent housing and consented to supplying identifying information during the study period are broken out by their HMIS return status.

Given the small number of returns, the demographic composition of those who entered the homeless system within six months of leaving prevention in permanent housing appear to mirror the overall population of households enrolled who left the program in permanent housing.

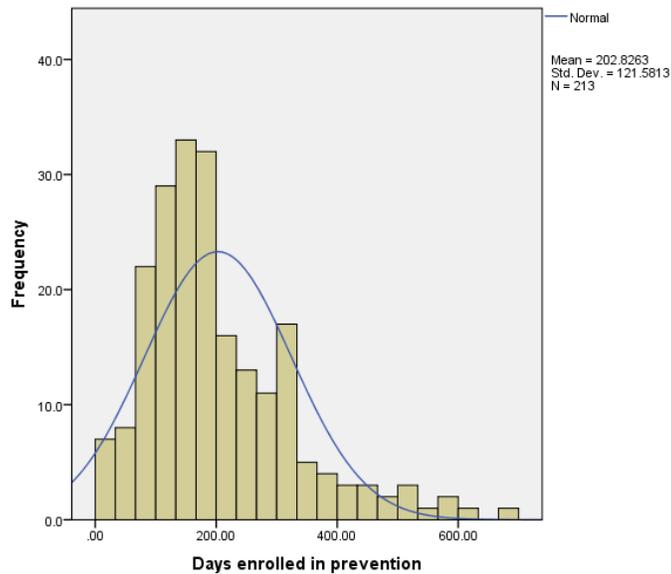
Characteristic	HMIS Families who Left the Program in PH and Consented			HMIS Families Who Entered Homelessness System		
	Total (N=509)	%	% of Known	Total (N=12)	%	% of Known
Age						
18-24	30	5.9%	5.9%	1	8.3%	8.3%
25-34	170	33.4%	33.4%	4	33.3%	33.3%
35-44	194	38.1%	38.1%	4	33.3%	33.3%
45-54	81	15.9%	15.9%	0	0.0%	0.0%
55+	34	6.7%	6.7%	3	25.0%	25.0%
Race						
White	123	24.2%	24.7%	3	25.0%	25.0%
Black or African American	284	55.8%	57.1%	8	66.7%	66.7%
All Other Races	90	17.7%	18.1%	1	8.3%	8.3%
Missing	12	2.4%	--	--	--	--
Ethnicity						
LatinX	58	11.4%	11.4%	2	16.7%	16.7%
Non-LatinX	450	88.4%	88.6%	10	83.3%	83.3%
Missing	1	0.2%	--	--	--	--
Gender						
Male	134	26.3%	26.4%	4	33.3	33.3
Female	372	73.1%	73.2%	8	66.7	66.7
All Other Genders	2	0.4%	0.4%	0	0.0%	0.0%
Missing	1	0.2%	--	--	--	--

Adult-Only Households

Characteristics of Adult-Only Households Enrolled in Prevention

Households Enrolled in YFHPI

There were 310 unique head of household enrollments for adult-only YFHPI households. On average, these households contained 1.3 people. The number of days spent in the prevention program for the 213 households that exited enrollment ranged from 5 to 669, with an average of 203 days and a median of 175 days. As depicted in the graph below, the distribution of days in prevention is right-skewed, again suggesting that a relatively large number of adult-only households have lengthy stays in prevention.



The table below displays the characteristics of the 310 heads of households without children in the household who enrolled in the YFHPI. For households with more than one prevention enrollment, we selected the last (most recent) prevention record as the source of information.

Heads of adult-only households enrolling in prevention were 35 years-old on average and ranged in age from 19 to 75. The preponderance of heads of households were black (59%), female (72%), and non-LatinX (89%). Slightly less than 15% of adult-only heads of households had a disabling condition (14.3%), and slightly less than one-quarter (23%) reported being the victim of domestic violence.

Nearly a third of adult-only households (31%) had yet to exit their most recent prevention enrollment; of those who had, exit destination was available for approximately two-thirds (69%) of households. The majority of exits (70%) were to unsubsidized permanent housing.

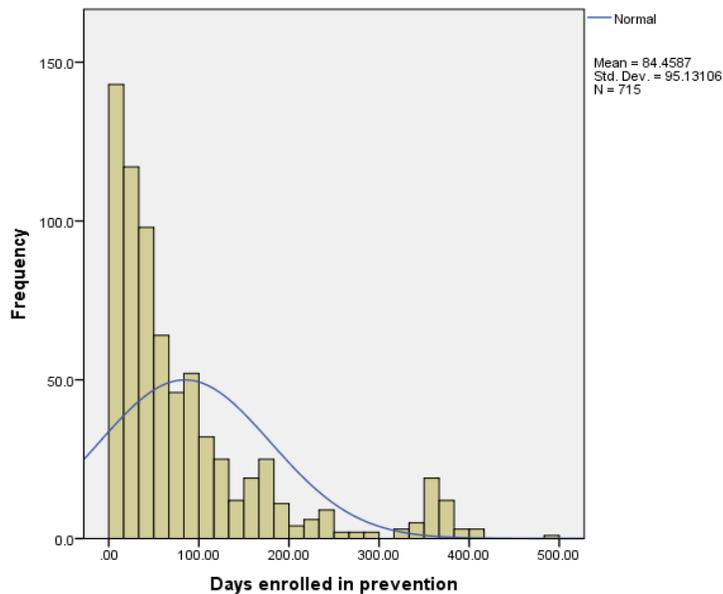
Characteristic	Total (N=310)	%	% of Known
Age			
18-24	99	31.9%	31.9%
25-34	71	22.9%	22.9%

Characteristic	Total (N=310)	%	% of Known
35-44	59	19.0%	19.0%
45-54	49	15.8%	15.8%
55+	32	10.3%	10.3%
Race			
White	62	20.0%	21.2%
Black or African American	173	55.8%	59.0%
All Other Races	58	18.7%	19.8%
Missing	17	5.5%	--
Ethnicity			
LatinX	34	11.0%	11.3%
Non-LatinX	266	85.8%	88.7%
Missing	10	3.2%	--
Gender			
Male	80	25.8%	26.1%
Female	221	71.3%	72.0%
All Other Genders	6	1.9%	2.0%
Missing	3	1.0%	--
Veteran Status			
Yes	3	1.0%	1.0%
No	298	96.1%	99.0%
Missing	9	2.9%	--
Disabling Condition			
Yes	43	13.9%	14.3%
No	258	83.2%	85.7%
Missing	9	2.9%	--
Domestic Violence Victim			
Yes	69	22.3%	23.0%
No	231	74.5%	77.0%
Missing	10	3.2%	--
Living Situation			
Unsheltered	9	2.9%	3.0%
Sheltered	13	4.2%	4.3%
Institution	2	0.6%	0.7%
Housing - subsidy	46	14.8%	15.2%

Characteristic	Total (N=310)	%	% of Known
Housing - no subsidy	233	75.2%	76.9%
Missing	7	2.3%	--
Exit Destination			
Sheltered	5	1.6%	3.0%
Housing – no subsidy	115	37.1%	70.1%
Housing - subsidy	35	11.3%	21.3%
Other	9	2.9%	5.5%
Missing Exit Destination	49	15.8%	--
Still Enrolled	97	31.3%	--

Households Enrolled in HMIS Prevention

The HMIS adult-only household population consisted of 774 unique heads of household. Adult-only households contained an average of 1.1 people. For the 715 households that exited the program, the number of days spent in the prevention program ranged from less than 1 to 496 with an average of 84 days and a median of 50 days. The same positive skew noted for households with children is evident in the graph below, again suggesting that the level of assistance required by participants is variable.



Characteristics of adult-only households enrolled in HMIS prevention are provided below. More than a third of participants (36%) were aged 55 and over; half were black or African-American, and 11% were LatinX. Gender composition was equally distributed between females and males. More than half of enrollees (58%) reported at least 1 disability, and 20% were victims of domestic violence. More than two-thirds (68%) of households entered prevention with a prior living situation of unsubsidized housing and 28% entered from a subsidized housing situation. A slightly smaller proportion (65%) exited to unsubsidized housing while a slightly larger percentage (33%) exited to a subsidized housing situation.

Characteristic	Total (N=774)	%	% of Known
Age			
18-24	81	10.5%	10.5%
25-34	121	15.6%	15.7%
35-44	112	14.5%	14.5%
45-54	184	23.8%	23.8%
55+	274	35.4%	35.5%
Missing	2	0.3%	--
Race			
White	258	33.3%	34.4%
Black or African American	377	48.7%	50.3%
All Other Races	114	14.7%	15.2%
Missing	25	3.2%	--
Ethnicity			
LatinX	85	11.0%	11.1%
Non-LatinX	680	87.9%	88.9%
Missing	9	1.2%	--
Gender			
Male	386	49.9%	49.9%
Female	384	49.6%	49.7%
All Other Genders	3	0.4%	0.4%
Missing	1	0.1%	--
Veteran Status			
Yes	97	12.5%	12.8%
No	658	85.0%	87.2%
Missing	19	2.5%	
Any Disability			
Yes	425	54.9%	58.0%
No	308	39.8%	42.0%
Missing	41	5.3%	--
Domestic Violence Victim			
Yes	135	17.4%	19.9%
No	545	70.4%	80.1%
Missing	94	12.1%	--
Living Situation			

Characteristic	Total (N=774)	%	% of Known
Unsheltered	10	1.3%	1.3%
Sheltered	22	2.8%	2.9%
Institution	1	0.1%	0.1%
Housing - subsidy	213	27.5%	27.9%
Housing - no subsidy	518	66.9%	67.8%
Missing	10	1.3%	--
Exit Destination			
Sheltered	14	1.8%	2.0%
Housing – no subsidy	442	57.1%	64.6%
Housing - subsidy	225	29.1%	32.9%
Other	3	0.4%	0.4%
Missing Exit Destination	32	4.1%	--
Still Enrolled	58	7.5%	--

Program Performance by Household Characteristics

We investigated the associations of length of stay in prevention, living situation at program enrollment, and exit destination with race, age, ethnicity, and gender to identify if performance differences were related to any of the demographic factors. Results are provided below.

Length of Stay in YFHPI

- The length of stay in the prevention program for YFHPI adult-only households was not impacted by age category, race, ethnicity, or gender.

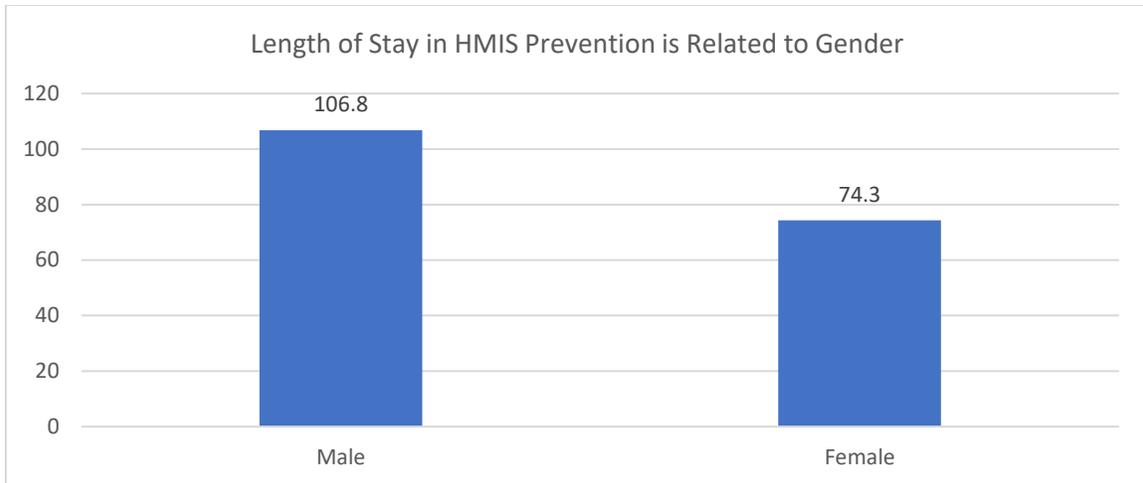
Characteristic	N	Average Days in Prevention	Statistically Significant?
Age Range			
18-24	67	199.1	F(4, 208)=2.15, ns
25-34	40	180.4	
35-44	42	177.8	
45-54	37	241.4	
55+	27	231.5	
Race			
White	45	184.2	F(2, 198)=1.02, ns.
Black or African American	118	198.8	
All Other Races	38	221.5	

Characteristic	N	Average Days in Prevention	Statistically Significant?
<i>Ethnicity</i>			
LatinX	23	188.8	F(1, 205)=.34, ns
Non-LatinX	184	204.4	
<i>Gender</i>			
Male	58	194.4	F(1, 207)=.423, ns
Female	151	206.5	

Length of Stay in HMIS Prevention

For adult-only households enrolled in HMIS prevention programs, length of stay in prevention was associated with gender. Specifically, the results indicate that men on average spend approximately 30 days longer enrolled in prevention than women.

Characteristic	N	Average Days in Prevention	Statistically Significant?
<i>Age Range</i>			
18-24	80	75.1	F(4, 709)=2.32, ns
25-34	113	91.6	
35-44	98	133.6	
45-54	167	96	
55+	256	72.9	
<i>Race</i>			
White	239	105.1	F(2, 693)=1.33, ns
Black or African American	359	83.5	
All Other Races	98	78.7	
<i>Ethnicity</i>			
LatinX	74	87.7	F(1, 709)=0.02, ns
Non-LatinX	637	90.8	
Gender			F(1, 712)=6.19, p<.05. Male HoHs spend more time enrolled in prevention than female HoHs.
Male	347	106.8	
Female	367	74.3	

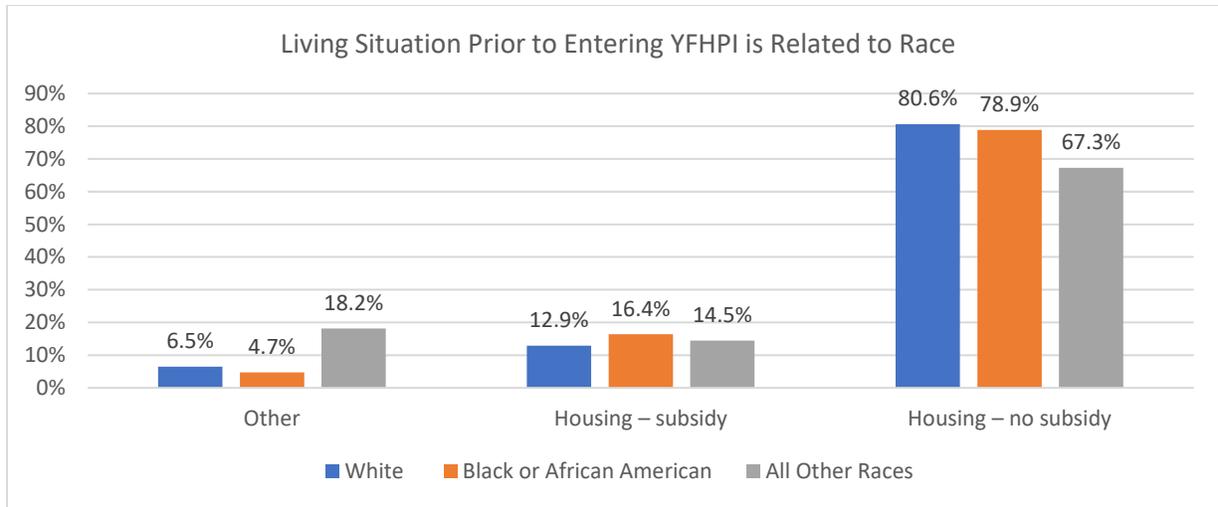


Living Situation at Time of Enrollment in YFHPI

Overall, we found variation in prior living situation by race. Specifically, adult-only households headed by someone of another race were more likely to enter prevention from non-permanent housing (e.g., shelter or institution). This relationship is displayed in the figure below the table.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Age		(N=24)	(N=46)	(N=233)
18-24	98	11.2%	10.2%	78.6%
25-34	69	4.3%	11.6%	84.1%
35-44	57	7.0%	14.0%	78.9%
45-54	47	10.6%	25.5%	63.8%
55+	32	3.1%	25.0%	71.9%
Race¹²⁴		(N=22)	(N=44)	(N=222)
White	62	6.5%	12.9%	80.6%
Black or African American	171	4.7%	16.4%	78.9%
All Other Races	55	18.2%	14.5%	67.3%
Ethnicity		(N=24)	(N=44)	(N=228)
LatinX	34	5.9%	8.8%	85.3%
Non-LatinX	262	8.4%	15.6%	76.0%
Gender		(N=23)	(N=46)	(N=228)
Male	79	10.1%	6.3%	83.5%
Female	218	6.9%	18.8%	74.3%

¹²⁴ $\chi^2(4)=11.3, p<.05.$



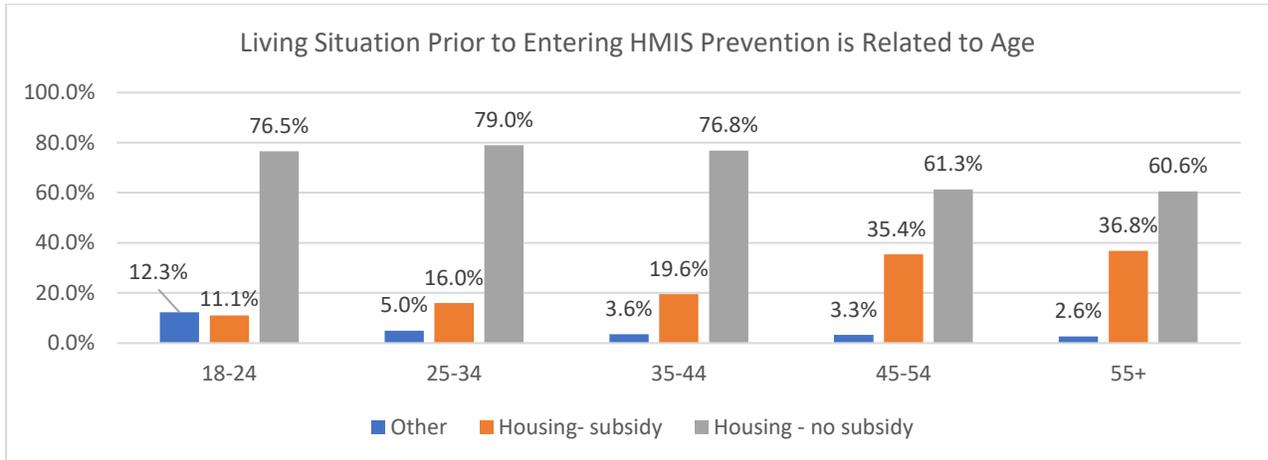
Living Situation at Time of Enrollment in HMIS Prevention

For adult-only households participating in HMIS prevention programs, we found that prior living situation was associated with age. In particular, the results indicate that older adults (those aged 45-54 and 55-plus) were more likely to enter prevention from a subsidized housing situation and less likely to enter from non-subsidized housing in comparison with younger adults.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Age¹²⁵		(N=33)	(N=213)	(N=516)
18-24	81	12.3%	11.1%	76.5%
25-34	119	5.0%	16.0%	79.0%
35-44	112	3.6%	19.6%	76.8%
45-54	181	3.3%	35.4%	61.3%
55+	269	2.6%	36.8%	60.6%
Race		(N=32)	(N=206)	(N=503)
White	256	3.5%	29.3%	67.2%
Black or African American	372	4.8%	25.3%	69.9%
All Other Races	113	4.4%	32.7%	62.8%
Ethnicity		(N=32)	(N=211)	(N=513)
LatinX	83	7.2%	22.9%	69.9%
Non-LatinX	673	3.9%	28.5%	67.6%
Gender		(N=33)	(N=212)	(N=516)

¹²⁵ $\chi^2(8)=50.4, p<.001$.

Characteristic	N	Other	Housing – subsidy	Housing – no subsidy
Male	382	5.5%	25.1%	69.4%
Female	379	3.2%	30.6%	66.2%



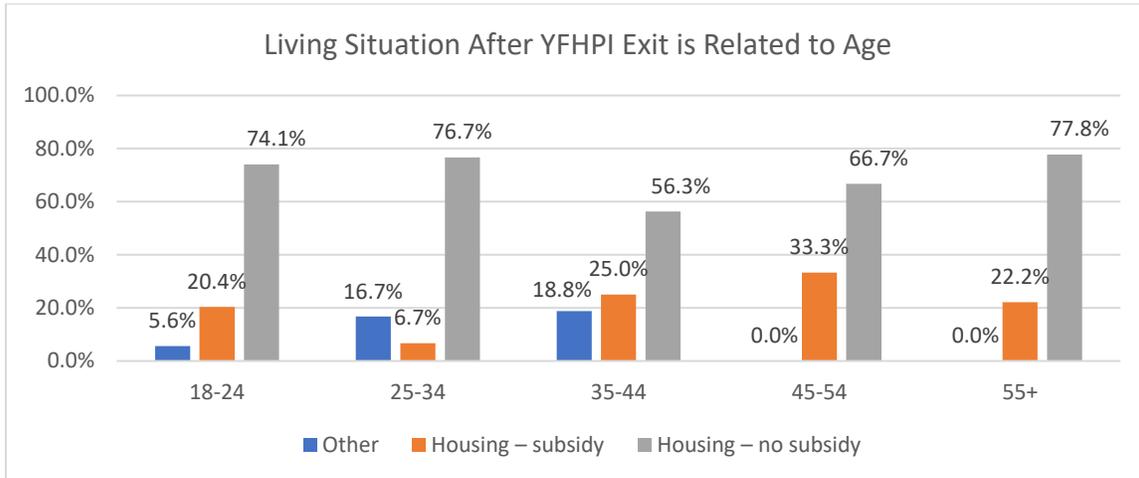
Leaving YFHPI

Overall, we found age was related to where households were living when they left YFHPI. Specifically, those aged 35-54 were less likely to be living in non-subsidized housing than individuals less than age 35 or individuals older than age 55. Again, the relationship is displayed in the figure below the table.

Characteristic	N	Other	Housing – subsidy	Housing – No subsidy
Age¹²⁶		(N=14)	(N=35)	(N=115)
18-24	54	5.6%	20.4%	74.1%
25-34	30	16.7%	6.7%	76.7%
35-44	32	18.8%	25.0%	56.3%
45-54	30	0.0%	33.3%	66.7%
55+	18	0.0%	22.2%	77.8%
Race		(N=14)	(N=31)	(N=109)
White	42	11.9%	21.4%	66.7%
Black or African American	82	6.1%	19.5%	74.4%
All Other Races	30	13.3%	20.0%	66.7%
Ethnicity		(N=12)	(N=25)	(N=101)
LatinX	22	9.1%	36.4%	54.5%

¹²⁶ $\chi^2(4)=24.9, p<.001$.

Non-LatinX	138	8.7%	18.1%	73.2%
Gender		(N=14)	(N=35)	(N=112)
Male	48	2.1%	16.7%	81.2%
Female	113	11.5%	23.9%	64.6%



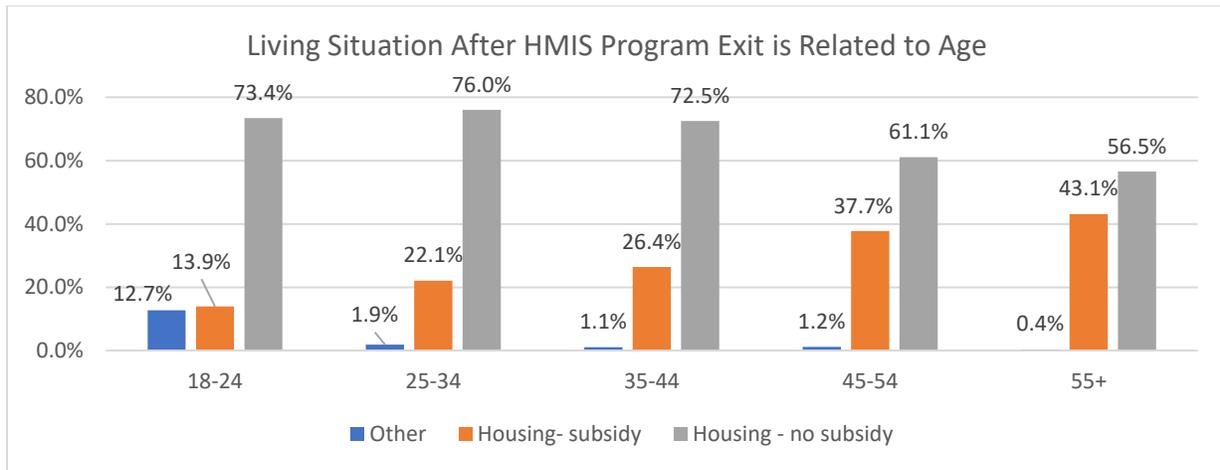
Leaving Prevention Programs that Enter into HMIS

Age was also related to where adult-only households were living when they left the HMIS prevention programs. Specifically, we found that heads of households aged 45-54 and 55 and over were more likely than younger households to be living in subsidized housing.

	N	Other	Housing – subsidy	Housing – no subsidy
Age¹²⁷		(N=16)	(N=225)	(N=441)
18-24	79	12.7%	13.9%	73.4%
25-34	104	1.9%	22.1%	76.0%
35-44	91	1.1%	26.4%	72.5%
45-54	162	1.2%	37.7%	61.1%
55+	246	0.4%	43.1%	56.5%
Race		(N=16)	(N=216)	(N=432)
White	223	1.3%	37.2%	61.4%
Black or African American	345	3.2%	29.9%	67.0%
All Other Races	96	2.1%	31.3%	66.7%

¹²⁷ $\chi^2(8)=88.8, p<.001$.

	N	Other	Housing – subsidy	Housing – no subsidy
Ethnicity		(N=15)	(N=203)	(N=394)
LatinX	67	1.5%	31.3%	67.2%
Non-LatinX	612	2.5%	33.2%	64.4%
Gender		(N=17)	(N=224)	(N=441)
Male	325	2.2%	31.4%	66.5%
Female	357	2.8%	34.2%	63.0%



Entering Homeless System After Exiting YFHPI

We compared the characteristics of adult-only heads of households who entered HMIS as homeless following prevention with all adult-only heads of households who exited YFHPI. Although tests of statistical significance in differences are limited by the small number of households who entered the homeless system, race does appear to be a salient factor. Specifically,

- White single adults who exited YFHPI appear to be less likely to become homeless compared with black single adults and single adults from other races.

Characteristic	All Adult Households Who Exited YFHPI			Adult Households Who Entered Homelessness System		
	Total (N=213)	%	% of Known	Total (N=27)	%	% of Known
Age						
18-24	67	31.5%	31.5%	8	29.6%	29.6%
25-34	40	18.8%	18.8%	10	37.0%	37.0%
35-44	42	19.7%	19.7%	3	11.1%	11.1%
45-54	37	17.4%	17.4%	4	14.8%	14.8%
55+	27	12.7%	12.7%	2	7.4%	7.4%

Characteristic	All Adult Households Who Exited YFHPI			Adult Households Who Entered Homelessness System		
	Total (N=213)	%	% of Known	Total (N=27)	%	% of Known
Race						
White	45	21.1%	22.4%	2	7.4%	7.4%
Black or African American	118	55.4%	58.7%	12	44.4%	44.4%
All Other Races	38	17.8%	18.9%	13	48.1%	48.1%
Missing	12	5.6%	--	--	--	--
Ethnicity						
LatinX	23	10.8%	11.1%	4	14.8%	15.4%
Non-LatinX	184	86.4%	88.9%	22	81.5%	84.6%
Missing	6	2.8%	--	--	--	--
Gender						
Male	58	27.2%	27.4%	10	37.0%	37.0%
Female	151	70.9%	71.2%	16	59.3%	59.3%
All Other Genders	3	1.4%	1.4%	1	3.7%	3.7%
Missing	1	0.5%	--	--	--	--

Entering Homeless System After Exiting HMIS Prevention

The data are suggestive that gender and race could be factors associated with entry into the homelessness system following leaving the prevention program living in permanent housing. Specifically, we note that:

- LatinX headed households appear less likely to enter the homeless system than non-LatinX headed households, and;
- Female headed households appear less likely to enter the homeless system than male headed households.

Characteristic	Adult Only Households Who Left the Program in PH and Consented			Adult Only Households Who Entered Homelessness System		
	Total (N=567)	%	% of Known	Total (N=18)	%	% of Known
Age						
18-24	63	11.1%	11.1%	2	11.1%	11.1%
25-34	86	15.2%	15.2%	3	16.7%	16.7%
35-44	69	12.2%	12.2%	3	16.7%	16.7%
45-54	127	22.4%	22.4%	3	16.7%	16.7%

Characteristic	Adult Only Households Who Left the Program in PH and Consented			Adult Only Households Who Entered Homelessness System		
	Total (N=567)	%	% of Known	Total (N=18)	%	% of Known
55+	221	39.0%	39.0%	7	38.9%	38.9%
Missing	1	0.2%	--	--	--	--
Race						
White	180	31.7%	32.6%	6	33.3%	33.3%
Black or African American	290	51.1%	52.5%	10	55.6%	55.6%
All Other Races	82	14.5%	14.9%	2	11.1%	11.1%
Missing	15	2.6%	--	--	--	--
Ethnicity						
LatinX	53	9.3%	9.4%	0	0.0%	0.0%
Non-LatinX	511	90.1%	90.6%	18	100%	100%
Missing	3	0.5%	--	--	--	--
Gender						
Male	272	48.0%	48.0%	13	72.2%	72.2%
Female	294	51.9%	51.9%	5	27.8%	27.8%
All Other Genders	1	0.2%	0.2%	0	0.0%	0.0%

Summary

Both the YFHPI and HMIS prevention programs operating in Seattle/King County have been very successful in helping adult-only and family households avoid entering the homeless system. The table below summarizes how effective the programs have been. In all cases, more than 90% of households served have been living in permanent housing when they left they program and the percent of households subsequently entering the homeless system is less than 5% for all but adult only households after being served in YFHPI. Recall that entries into the system are defined differently by the YFHPI program, where there is no time limit with regard to when a program enrollment would “count”.

Population	Program	# HHs Assisted	% Entering From Housed Situation	% Successfully Exiting in Housing	% Entering Homelessness System
Adult-Only HH	YFHPI	310	92.1%	91.4%	12.7%
	HMIS Prevention	774	95.5%	97.5%	3.2%
HH with Children	YFHPI	1,405	97.0%	94.9%	4.5%
	HMIS Prevention	639	68.5%	99.2%	2.4%

We investigated the impact of demographic characteristics (race, ethnicity, age, and gender) on each of the performance measures in adult only and family households served in the YFHPI and HMIS prevention programs. Although analyses suggested areas where there appeared to be some impacts, they were generally not replicated across household types or demographic characteristics. We recommend future work be undertaken to more fully understand the impact of demographic characteristics on prevention program performance.

Appendix 7: Quantitative Analysis of Diversion

Purpose of Analysis

The goal of this set of analyses was to assess whether Diversion programs operating in Seattle/King County effectively and efficiently assisted single adults, families, and transition aged youth (TAY) with exiting homelessness quickly and with limited interaction with the crisis response system. Diversion is an emerging practice that has been implemented in communities around the United States. There are significant variations in how diversion is implemented depending on the community, but the core concept of diversion is to help households that are already literally homeless or who are on the brink of homelessness and seeking help from the homeless system to identify a no-cost or low-cost solution that will prevent entry into emergency shelter specifically or into the homeless service system more generally. Diversion programs typically engage in strengths-based and client centered problem solving to support clients to self-identify solutions such as moving in with a friend or family member, identifying a shared housing option, or returning to their community of origin. Additional information on diversion practices is provided in Appendix 12.

Data Sources

Focus Strategies worked with King County's Performance Measurement and Evaluation (PME) team to request relevant data to assess the effectiveness of diversion efforts in the community. We requested data on the population of households who had participated in a diversion program tracked in HMIS any time between July 1, 2017 and June 30, 2018, and received a file with the following data elements: race, ethnicity, gender, current age, presence of disabling conditions, veteran status, substance abuse, domestic violence, living situation, exit destination, and returns to homelessness within six months.

Diversion data were collected from the following five programs, which are briefly described at the end of this Appendix:

Diversion Program	# of Diversion Records	% Diversion Records
City of Seattle Diversion	346	12.3%
Path to Home - RAP Diversion	1,083	38.5%
Starbucks Diversion	52	1.8%
Streets to Home	1,207	42.9%
YYA Diversion	125	4.4%

We learned after receiving and analyzing the data that diversion in the Seattle/King County CoC has historically encompassed other activities as well, such as prevention and flexible funding. With the data we have, it is not possible to determine whether enrollment in a program labeled as diversion entailed

the receipt of diversion-only services. Consequently, results should be viewed with this qualifier in mind.¹²⁸

Summary of Findings

This analysis of the effectiveness of diversion illustrates that efforts being made in the Seattle/King County CoC are highly successful at helping households secure housing. The preponderance of households served are literally homeless upon enrollment and more than 80% are successfully diverted to housing. Return rates to the homeless system are relatively low when examined six months after leaving the program.

We also investigated the impact of demographic characteristics (race, ethnicity, age, and gender) on the rates of exit to permanent housing and returns to the homeless system after exiting to permanent housing. Results of analyses suggested that race and gender impacted these areas for both single adults and TAY,¹²⁹ but not for families. Specifically, non-white and non-black participants were most likely to exit to permanent housing; of those participants who did exit to permanent housing, white participants were most likely to return to the homeless system within six months. Likewise, females were most likely to exit to permanent housing; of those participants who exited to permanent housing, males were more likely to return to the homeless system than females.

We recommend future work be undertaken to more fully understand the impact of demographic characteristics on diversion program performance. This system component is still relatively small in scale (about 2,800 enrollments across five programs in 2017/2018), and investment in the approach has increased substantially (from \$1,026,280 in 2016 to \$5,895,227 in 2018).¹³⁰ As the Seattle/King County CoC refines the programs that are considered diversion, expands diversion systemwide, and improves data collection efforts, valuable opportunities will be available to investigate these associations.

Results

The diversion file contained 2,813 non-duplicated diversion enrollments, accounted for by 2,398 unique households. More than four-fifths (80.1%) of these households consented to sharing information that could be used to uniquely identify them. We chose to include non-consenting participants for the bulk of the analysis (a notable exception being for calculation of the return rate), acknowledging that the number of unique individuals is likely smaller than reported.¹³¹ As illustrated in the table below, 85% of individuals had a single enrollment entry during the timeframe included in the data.

# of Diversion Records	Unique Individuals (N=2,398)	% Unique Individuals
1	2,037	84.9%
2	316	13.2%

¹²⁸ The CoC is working on improve the reporting of Diversion performance. As projects are up for renewal, new RFPs will clearly delineate the components of Diversion to be funded. In addition, data collection is expanding to track the outcomes of those who are not enrolled in diversion.

¹²⁹ Although the differences were not statistically significant for TAY, patterns were very similar to single adults.

¹³⁰ From data provided to Focus Strategies for Appendix 1: Quantitative Analysis of Homeless System Investments.

¹³¹ Interestingly, families were less likely to consent (67%) than either single adults (86%) or TAY (88%).

# of Diversion Records	Unique Individuals (N=2,398)	% Unique Individuals
3	37	1.5%
4	7	0.3%
5	1	0.0%

In terms of household type, the majority (60%) of diversion enrollments were associated with single adults, followed by families (30%) and TAY (10%). As the table below indicates, when compared to all HMIS enrollments,¹³² the diversion program enrolls a higher proportion of families and more single adults and TAY are enrolled in all HMIS programs. This difference suggests that diversion is serving a somewhat different population of those dealing with housing instability.

Household Type	# of Diversion Records	% Diversion Records	% of HMIS Records
Single Adult	1,693	60.2%	75.8%
Families with Children	851	30.3%	11.6%
Youth and Young Adults	269	9.6%	12.6%

There were 2,495 of 2,813 diversion records (88.7%) with both a diversion enrollment entry and exit date. The range of values spanned from less than 1 day to 793 days. Average time enrolled in diversion was 25.3 days; the median value was 10 days.

We examined characteristics of households enrolled in diversion by population (single adults, families, and TAY) and the relationship of their exit to permanent housing and returns to homelessness within six months, by personal characteristics including age, race, gender, ethnicity, veteran status, disabling condition, and living situation at time of enrollment into diversion. Unless otherwise specified, we defined the unit of analysis at the unique household level, and chose the last (most recent) diversion record as the data source for households with multiple diversion records.

Single Adults

A total of 1,472 unique single adults were enrolled in the diversion program during the timeframe analyzed. Single adults in diversion ranged in age from 25 to 84, with a mean age of 45.8 and a median age of 46.6. Nearly half (45%) of adults were black and approximately one-third were white (34%); less than 10% reported being LatinX (6%). Men comprised the majority of this population (52%). The average length of enrollment for single adults was 15.4 days; the median enrollment was 7 days (the minimum value was less than one day, the maximum value was 793 days).

Characteristic	N (1,472)	%	% of Known
Age			
18-24	0	--	--

¹³² From data provided to Focus Strategies for Appendix 5 Quantitative Analysis of System Performance.

Characteristic	N (1,472)	%	% of Known
25-34	331	22.5%	23.0%
35-44	329	22.4%	22.9%
45-54	410	27.9%	28.5%
55+	369	25.1%	25.6%
Missing	33	2.2%	--
Race			
White	471	32.0%	33.7%
Black or African American	624	42.4%	44.7%
All Other Races	301	20.4%	21.6%
Missing	76	5.2%	--
Ethnicity			
LatinX	89	6.0%	6.2%
Non-LatinX	1,342	91.2%	93.8%
Missing	41	2.8%	--
Gender			
Male	766	52.0%	52.4%
Female	689	46.8%	47.1%
All Other Genders	8	0.5%	0.5%
Missing	9	0.6%	--
Veteran Status			
Yes	82	5.6%	5.8%
No	1,325	90.0%	94.2%
Missing	65	4.4%	--
Disabling Condition			
Yes	430	29.2%	29.6%
No	1,024	69.6%	70.4%
Missing	18	1.2%	--
Living Situation			
ES, TH	429	29.1%	30.9%
Unsheltered	838	56.9%	60.3%
Housing	91	6.2%	6.5%
Other	32	2.2%	2.3%
Missing	82	5.6%	--
Exit Destination			

Characteristic	N (1,472)	%	% of Known
ES, TH	81	5.5%	6.6%
Unsheltered	99	6.7%	8.0%
Permanent Housing	1,020	69.3%	82.9%
Other	31	2.1%	2.5%
Missing	241	16.4%	--
Returns to Homelessness¹³³			
Yes	127	14.2%	14.2%
No	767	85.8%	85.8%

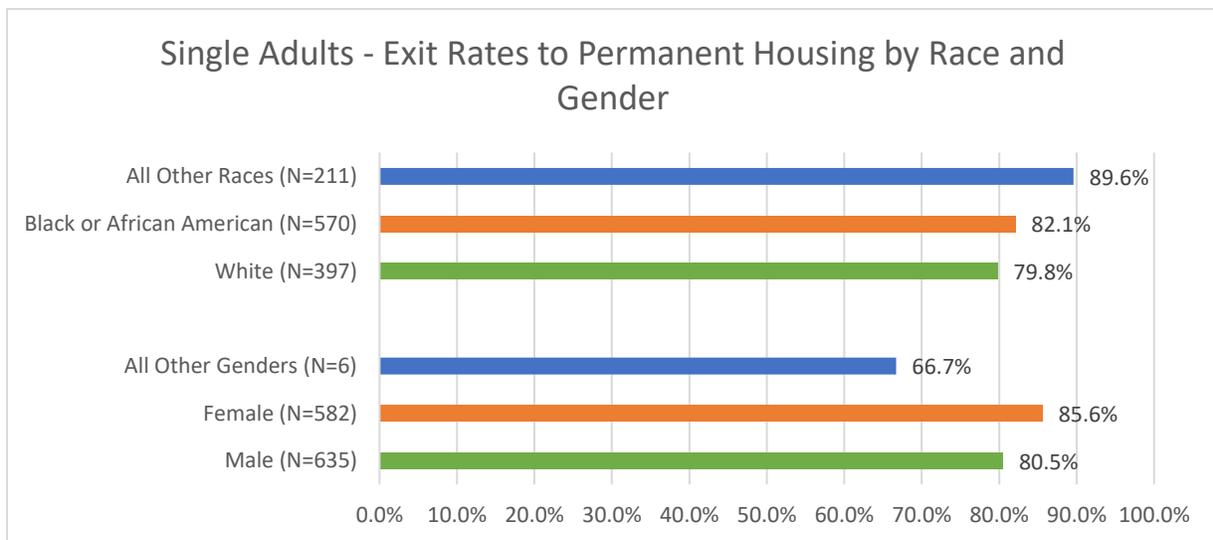
As the table above indicates, the overall permanent housing exit rate from the diversion programs was 83% for single adults. The next table illustrates the impact of demographic and homeless history characteristics on permanent housing exits for single adults. Only race, gender, veteran status, and the presence of a disabling condition were related to permanent housing exits:

- Individuals of all other races are more likely to exit to permanent housing than white or black clients (90% vs. 80% and 82%, respectively).
- People of “all other genders” are less likely to exit to permanent housing than males or females (67% vs. 81% and 86%, respectively).
- Veterans are more likely to exit to permanent housing than non-veterans (92% vs. 82%).
- Reporting a disabling condition was associated with a lower likelihood of exit to permanent housing (75% vs. no disabling condition at 87%).

Characteristic	N	% Exit to Permanent Housing	Statistically Significant?
Age			F(3, 1194)=.443, ns.
18-24	0	--	
25-34	288	80.6%	
35-44	263	82.5%	
45-54	339	84.1%	
55+	308	82.5%	
Race			F(2, 1175)=4.7, p <.01 Single adults in other racial category are significantly more likely to exit to permanent housing than white or black adults.
White	397	79.8%	
Black or African American	570	82.1%	
All Other Races	211	89.6%	
Ethnicity			F(1, 1192)=.12, ns.

¹³³ The N for this analysis is 894 as it includes only those consenting participants who exited to PH and subsequently returned.

Characteristic	N	% Exit to Permanent Housing	Statistically Significant?
LatinX	76	81.6%	
Non-LatinX	1,118	83.1%	
Gender			
Male	635	80.5%	F(2, 1220)=3.34, p<.05. Single adult females more likely than males to exit to permanent housing.
Female	582	85.6%	
All Other Genders	6	66.7%	
Veteran Status			
Yes	65	92.3%	F(1, 1181)=45.3, p<.05. Veterans significantly more likely to exit to permanent housing than non-veterans.
No	1,118	82.0%	
Disabling Condition			
Yes	386	74.6%	F(1, 1213)=4.02, p<.001. A disabling condition was associated with a lower likelihood of exit to permanent housing.
No	829	87.0%	
Living Situation			
ES, TH	355	80.6%	F(3, 1196) = 1.71, ns.
Unsheltered Housing	743	83.0%	
Housing	73	90.4%	
Other	29	75.9%	



Earlier we noted that when single adults exit the diversion program to permanent housing, the return rate to homelessness within six months is 14.1%. The table below displays the impact of client

characteristics on the return rate for single adults. Age, race, gender, disabling condition, and prior living situation appear to impact return rate:

- Single adults aged 35-44 were less likely to return to homelessness than individuals aged 45-54 or adults aged 55 and over.
- Black or African-American single adults were less likely to return to homelessness than white single adults (10.3% vs. 17.4%, respectively).
- Males were more likely to return to homelessness than females (18.6% vs 9.1%, respectively).
- Single adults with a disabling condition were less likely to return to homelessness.
- Adults who were living in ES or TH at the time of enrollment into diversion were more likely to return to homelessness (22.1%) than individuals who were unsheltered (10.9%) or housed (7.7%) at enrollment.

Characteristic	N	% Return to Homelessness	Statistically Significant?
Age			
18-24	0	--	F(3, 860)=2.86, p<.05. Single adults aged 35-44 were less likely to return to homelessness than individuals aged 45-54 or adults aged 55 and over.
25-34	201	11.9%	
35-44	178	9.6%	
45-54	252	17.9%	
55+	233	17.6%	
Race			
White	280	19.6%	F(2, 866)=4.59, p<.01. Black or African-American single adults were less likely to return to homelessness than white single adults.
Black or African American	416	11.5%	
All Other Races	173	13.3%	
Ethnicity			
LatinX	52	17.3%	F(1, 871)= .37, ns.
Non-LatinX	821	14.3%	
Gender			
Male	467	18.6%	F(2, 887)=11.95, p<.001. Males were significantly more likely than females to return to homelessness.
Female	420	9.1%	
All Other Genders	3	66.7%	
Veteran Status			
Yes	51	15.7%	F(1, 855)=.03, ns.
No	806	14.8%	
Disabling Condition			
Yes	254	9.5%	F(1, 884)=6.68, p<.01. Single adults with a disabling condition were less likely to return to homelessness.
No	632	16.1%	

Characteristic	N	% Return to Homelessness	Statistically Significant?
<i>Living Situation</i>			F(3, 871) = 6.77, p<.001. Individuals who entered diversion program while living in ES or TH were more likely to return to homelessness than individuals who were unsheltered.
ES, TH	253	22.1%	
Unsheltered	550	10.9%	
Housing	52	7.7%	
Other	20	15.0%	

Families

A total of 684 unique heads of households of families with children were enrolled in the diversion program during the timeframe analyzed. Ages ranged from 18 to 81, with a mean of 34.8 years old and a median age of 34.1. More than half of the heads of households who reported their race were black (57%) and one-quarter were white (25%); approximately 12% reported being LatinX. Women made up the majority of family heads of households (89%). On average, families spent 25.2 days enrolled in diversion (the median value was 14 days). The number of days enrolled in diversion spanned from less than one day to 428 days.

Characteristic	N (684)	%	% of Known
Age			
18-24	63	9.2%	9.2%
25-34	309	45.2%	45.3%
35-44	229	33.5%	33.6%
45-54	67	9.8%	9.8%
55+	14	2.0%	2.1%
Missing	2	0.3%	--
Race			
White	142	20.8%	24.5%
Black or African American	332	48.5%	57.2%
All Other Races	106	15.5%	18.3%
Missing	104	15.2%	--
Ethnicity			
LatinX	79	11.5%	11.9%
Non-LatinX	586	85.7%	88.1%
Missing	19	2.8%	--
Gender			
Male	73	10.7%	10.7%

Characteristic	N (684)	%	% of Known
Female	610	89.2%	89.3%
Missing	1	0.1%	--
Veteran Status			
Yes	6	.9%	1.0%
No	597	87.3%	99.0%
Missing	81	11.8%	--
Disabling Condition			
Yes	166	24.3%	25.9%
No	474	69.3%	74.1%
Missing	44	6.4%	--
Living Situation			
ES, TH	139	20.3%	21.1%
Unsheltered	380	55.6%	57.7%
Housing	128	18.7%	19.4%
Other	12	1.8%	1.8%
Missing	25	3.7%	--
Exit Destination			
ES, TH	28	4.1%	5.0%
Unsheltered	37	5.4%	6.7%
Permanent Housing	476	69.6%	85.6%
Other	15	2.2%	2.7%
Missing	128	18.7%	--
Returns to Homelessness¹³⁴			
Yes	7	2.0%	2.0%
No	350	98.0%	98.0%

As the table above indicates, the overall permanent housing exit from the diversion programs was 86% for families. The next table illustrates the impact of demographic and homeless history characteristics on permanent housing exits for families. Only living situation at time of enrollment in diversion was related to permanent housing exits:

- Families living in housing at the time of enrollment in diversion exited diversion at a higher rate (95%) than any other group (unsheltered 85%, sheltered 83%).

¹³⁴ The N for this analysis is 357 as it includes only those consenting participants who exited to PH and subsequently returned.

Characteristic	N	% Exit to Permanent Housing	Statistically Significant?
Age			F(4, 550)=.1.88, ns.
18-24	53	81.1%	
25-34	250	83.2%	
35-44	187	86.6%	
45-54	53	94.3%	
55+	12	100%	
Race			F(2, 521)=1.04, ns.
White	125	81.6%	
Black or African American	306	85.9%	
All Other Races	125	81.6%	
Ethnicity			F(1, 544)=1.8, ns.
LatinX	60	80.0%	
Non-LatinX	486	86.4%	
Gender			F(1, 554)=1.41, ns.
Male	68	80.9%	
Female	488	86.3%	
Veteran Status			F(1, 459)=1.73, ns.
Yes	545	85.7%	
No	6	66.7%	
Disabling Condition			F(1, 514)=.59, ns.
Yes	157	84.1%	
No	359	86.6%	
Living Situation			F(3, 544) = 3.43, p<.05. Families entering the diversion program from a housed situation are most likely to exit to a housed situation.
ES, TH	111	82.9%	
Unsheltered	342	84.8%	
Housing	86	95.3%	
Other	9	66.7%	

Earlier we noted that when families exit the diversion program to permanent housing, the return rate to homelessness within six months was 2%. The table below displays the impact of client characteristics on the return rate for families. None of the differences were statistically significant.

Characteristic	N	% Return to Homelessness	Statistically Significant?
Age			
18-24	36	0.0%	F(4, 351)=1.23, ns.
25-34	150	2.7%	
35-44	122	0.8%	
45-54	37	2.7%	
55+	11	9.1%	
Race			
White	76	2.6%	F(2, 346)=.13, ns.
Black or African American	204	2.0%	
All Other Races	69	1.5%	
Ethnicity			
LatinX	35	2.9%	F(1, 353) = 0.16, ns.
Non-LatinX	320	1.9%	
Gender			
Male	51	0.0%	F(1, 355) = 1.19, ns.
Female	306	2.3%	
Veteran Status			
Yes	3	0.0%	F(1, 353) = 0.06, ns.
No	352	2.0%	
Disabling Condition			
Yes	104	2.9%	F(1, 332) = 0.46, ns.
No	230	1.7%	
Living Situation			
ES, TH	70	4.3%	F(3, 349) = 0.85, ns.
Unsheltered	231	1.3%	
Housing	48	2.1%	
Other	4	0.0%	

Transition Aged Youth

There were 242 unique Transition Age Youth (TAY) with a diversion enrollment during the timeframe analyzed. The average age was 23 and ranged from 18 to 24. Almost half the TAY were black (49%), fewer than 10% were of LatinX origin (7.2%), more than half were female (55%), and 32% were living in a

housed situation when they enrolled in diversion. TAY spent an average of 29.6 days enrolled in diversion; the median duration was 15 days, and the range spanned from less than one day to 455 days.

Characteristic	N (242)	%	% of Known
Race			
White	68	28.1%	29.2%
Black or African American	113	46.7%	48.5%
All Other Races	52	21.5%	22.3%
Missing	9	3.7%	--
Ethnicity			
LatinX	17	7.0%	7.2%
Non-LatinX	219	90.5%	92.8%
Missing	6	2.5%	--
Gender			
Male	102	42.1%	42.3%
Female	132	54.5%	54.8%
All Other Genders	7	2.9%	2.9%
Missing	1	0.4%	--
Disabling Condition			
Yes	61	25.2%	28.8%
No	151	62.4%	71.2%
Missing	30	12.4%	--
Living Situation			
ES, TH	54	22.3%	22.8%
Unsheltered	104	43.0%	43.9%
Housing	75	31.0%	31.6%
Other	4	1.7%	1.7%
Missing	5	2.1%	--
Exit Destination			
ES, TH	13	5.4%	5.8%
Unsheltered	6	2.5%	2.7%
Permanent Housing	193	79.8%	86.5%
Other	11	4.5%	4.9%
Missing	19	7.9%	--

Characteristic	N (242)	%	% of Known
Returns to Homelessness ¹³⁵			
Yes	14	8.1%	8.1%
No	159	91.9%	91.9%

As the table above indicates, the overall permanent housing exit from the diversion programs was 86.5% for TAY. The next table illustrates the impact of demographic and homeless history characteristics on permanent housing exits for TAY. As was the case for families, living situation at enrollment impacted exit destination:

- TAY living in housing at the time of enrollment in diversion exited diversion at a higher rate (95%) than any other group (unsheltered 85%, sheltered 77%).

Characteristic	N	% Exit to Permanent Housing	Statistically Significant?
Race			F(2, 214)=.76, ns.
White	64	84.4%	
Black or African American	104	85.6%	
All Other Races	49	91.8%	
Ethnicity			F(1, 217)=.78, ns.
LatinX	17	94.1%	
Non-LatinX	202	86.6%	
Gender			F(2, 219)=2.52, ns.
Male	94	80.9%	
Female	121	90.1%	
All Other Genders	7	100.0%	
Disabling Condition			F(1, 193)=1.87, ns.
Yes	60	81.7%	
No	135	88.9%	
Living Situation			F(3, 216) = 2.78, p<.05. Families entering the diversion program from a housed situation are most likely to exit to a housed situation.
ES, TH	48	77.1%	
Unsheltered	95	85.3%	
Housing	73	94.5%	
Other	4	75.0%	

¹³⁵ The N for this analysis is 173 as it includes only those consenting participants who exited to PH and subsequently returned.

Earlier we noted that when TAY exit the diversion program to permanent housing, the return rate to homelessness within six months is 8.1%. The table below displays the impact of client characteristics on the return rate for TAY. None of the differences were statistically significant.

Characteristic	N	% Return to Homelessness	Statistically Significant?
Race			
White	50	14.0%	F(2, 169) = 1.66, ns.
Black or African American	80	6.3%	
All Other Races	42	4.8%	
Ethnicity			
LatinX	12	0.0%	F(1, 171) = 1.13, ns.
Non-LatinX	161	8.7%	
Gender			
Male	67	10.5%	F(2, 169) = 0.68, ns.
Female	98	6.1%	
All Other Genders	7	14.3%	
Disabling Condition			
Yes	44	9.1%	F(1, 148) = 0.01, ns.
No	106	8.5%	
Living Situation			
ES, TH	33	9.1%	F(3, 168) = 0.67, ns.
Unsheltered	73	11.0%	
Housing	63	4.8%	
Other	3	0.0%	

Summary

This analysis of the effectiveness of diversion illustrates that efforts being made in the Seattle/King County CoC are highly successful at helping households secure housing. Data in the table below illustrates that the preponderance of households being served in diversion are literally homeless upon entry to the program and more than 80% are successfully diverted to housing. Return rates to the homeless system are relatively low when examined six months after leaving the program.

Population	# Households Assisted	% Entering From Literal Homelessness	% Successfully Diverted to Housing	Return Rate After 6 Months
Single Adults	1,472	91.2%	82.9%	14.2%
Families	684	78.8%	85.6%	2.0%
TAY	242	66.7%	86.5%	8.1%

We investigated the impact of demographic characteristics (race, ethnicity, age, and gender) on the rates of exit to permanent housing and returns to the homeless system after exiting to permanent housing. Results of analyses suggested that race and gender impacted these areas for both single adults and TAY,¹³⁶ but not for families. Specifically, non-white and non-black participants were most likely to exit to permanent housing; of those participants who did exit to permanent housing, white participants were most likely to return to the homeless system within six months. Likewise, females were most likely to exit to permanent housing; of those participants who exited to permanent housing, males were more likely to return to the homeless system than females.

We recommend future work be undertaken to more fully understand the impact of demographic characteristics on diversion program performance. This system component is still relatively small in scale (about 2,800 enrollments across five programs in 2017/2018), and investment in the approach has increased substantially (from \$1,026,280 in 2016 to \$5,895,227 in 2018).¹³⁷ As the Seattle/King County CoC refines the programs that are considered diversion, expands diversion systemwide, and improves data collection efforts, valuable opportunities will be available to investigate these associations.

Brief Descriptions of Diversion Programs Included in the Analysis

As noted above, the programs in Seattle/King County that are currently categorized in HMIS as “diversion” do not all operate using the same program model, so the analysis of results we have developed has to be understood with the caveat that the programs are not all “apples to apples.” Key differences among programs include:

- Whether they serve people who have some sort of housing situation (e.g. their own unit, staying with a friend, living in a motel) or who are already homeless (living outside or in shelter). Programs that provide “diversion” to help people stay in their own housing unit would more commonly be considered as homelessness prevention programs.
- Whether they “divert” people to housing situations outside of the programs operated by the homeless system. “True” diversion is a model that helps people identify housing solutions without having to enter emergency shelter or enrolling in a housing program funded by the homeless system (e.g. rapid rehousing). Some of the diversion programs analyzed only divert people to non-homeless system housing situations (e.g. back to friends or family, unsubsidized

¹³⁶ Although the differences were not statistically significant for TAY, patterns were very similar to single adults.

¹³⁷ From data provided to Focus Strategies for Appendix 1: Quantitative Analysis of Homeless System Investments.

shared housing, etc.), while some of them also help people access housing programs provided within the system such as rapid rehousing. The latter would not be considered “true” diversion.

As previously noted, Seattle/King County is working to align diversion programs to a common model and set of standards moving forward.

Below are brief descriptions of the five diversion programs included in the analysis.

	Program Description
City of Seattle Diversion	Launched in 2018; serves all household types. Eligible households are currently homeless and seeking entry into shelter or housing and have not yet accessed homeless services.
Path to Home	Diversion offered at Regional Access Points (RAPs), which are the entry point into Coordinated Entry for All (CEA). Eligibility include those who are literally homeless and already accessing the homeless system. The majority of funds are spent on true diversion but can also be used for someone in shelter and needing support to maintain non-homeless housing.
Starbucks Diversion	Diversion Specialists work with families who are currently unsheltered and living in cars and tents, to provide flexible funding to overcome barriers and divert them from shelter into a stable housing situation.
Streets to Homes	Most resources are used for moving into housing and some funds are used for diversion. The housing dollars are flexible to get someone housed either in the homeless system or outside of it.
YYA Diversion Pilot	Eligibility includes youth and young adult households at risk of homeless and literally homeless. Most resources are used for prevention as well as some flexible funding for any kind of housing as well as diversion.

Appendix 8: Housing Market Analysis

Purpose and Overview of Analysis

Our purpose in this appendix is to assess the Seattle/King County housing market through the lens of homeless system planning. Many recent, valuable, data-driven overviews of the national and Seattle/King County housing market have been produced by researchers and consultants with local expertise (for example, Microsoft,¹³⁸ Regional Affordable Housing Task Force,¹³⁹ McKinsey,¹⁴⁰ and City of Seattle Housing and Affordability Agenda/HALA¹⁴¹). These overviews provide important information and data that speaks to current housing gaps as well as projections into the future about how the gap in available affordable housing will grow.

The specific size of the gap projected depends heavily on the assumptions used in making projections and using the data; estimates of the size of the affordable housing gap vary based on years of data included, specific sources of data, income levels included in the estimate, and whether only people experiencing homelessness are its focus. They all have two common threads (1) the current gap is large – estimates range from just over 10,000 units to up to 305,000 units; and (2) the gap will continue to grow if current conditions remain the same.

In the analysis that follows, we pull from existing data sources and reviews, and integrate additional homeless system data to estimate: (1) the size of the homeless population through 2024 using both Point-in-Time (PIT) and Homeless Management Information System (HMIS) data; (2) growth in the King County population and number of housing units produced (using American Community Survey data); and (3) current and future housing gaps (integrating #1 and #2). We show that given the current landscape, the homeless population will continue to grow (primarily single adults experiencing homelessness) and that while King County’s general population experienced rapid growth, growth in unit production lagged behind growth in population, resulting in unit production falling behind need. We estimate that, five years from now, unit availability will continue to be insufficient.

We then discuss the impact of other factors that create complex dynamics regarding the need for unit production targeted appropriately to varying income levels. We summarize recent data that speaks to the impact of disparities in accessing and maintaining rentals, vacancy rates, the cost of rent, income level of those looking for housing, and the availability of affordable units. The latest report from the National Low Income Housing Coalition (The GAP 2019)¹⁴² says “no state has an adequate supply of affordable and available homes for extremely low-income renters.” There is more competition for units renting on the lower end of the market because as rents increase, more people are vying for units with lower rents.

Zillow has produced the only recent work we are aware of addressing the relationship between a community’s housing market and the dynamics of homelessness. In recently published research

¹³⁸ *Ensuring a healthy community: The need for affordable housing*. Microsoft, <https://news.microsoft.com/affordable-housing/>.

¹³⁹ “Final Report and Recommendations for King County, WA.” Regional Affordable Housing Task Force, December 2018, https://www.kingcounty.gov/~media/initiatives/affordablehousing/documents/report/RAH_Report_Final.ashx?la=en.

¹⁴⁰ “King County and Seattle Homelessness – Some Facts (abridged final report).” McKinsey & Company, 2018.

¹⁴¹ *Affordable Housing and Livability*. Office of Mayor Jenny A. Durkan, <http://www.seattle.gov/hala>.

¹⁴² Aurand, Andrew, Daniel Emmanuel, Ellen Errico, Dina Pinsky, and Diane Yentel. “The Gap: A Shortage of Affordable Homes.” National Low Income Housing Coalition, March 2019, https://reports.nlihc.org/sites/default/files/gap/Gap-Report_2019.pdf.

sponsored by Zillow, they have illustrated a strong relationship between rising rents and increased homelessness,¹⁴³ and that in communities where people spend more than 32 percent of their income on rent, a more rapid increase in homelessness is found.¹⁴⁴ They note that Seattle is one of those communities where rising rents may contribute to a no-win situation for many renters; an affordability crunch has been produced whereby some high-income renters who typically rent more expensive apartments turn to lower-priced rentals, pushing middle-income renters into even less expensive housing. The lowest earners could be forced to work multiple jobs, find multiple roommates or otherwise struggle to make ends meet;¹⁴⁵ potentially increasing their risk of experiencing homelessness.

The research sponsored by Zillow argues that there is no one-size-fits-all approach - there is no universal template for how homelessness evolves and responds in a given community. Rather, communities should focus on policy solutions to housing unaffordability that requires solutions as diverse as each community.¹⁴⁶

Second, the rental market is extremely difficult to collect fully representative data about. Zillow notes that¹⁴⁷ online real estate listings may miss some less-expensive rental properties that are instead advertised in online classifieds, offline, or word-of-mouth. In their research, they use data from Zillow Group Rentals, which is the nation's largest online rental network and includes listings from both multi-family buildings and single-family home rentals. Still, there are likely a number of opportunities for those searching for affordable rentals that do not contribute to current data including shared housing opportunities, rooms for rent, and the like. The gap in information about the lowest rent units makes it difficult to determine how many people who are currently homeless could be housed in the current market.¹⁴⁸

Summary of Results

Our analysis found that overall, more units are needed at all affordability levels. However, to make progress on reducing homelessness requires a particular focus on creating more units affordable for people at or below 30% AMI. Given that this is the end of the market that private development does not reach, this is a critical gap for government to fill. Additional units are also needed at higher affordability levels as well, to lessen the competition for cheaper units. Units above 30% (particularly those in the 50-80% range) are a better fit for corporate investments.

As discussed in detail in this appendix, the number of units needed at each level is extremely high and difficult to accurately calculate. A number of research, consulting, and advocacy groups have produced studies that use a range of methodologies and arrive at different estimates. Focus Strategies has developed an approach that roughly estimates the current gap in rental units to be just over 37,000 but this does not take into account a range of complex factors, nor does it attempt to estimate the gaps at differing levels of affordability.

¹⁴³ Glynn, Chris and Melissa Allison. "Rising Rents Mean Larger Homeless Population." Zillow Research, August 3, 2017, <https://www.zillow.com/research/rents-larger-homeless-population-16124/>.

¹⁴⁴ Glynn, Chris and Alexander Casey. "Homelessness Rises Faster Where Rent Exceeds a Third of Income." Zillow Research, December 11, 2018, <https://www.zillow.com/research/homelessness-rent-affordability-22247/>.

¹⁴⁵ Ibid.

¹⁴⁶ Ibid.

¹⁴⁷ Casey, Alexander. "A Tweak to Vouchers Allows Low-Income Renters Access to High-Income Areas." Zillow Research, October 15, 2018, <https://www.zillow.com/research/vouchers-neighborhoods-21074/>.

¹⁴⁸ Svenja Gudell, Chief Economist at Zillow, personal communication February 2019.

Some recent studies that have attempted to estimate gaps by affordability level include work done by the Regional Affordable Housing Task Force, which estimates a need for 73,000 units for households between 0 and 30% AMI, 49,400 for those between 31 and 50%, and 33,500 for those between 51 and 80%. Research by Microsoft estimates a current gap of 305,000 units for households below 120% of AMI.

Whatever methodology is used to estimate the gap, it is clear that creating additional inventory, particularly 30% AMI units, is critical to solving homelessness in Seattle/King County. We also note that production of units that will be targeted for people experiencing homelessness requires not just permanent financing, but also marshalling of resources for operating subsidies (e.g. project-based vouchers) as well as supportive services.

Estimating the Size of the Homeless Population

There is no commonly agreed upon way to determine the “real” size of the population experiencing homelessness in a community because, as is true in estimation generally, each approach is limited by the data available and assumptions made. Below we estimate the size of the homeless population in Seattle/King County using two approaches which assist in defining a range for our estimate: the Point In Time Count (PIT) and the number of households documented as being served in the Homeless Management Information System (HMIS) over the course of a year.

Although estimation of future growth is ideally based on a timeline of at least ten years, we were limited in the availability of historical data from which to draw. Methodological factors are known to influence the number of people identified as homeless during the PIT, and both federal and local methodologies have shifted significantly over time. Further, Seattle/King County has recently changed HMIS systems and the extent of participation of programs in HMIS and has also just begun generating the required HUD system performance measures. Projections of the size of the homeless population can be improved when a longer timeframe of comparable data is available. Therefore, the estimate below is based on the historical timeframe of comparable data, which is limited, but provides a logical place to start.

Point in Time Count (PIT)

Between 2016 and 2018, the total count of households experiencing homelessness increased (18.3%). The increase is driven by adult only households which increased 22.5%, from 7,748 to 9,488, while the number of family households decreased by 16.1% from 932 to 782. These data are shown in the table below.

Point in Time Count	2016	2017	2018	2019
Total # HHs Experiencing Homelessness	8,680	9,715	10,270	9,354
<i># Adult Only HHs</i>	<i>7,748</i>	<i>8,810</i>	<i>9,488</i>	<i>--</i>
<i># HHs with Children</i>	<i>932</i>	<i>905</i>	<i>782</i>	<i>--</i>
Total Sheltered HHs	4,203	4,289	4,004	4,118
<i># Adult Only HHs</i>	<i>3,299</i>	<i>3,406</i>	<i>3,247</i>	<i>--</i>
<i># HHs with Children</i>	<i>904</i>	<i>883</i>	<i>757</i>	<i>--</i>
Total Unsheltered HHs	4,477	5,426	6,266	5,236
<i># Adult Only HHs</i>	<i>4,449</i>	<i>5,404</i>	<i>6,241</i>	<i>--</i>
<i># HHs with Children</i>	<i>28</i>	<i>22</i>	<i>25</i>	<i>--</i>

The table also shows just-released preliminary information from the 2019 PIT, which reported 11,199 homeless people on the night of the count, a decrease of 7.5% since 2018.¹⁴⁹ The full 2019 PIT report is not yet available, so we have estimated the number of households based on the breakdown of unsheltered versus sheltered: 5,971 sheltered people and 5,288 unsheltered people. To develop the number of households included in the table, we used the average over the past three years of the number of people per household to estimate the number of households counted on the night of the PIT. Specifically, from 2016 to 2018, the average number of people in total households experiencing homelessness was 1.20, the number of people in sheltered households was 1.45, and in unsheltered households was 1.01. Information about the number of adult only households and households with children was not available.

Although the primary increases in homelessness from 2016 to 2018 have been a result of growth in the unsheltered adult population, all populations experiencing homelessness are in need of housing, so we used the total PIT as one of the ways to estimate the need for current and future housing for the homeless population. The next table uses a compound annual growth rate of 2.52% (using the change between 2016 and 2019) to estimate the number of homeless households that would be counted if the PIT continues to increase at the same rate for the next five years. The data suggests that the number of point-in-time homeless households might increase to 10,594 by 2024 if the current local landscape and conditions remain.

	2019	2020	2021	2022	2023	2024
# Homeless Households	9,354	9,590	9,832	10,080	10,334	10,594
Net Change in # Homeless Households		236	242	248	254	260

Number of People Served in the System¹⁵⁰

A second way to estimate the potential need for affordable housing for the population experiencing homelessness is to use data generated from HMIS to report System Performance Measures (SPMs) to HUD. Three of the indicators generated for the SPMs are included in the table below:

1. People Served in HMIS – unduplicated count of people served during the year
2. 1st Time Homeless – those who enrolled in emergency shelter, safe havens, or transitional housing during the year with no HMIS activity during the previous 24 months
3. % 1st Time Homeless – the percent of people served during the year who were not known to the system in the previous 24 months

HUD System Performance Measures	2015	2016	2017
People Served in HMIS	11,849	16,648	17,167
# of 1 st Time Homeless	6,574	9,119	9,341
% 1 st Time Homeless	55.5%	54.8%	54.4%

¹⁴⁹ Count Us In 2019 shows first reduction in homelessness since 2012 for Seattle/King County.

¹⁵⁰ "System Performance Measures Data Since FY 2015." HUD Exchange, September 2018, <https://www.hudexchange.info/resource/5691/system-performance-measures-data-since-fy-2015>.

Data displayed in the table suggests a dramatic growth in the number of people served as well as the number who are experiencing homelessness for the first time between 2015 and 2016 (more than 40%). Growth between 2016 and 2017 is much flatter (between 2.5% and 3.1%). It is interesting to note that the proportion of those experiencing homelessness for the first time remains stable over the three-year period (54% to 55%). We suspect that there is an underlying factor influencing the 2015-2016 change in the total number of people served; we know that the HMIS system was changed in that time and data migration or new system set-up likely introduced variability in the data. Therefore, the estimated growth rate we use for our analysis is preliminary pending publication of the system’s 2018 SPMs.¹⁵¹

To estimate the growth rate assuming current conditions remain, we looked at the 2016 to 2017 change in the number of people who experienced homelessness for the first time (2.4%) as well as the change in the number served in HMIS (3.1%) and rounded upwards.¹⁵² Using an estimated growth rate of 5.0%, data in the table below indicates that the number of people served in HMIS might be 24,155 by 2024.

	2017	2018	2019	2020	2021	2022	2023	2024
# Served in HMIS	17,167	18,025	18,927	19,873	20,867	21,910	23,005	24,155
Net Change in # Served in HMIS		858	901	946	994	1,043	1,095	1,150

Combining PIT and HMIS Estimates of the Number of People Experiencing Homelessness

The table below integrates information presented above from the PIT and HMIS estimations, illustrating upper and lower bounds of the number of households experiencing homelessness.¹⁵³ The bottom two rows of the table indicate the average number of households experiencing homelessness in 2019 (14,141), as well as the expected growth over time in households experiencing homelessness (total 3,235).

	2019	2020	2021	2022	2023	2024
# Homeless Households - PIT	9,354	9,590	9,832	10,080	10,334	10,594
Net Change in # Homeless Households	--	236	242	248	254	260
# Served in HMIS	18,927	19,873	20,867	21,910	23,005	24,155
Net Change in # Served in HMIS	--	946	994	1,043	1,095	1,150
Average # of Households	14,141	--	--	--	--	--
Average Net Change per Year	--	591	618	646	675	705

¹⁵¹ Ideally, this estimated growth rate would be reassessed when the 2018 HUD System Performance Measures are available. A trend line based on three points is more reliable than one based on two points.

¹⁵² Because historical data were not available to forecast future growth, we opted to use the approach described, understanding that projecting future trends from a small number of data points will produce more uncertain results.

¹⁵³ Understanding that it may result in a slight overestimate of households served but knowing that people who had no homeless program entry are not included at all, for the purposes of this calculation we assumed that the number of people served in HMIS reflects the number of households. Data from Appendix 5: Quantitative Analysis of System Performance, suggests that 76% of HMIS records reflect single adult households.

Therefore, we assume that the estimated 14,141¹⁵⁴ households currently experiencing homelessness are in need of housing and further, that over the next five years, an additional 3,235 households experiencing homelessness will also be in need of housing.

King County General Population and Unit Production Growth

The table below presents census data¹⁵⁵ (2010 through 2017) and data from the Office of Financial Management for the State of Washington.¹⁵⁶ The cells with **bolded, italicized font** indicate estimates generated by Focus Strategies using the compound annual growth rate.

As the data indicates, between 2010 and 2015, population growth outpaced the production of new housing in King County, contributing to a backlog of the number of units available for an exploding population. Recent estimates indicate that both population growth and unit production growth have slowed somewhat and are expected to slow through 2024.¹⁵⁷

Year	General Population			Units		
	Estimate ¹⁵⁸	Net Change in Population	% Increase from Previous Year	Estimate	Net Change in Units	% Increase from Previous Year
2010	1,937,378	NA	NA	851,962	NA	NA
2011	1,972,205	34,827	1.80%	857,417	5,455	0.6%
2012	2,009,295	37,090	1.88%	862,777	5,360	0.6%
2013	2,047,039	37,744	1.88%	873,796	11,019	1.3%
2014	2,081,249	34,210	1.67%	885,357	11,561	1.3%
2015	2,117,696	36,447	1.75%	899,415	14,058	1.6%
2016	2,155,962	38,266	1.81%	917,384	17,969	2.0%
2017	2,188,649	32,687	1.52%	934,552 ¹⁵⁹	17,168	1.9%
2018	2,225,637 ¹⁶⁰	36,988	1.69%	946,982	12,430	1.33%
2019	2,264,586	38,949	1.75%	959,576	12,594	1.33%
2020	2,304,216	39,630	1.75%	972,339	12,763	1.33%
2021	2,344,540	40,324	1.75%	985,271	12,932	1.33%
2022	2,385,569	41,029	1.75%	998,375	13,104	1.33%
2023	2,427,317	41,747	1.75%	1,011,653	13,278	1.33%
2024	2,469,795	42,478	1.75%	1,025,108	13,455	1.33%

¹⁵⁴ This estimate is extremely close to that of McKinsey & Company (2018), who estimated a gap of 10,000 to 14,000 units for the homeless population. Because McKinsey used a very different approach to estimation, it is noteworthy that the estimates are in alignment.

¹⁵⁵ American Community Survey.

¹⁵⁶ "Historical estimates of April 1 population and housing for the state, counties, and cities." State of Washington – Office of Financial Management, Accessed March 2019, <https://www.ofm.wa.gov/washington-data-research/population-demographics/population-estimates/historical-estimates-april-1-population-and-housing-state-counties-and-cities>.

¹⁵⁷ Alexander Casey, Policy Advisor, Economic Research at Zillow, personal communication April 2019.

¹⁵⁸ A 2018 data estimate was not included in the ACS data. The 2018 estimate was generated by using the year-over-year growth rate found in data from the Office of Financial Management.

¹⁵⁹ Compound annual growth rate is 1.33%.

¹⁶⁰ Compound annual growth rate is 1.75%.

Estimating the Housing Gap

Using the data presented thus far, an abridged approximation can be generated to indicate the overall current and future housing gap in Seattle/King County. The table below presents this estimate.¹⁶¹

First, the estimate suggests that there is a current housing gap that existed historically and was exacerbated due to growth rate in unit production not keeping up with population growth. Adding the population currently experiencing homelessness brings the total deficit to just over 37,000 units.

The population continues to grow at a rate somewhat more than the growth rate in unit production. Combining the current backlog and the continued outpacing of population over unit growth, the community may be short more than 57,000 units in 2024.

		New People	New Households (People/2.5)	New Units	Surplus (Deficit) Units
Backlog (2010-2019)	General Pop	327,208	130,883		
	Homeless Pop		14,141		
Total 2019			145,024	107,614	(37,410)
<hr/>					
Projected 2020-2024	General Pop	205,209	82,084		
	Homeless Pop		3,235		
Total 2024			85,319	65,532	(19,787)
<hr/>					
Total through 2024	General Pop	532,417	212,967		
	Homeless Pop		17,376		
Grand Total 2024			230,343	173,146	(57,197)

Factors Creating More Complex Dynamics

Of course, the abridged approximation presented above ignores other dynamics at play – both across the county and in Seattle/King County. These factors produce complex interactions between disparities in accessing and maintaining rentals, vacancy rates, the cost of rent, income level of those looking for housing, and the ultimate availability of affordable units. Below, we summarize some of these interactions.

The recent GAP report¹⁶² notes that disparities exist in the likelihood of different racial and ethnic groups being classified as extremely low-income renters. Specifically, black, Native American and Hispanic households are more likely than white households to be ELI renters (20% black population is ELI, as is 18% of American Indian/Alaskan Native, and 16% of Hispanic, compared to 6% of non-Hispanic white households). Further, local data suggests that women of color are more likely than their white

¹⁶¹ The assumption is that the census population data do not include those experiencing homelessness, but the units produced include all units, including those produced for homelessness.

¹⁶² Aurand, Andrew, et al.

counterparts to be evicted from a rental property and are often held to more stringent criteria for obtaining new housing.¹⁶³

Data shows that rents in King County have continued to rise. For example the median rent in 2017 was \$1,442,¹⁶⁴ in the spring of 2018 the average rent was \$1,741,¹⁶⁵ which by February 2019 had increased by 8.3% to \$1,886.¹⁶⁶ It is also true that population growth has not been even across different income levels in King County; 60% of new households between 2006 and 2016 earned \$125,000 or more.¹⁶⁷ A recent analysis by Microsoft¹⁶⁸ indicated that between 2011 and 2017, the number of high-income households increased by 49%, while mid-income households increased by 1% and low-income households decreased by 7%. Recent data (February 2019)¹⁶⁹ showed that available rental apartments fell into the following price categories:

- 2% of available rentals were priced between \$701-\$1,000
- 26% of available rentals were priced between \$1,001-\$1,500
- 40% of available rentals were priced between \$1,501-\$2,000
- 31% of available rentals were priced between more than \$2,000

It is not surprising that many new units being developed in the region are targeted to households with higher income levels. There are so many, in fact, that many of those units are standing empty and recent reports have suggested that rents in the upper range are starting to drop.¹⁷⁰

Of course, vacancy rates are also tightly linked to the affordability of units. In the spring of 2018, the vacancy rate in King County was 3.8%,¹⁷¹ up from 3.6% in 2017.¹⁷² Typically, anything below 5% is considered the threshold defining a tight rental market; acute shortage of rental units is typically characterized as a vacancy rate below 3%. McKinsey (2018) reported the data displayed in the graph below indicating acute shortage of units affordable to households at both 30% AMI and below and 50% to 80% AMI.

¹⁶³ Cookson, Tara, Margaret Diddams, Xochitl Maykovich, Edmund Witter. "Losing Home: The Human Cost of Eviction in Seattle." King County Bar Association and Seattle Women's Commission, September 2018, <https://www.kcba.org/Portals/0/pbs/pdf/Losing%20Home%202018.pdf>.

¹⁶⁴ American Community Survey.

¹⁶⁵ "Washington State Apartment Market Report." Wrunstad Department of Real Estate, Washington Center for Real Estate Research, University of Washington, Spring 2018, <http://realestate.washington.edu/wp-content/uploads/2018/05/2018SpringApartmentMarketReport.docx.pdf>.

¹⁶⁶ RENTCafe. Accessed March 2019, <https://www.rentcafe.com/luxury-apartments-for-rent/us/wa/king-county/>.

¹⁶⁷ "Final Report and Recommendations for King County, WA."

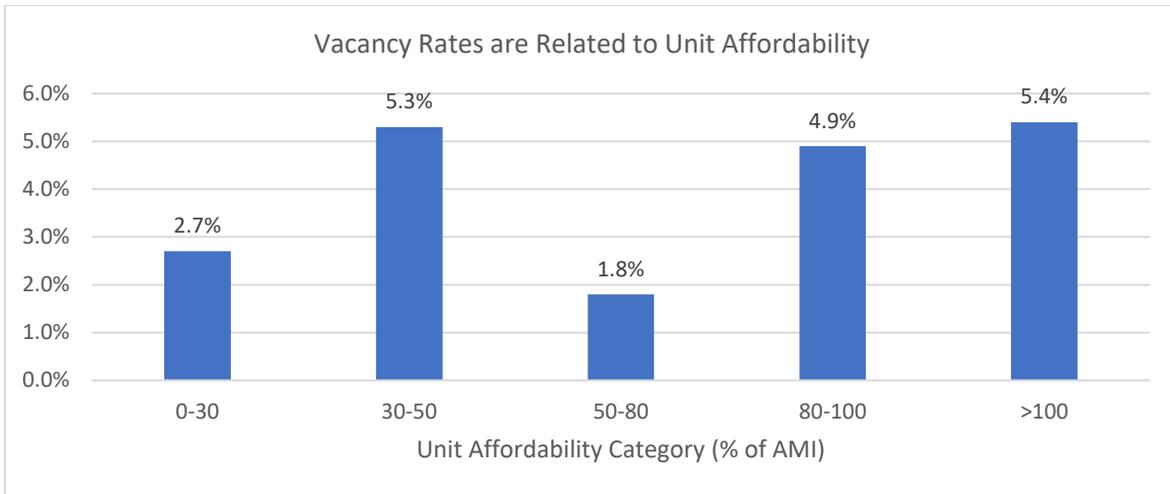
¹⁶⁸ <https://news.microsoft.com/affordable-housing/>

¹⁶⁹ RENTCafe.

¹⁷⁰ Rosenberg, Mike. "Amid building boom, 1 in 10 Seattle apartments are empty, and rents are dropping." *The Seattle Times*, January 3, 2019, <https://www.seattletimes.com/business/real-estate/amid-building-boom-1-in-10-seattle-apartments-are-empty-and-rents-are-dropping/>.

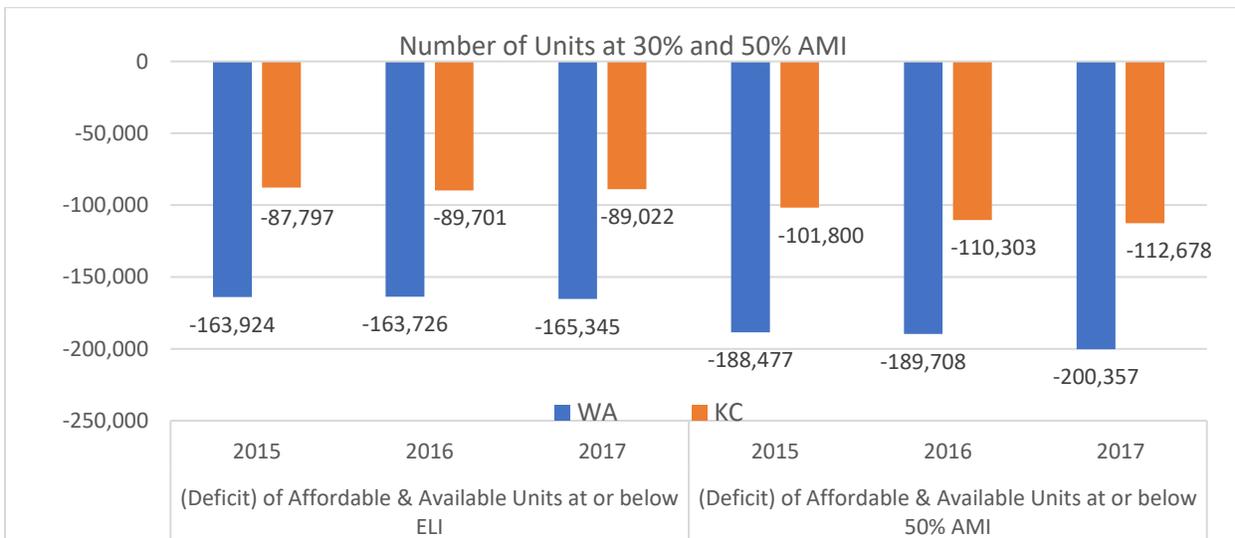
¹⁷¹ Washington State Apartment Market Report.

¹⁷² American Community Survey.



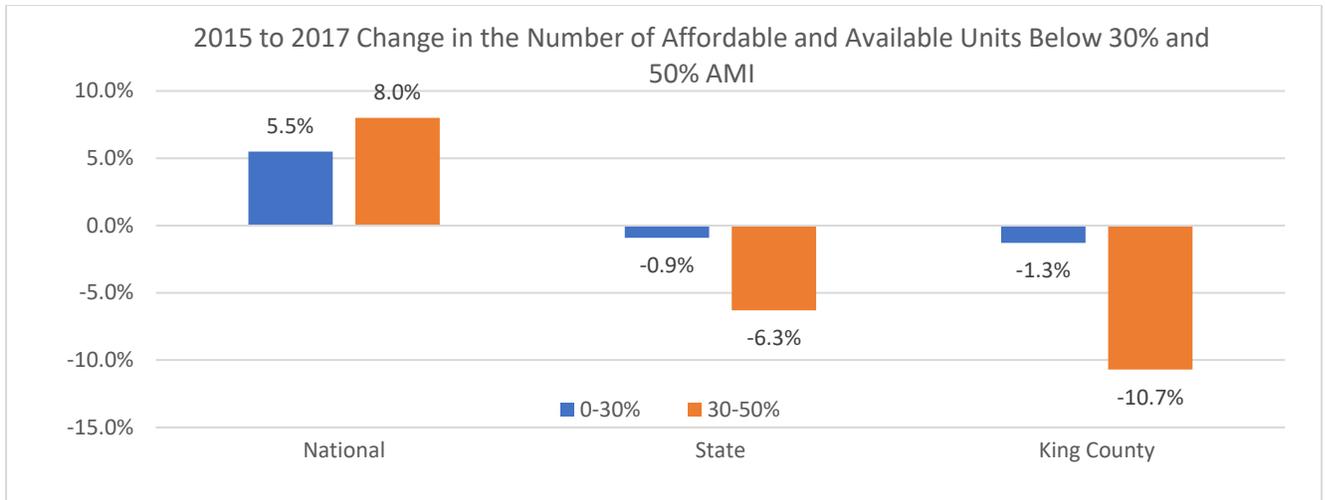
The newest in a series of reports from the National Low Income Housing Coalition (2019 GAP Report¹⁷³) notes that nationally, there are 7.4 million affordable rental homes for 11 million extremely low-income renter households. Of the 7.4 million, however, only four million are available to those at or below 30% AMI because the others are occupied by households with higher incomes.

The shift towards renting at lower levels has happened over time. Data adapted from the National Low Income Housing Coalition website¹⁷⁴ in the graphs below illustrate (1) the number of units that are affordable and available to those with less than 30% and 50% AMI in Washington and King County, respectively; and (2) the percentage change in the number from 2015 through 2017, compared to the national change. The figures show that the deficit of affordable housing for those at 50% AMI and below has grown at a higher rate than the deficit of affordable housing for those at 30% AMI and below. Further, compared to the national data, Washington and King County are faring worse on these indicators.



¹⁷³ Aurand, Andrew, et al.

¹⁷⁴ *The Gap: A Shortage of Affordable Rental Homes*. National Low Income Housing Coalition, April 15, 2019, <https://reports.nlihc.org/gap>.

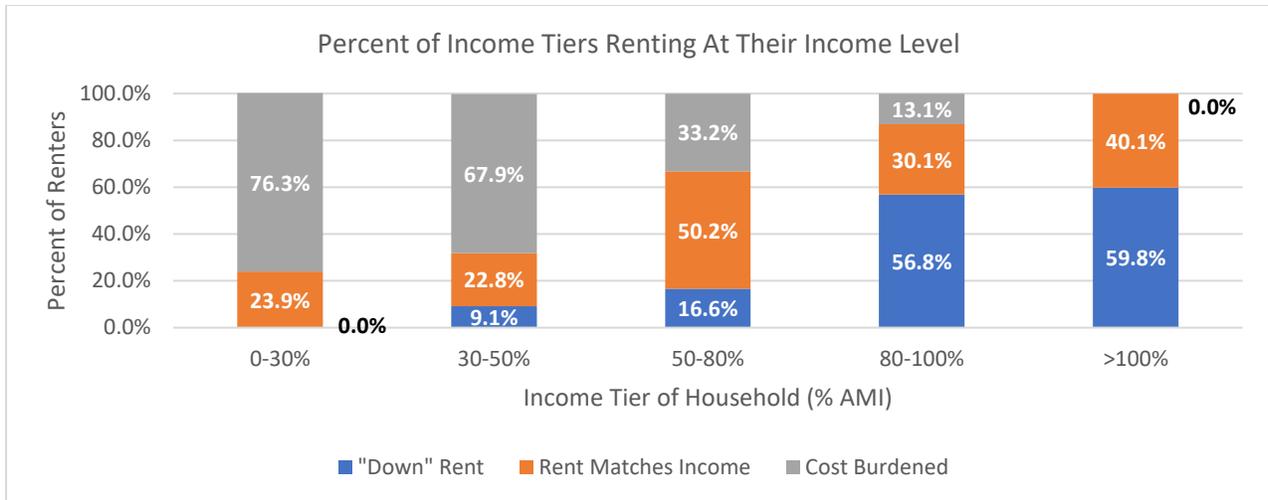


The impact of fewer affordable and available units for those in the lower income brackets plays out most negatively for those at the lowest income level. It becomes a domino effect, whereby those making more money occupy units affordable to those at lower income levels, which pushes that level of income earner down to the next bracket. Zillow thinks of it in terms of a housing ladder whereby renters on bottom risk falling off the ladder as those above them take a step down.¹⁷⁵

Data in the next figure illustrates the impact to the ELI population of the lack of affordable housing at higher AMI levels. These data are adapted from McKinsey (2018) and show the proportion of renters in each income bracket and the relative rent burden they carry. The blue portions of the bars represent the proportion of renters who are estimated to be renting in a lower bracket than they might be able to afford. The grey portion of each bar reflects the proportion of that income level that is cost burdened by their rental expenses (a cost burdened household is one that spends more than 30% of their household income on housing costs). This graph nicely illustrates that more stock is needed for all income levels up to and including those earning 80% to 100% AMI, with more stock needed at lower income levels. It also represents a picture of how vulnerable those at the lower ends of % AMI may be at risk of housing instability. Recent evidence suggests that these relationships between lack of affordable housing and income levels may have a strong association with increases in homelessness. A recent analysis by Zillow (2018) indicated that in communities where households spend more than 32% of their income on rent, more rapid increases in homelessness are likely.¹⁷⁶

¹⁷⁵ Glynn, Chris and Alexander Casey.

¹⁷⁶ Ibid.



Conclusion

Our analysis of the growth of the homeless population projects that if efforts continue at current levels, the population will likely rise to over 10,000 households at a Point in Time and 24,000 households over the course of a year in 2023. Without innovative and large-scale efforts to reduce inflow and a major push to increase affordable housing supply at the lowest income levels, it will not be possible to reduce the population of people experiencing homelessness.

In particular, more units are needed at all affordability levels. However, to make progress on reducing homelessness requires a specific focus on creating more units affordable for people at or below 30% AMI. Given that this is the end of the market that private development does not reach, this is a critical gap for government to fill. Additional units are also needed at higher affordability levels as well, to lessen the competition for cheaper units. Units above 30% (particularly those in the 50-80% range) are more likely to be supported by corporate and other private investments.

As discussed in detail in this appendix, the number of units needed at each low-income level is extremely high and difficult to accurately calculate. A number of research, consulting, and advocacy groups have produced studies that use a range of methodologies and arrive at different estimates. Focus Strategies roughly estimates the current gap in rental units to be just over 37,000 but this does not consider a range of complex factors, nor does it attempt to estimate the gaps at differing level of affordability.

Whatever methodology is used to estimate the gap, it is clear that creating additional inventory, particularly 30% AMI units, is critical to solving homelessness in Seattle/King County. We also note that production of units that will be targeted for people experiencing homelessness requires not just permanent financing, but also marshalling of resources for operating subsidies (e.g. project-based vouchers) and supportive services.

Appendix 9: Summary of Documents Reviewed

To understand work completed, underway, and planned to reduce homelessness in Seattle/King County, Focus Strategies requested that King County, the City of Seattle, and All Home coordinate the collection and distribution of relevant documents, with a focus on those produced in the period since the Focus Strategies and Barbara Poppe and Associates reports were developed. We received and reviewed more than 500 documents. This document provides a very high-level summary of the materials and is intended to provide an overview of the types of information reviewed, however is not a comprehensive list.

A. Homeless System Planning and Funding Documents

We have reviewed documents relating to efforts to plan, implement, and fund homeless system interventions. This included documents from a range of stakeholders including the City of Seattle, King County, All Home, and others.

- *Plans, Planning Documents, Budget Narratives:* All Home Strategic Plan, CoC Application materials, CEA Work Plan, YHDP Plan, King County Consortium Consolidated Plan, Pathways Home Plan, Homelessness State of Emergency Implementation Plan, Bridging the Gap – Interim Action Plan, The Pathways Home Initiative, City of Seattle Homelessness Budget Narratives, King County Affordable Housing Strategy, State of Washington Homeless Housing Strategic Plan.
- *RFPs and NOFAs:* Combined NOFAs for Homeless Housing 2015 - 2018, HFP RFPs 2015-2018, CEA Regional Access Points RFP 2016, DCHS Time Limited RFPs 2014-2018, DCHS ORS RFPs 2016-2018, DCHS Emergency Shelter RFP 2018, DCHS Shelter Day Center RFP 2016, City of Seattle Homeless Services RFP 2017, DCHS Host Homes RFP 2018, DCHS HSBT Program RFP 2016-2017, Landlord Liaison Project RFP 2016, Navigation Center RFQ 2016, DCHS BSK Prevention RFPs.

B. Data, Reports, and Studies

Focus Strategies has reviewed several reports, studies, and data summaries that provide information about the state of homelessness and about the homeless system in Seattle/King County:

- *HUD Reports and Data:* Point in Time Count; Housing Inventory Count.
- *Needs Assessments:* City of Seattle Homeless Needs Assessment 2017, NW Network King County Youth of Color Needs Assessment May 2017, State of Washington Housing Needs Assessment.
- *Data Summaries:* Various data summaries and reports produced by All Home, King County DCHS/PME, King County VSHSL, Navigation Team reports, others.
- *Raikes Foundation Studies/Research* – Young Adult RRH Retrospective Analysis, YYA Typology.
- *Other Reports* - Homeless Housing and Services Fund – 2017 Progress Report; 2017 Permitted Encampment Evaluation, Bitfocus Report Reference Guide, others.

C. System Workflow Documents

We have received and reviewed a range of documents related to homeless system work flow, including meeting minutes, policy manuals, procedures, intake and assessment forms, and other types of program materials:

- *Meeting Agendas and Minutes* – Including CEA Policy Advisory, All Home Coordinating Board, Funder Alignment Committee, Regional Housing Task Force, System Performance Committee, Urban Consortium Joint Recommendation Committee, One Table.

- *Performance and Contracting Documents* - DHCD contract boilerplate, performance based contracting summary, Focus Strategies PBC report, HHP monitoring documents, KC performance targets, targets MOU.
- *Coordinated Entry for All (CEA)* – Policies, procedures, forms, metrics, newsletter updates, prioritization formulas, dynamic prioritization work group materials and status updates.
- *HMIS* – Training materials, policies, workflows, data quality improvement plan.
- *Prevention* – Draft Prevention targeting tool, Targeted Prevention Screening Tool, data-informed approaches to prevention, other prevention materials.
- *Other Policies, Procedures, Manuals, and Memorandums of Understanding* – CoC Policies, All Home Policy on Vehicular Homelessness, CHG Guidelines, RRH Guidelines, Multi-Department Rules on Unauthorized Camping, Payment Standards, Scan Card Guidance, others.
- *Infographics, Marketing Materials, and Handouts* – One Table, All Home, King County Equity and Social Justice.
- *Org Charts and Job Descriptions* – All Home, King County Housing and Community Development, City of Seattle Human Services Department, City of Seattle Office of Housing, City of Seattle Navigation Teams.
- Draft Flow Chart of Regional Homeless Coordination Activities.

D. Aligned Initiatives

Focus Strategies has reviewed many documents relating to special initiatives and homelessness-aligned work in Seattle and King County:

- *Best Starts for Kids* - Implementation Plan, Annual Report.
 - *Youth and Family Homelessness Prevention Initiative* – Outcomes Report, Implementation Plan, Initiative Timeline, Independent Program evaluations, Prevention Risk Tool, Prevention Lanes materials.
- *Familiar Faces Initiative* – Initiative Overview, Future Vision, Value Stream, Case Management services, Cost Analysis; Current State Analysis; LEAD Diversion services, other documents.
- *Healthcare for the Homeless Network* – Needs Assessment, Integrated Care Teams Report.
- *Keeping Families Together Initiative* – Application of Qualifications, Housing Model, Family Unification Program Application and Model, Training Models, Partnership Road Maps.
- *Mental Illness and Drug Dependency (MIDD) 2 Initiative* – Service Improvement Plan, Inventory and Analysis of Juvenile Services, Filed Petition Maps, Safe Spaces Response, LEAD Diversion services.
- *Move-On Initiative* – Mainstream Voucher Summaries, Voucher Guidance, Move-On Application materials, Inspection Standards, Subsidy Guidelines, NOFA Response.
- *Veterans, Seniors and Human Services Levy* – planning documents, implementation documents, system methodology, transition plans, organizational charts, Quarterly Update.

Appendix 10: Stakeholder Interview Summary and List of Stakeholders Interviewed

I. Stakeholder Interview Background and Purpose

From October to December 2018, as part of Focus Strategies' efforts on the SAAR scope of work, Focus Strategies conducted interviews with more than sixty key stakeholders throughout Seattle and King County to understand the current landscape of efforts to address homelessness locally. Stakeholders who participated in these interviews spanned a range of stakeholder types including system leadership, elected officials, city and county-level leadership and staff, coordinated entry staff, non-profit agencies, and community homeless housing and service providers. The overarching goal of the interviews was to gain an understanding of the local context and array of efforts and programs aimed at addressing homelessness, what progress has been made since Focus Strategies and Barbara Poppe and Associates' 2016 assessments, and how efforts can be refined to best meet local needs and fill system gaps from the perspective of key stakeholders. A detailed list of the interviews, including interview dates and organizations that were represented are provided at the end of this document. This appendix summarizes input provided by those who participated in the interviews, categorized by key themes and areas of consensus. Since interviews were conducted at the end of 2018, this input does not capture new programs implemented or policy changes made in 2019.

II. Stakeholder Interview Findings

The following sections summarize key themes and issues surfaced during the stakeholder interviews.

A. System Leadership

Throughout the interviews, Focus Strategies heard that stakeholders generally agree improving the homelessness response in King County and the City of Seattle will require a holistic theory of change that all system leadership and partners agree upon and community efforts are grounded in. At present, there is ambiguity around the roles and responsibilities for government agencies and system-level committees, which some said results in confusion for those working on the issue "on the ground" as to where to get help or to voice concerns. The dynamic of authority between King County, the City of Seattle, and the cities that make up the Sound Cities Association (SCA) was also a topic surfaced during the stakeholder interviews. Outside of County and City of Seattle efforts, the cities that make up the SCA have established a number of bodies to address homelessness, addressing the issues most pressing to the region outside of Seattle. These include collaborative efforts around building more affordable housing, combining funding to establish shelters, and the establishment of a fund to provide one-time assistance. These efforts include right-sizing and creating relevant solutions for suburban cities, which several stakeholders noted may not always be congruent with policies implemented by the City of Seattle. However, some stakeholders noted that the Sound Cities often do not have the bandwidth, funds, and/or functional expertise required to strategically address the issue of homelessness on a more regional level. Nevertheless, many stakeholders from more suburban parts of the County said they are interested in partnering at a more regional level, however stressed that true listening and collaboration is needed to address homelessness as it manifests in urban, suburban, and rural contexts.

B. System Culture

Political Climate and Culture: During our interviews, several people mentioned deep-rooted systemic processes and system culture that have been a part of the existing governance and leadership structure for a long time. Stakeholders identified a few areas where shifts in leadership culture may result in more effective implementation. Chief among the feedback given by stakeholders was the need to “de-politicize” the work around homelessness. Key stakeholders have stressed that “politics have undermined a lot of the efforts the system has put in place.” Some suggested the community’s need to “factor out” decision makers who lack an appropriate understanding of how to effectively reduce homelessness but who hold political leverage and authority to invest *and* divest in system efforts. Similarly, some perceive policies put in place to monitor system performance are undermined by the community’s political process, which some said has resulted in providers receiving mixed signals on the importance of complying with rolled out policies.

Consensus and Collaboration: As it relates to politics and collaboration between systems and agencies (i.e. such as behavioral health, criminal justice, philanthropic organizations), stakeholders said the addition of invested stakeholders provides a platform for increased opportunities to integrate new resources into the homeless services system. However, this inclusion also increases the complexity of system interactions and priorities. Those working closely with external partners stressed the need for cross-sector consensus within the local government, business, and philanthropic communities in order to avoid duplicative efforts and/or having parties conduct separate and conflicting bodies of work within the community, ultimately adding complexity and risk into the system.

Adaptive System Stakeholders: Although many stakeholders indicated that parts of the homelessness system are fragmented, many also noted that individual aspects and players within of the homelessness response system in King County are highly functioning and are invested in the broader effort to reduce homelessness. For example, the Health Department in King County was cited as a primary illustration of a department working adaptively and for the good of the whole. Stakeholder interactions with this department have resulted in an impression that the individual personnel are competent, flexible, and well-adjusted to the complicated arrangements and financing that fall outside of their regular purview. They are flexible in their approach to developing and implementing solutions and do the utmost to leverage available dollars to aid in reducing homelessness. Some other stakeholders suggested that the strengths in the Health Department are a system strength that can be scaled to match the needs of the homelessness crisis if a balance can be found to interweave efforts in a way that maintains the integrity of the different systems.

Client Engagement and Perspective in System-Level Planning: A number of stakeholders shared common values related to incorporating client needs and elevating clients and people with lived experience in the communitywide conversation around systems planning. Many stakeholders expressed the need to place people with lived experience at the center of the system planning process. Notably, the view that it is critical to increase the involvement and centering of people with lived experience was shared across stakeholder groups that work directly with clients as well as by those who work on larger scale program development and system planning efforts.

Urgency and Perceptions Around Unsheltered Homelessness: Many participants shared that the issue of homelessness has become increasingly visible, which has shifted the public mindset towards prioritizing homelessness reduction. Compared to the past, unsheltered people are no longer seen as a “Seattle-only” issue; unsheltered homelessness is now viewed as a regional problem being addressed on a regional basis. One stakeholder from the SCA region states that a recent survey of community priorities showed that homelessness has risen to become a community concern in a way that is markedly different than in previous years.

Equity in the Homeless System: Several stakeholders noted the local desire to champion equity amongst racial and other marginalized groups; the willingness to challenge existing processes and assumptions is seen as a promising start and a system strength. To continue to create a more robust system that is community-informed and equitably enforced, stakeholders offered insight into areas that may benefit from refinement. Some stakeholders are concerned that conversations on race and equity can get “muddled” with technical questions on how the system will function under changes and that there is a search for a “silver bullet” to holistically solve existing equity issues. Service providers have stated that while there is conversation happening about incorporating racial and social justice practices in the coordinated entry process, changes are made “on paper” and that “no one’s being held accountable for making sure that racial and social justice practices are being implemented.”

Community Alignment: While there is recognition of the need for increased leadership, stakeholders also spoke to lack of community alignment on values and strategies. Stakeholders on all program levels expressed divergent values and orientations towards reducing homelessness from the most basic definition of what it means to be prioritized for housing to voicing the need for dedicated funding streams and lists to tackle priority areas. Stakeholders generally agreed that they would like to see progress towards a shared vision that is commonly agreed to at the most basic level in order to disentangle the network of independent efforts that exist in the community. The most commented on specific area in need of alignment is between the City of Seattle’s approach to reducing homelessness and the SCA’s approach to homelessness initiatives. Some participants said that approaches relevant to the City of Seattle would not be applicable in suburban landscapes. A number of stakeholders indicated that the different jurisdictions’ varying priorities and concerns has created resistance to ceding local control and dollars to a single body of leadership.

Inability to Act: Some stakeholders indicated that this perceived lack of alignment among jurisdictions has also resulted in an inability for system players to act. Stakeholders stated that numerous local conversations in various contexts happen regularly, but that discussion rarely ends in consensus upon a solution or action plan for implementation. Some stakeholders expressed feeling overwhelmed with the enormity of the situation, its intersectionality, and ensuring that the solution is comprehensive, which may contribute to a perception of system paralysis. Some stakeholders mentioned that progress can still be marked by agreeing on initial action items which can help chip away at the immensity of the issue which can hopefully lead to advancing on next steps in other areas.

Scarcity Mindset: Lastly, participants noted that a scarcity mindset exists among system actors. A stakeholder stated that this “mindset makes it hard to think about what we actually need to do to move the needle.” This idea of scarcity largely relates to the idea that there is inadequate supply of affordable housing and intervention resources to achieve the outcomes and reductions in homelessness desired by

system stakeholders and the community more broadly. Stakeholders have stated a desire for system leaders to shift systemic culture towards building more affordable housing solutions to house clients once they have worked their way through the coordinated entry system. Additionally, since current housing stock is not sufficient to house all those experiencing homelessness, several stakeholders indicated that more resources should be put into finding alternative ways to house those that are not prioritized (i.e. diversion, improved institutional discharge practices).

C. System Components and Infrastructure

Coordinated Entry: Overall, stakeholders viewed Coordinated Entry as a benefit to the community. However, although the Coordinated Entry for All (CEA) has been rolled out and stakeholders generally indicated that they understand CEA, several stakeholders stated that CEA practices are still not widely known to the broader community. Service provider stakeholders stated that many people still seek “side doors” to the system, for example, by calling shelters directly for service, only to be rerouted to 211 to be assessed for assistance. Stakeholders noted that after the assessment stage of CEA, there are no immediate resources available for vulnerable people. Additionally, stakeholders said that at times, shelter beds will go unfilled due to the waiting period associated with assessments. Those involved in informing the CEA process, however, recognized that system leadership listens to providers and have been willing to pivot to reflect the voices and feedback of people “on the ground.” This includes increased involvement from varied voices through the establishment of the Coordinated Entry for All Policy Advisory Committee (CEA PAC), which stakeholders said has been important in pivoting CEA towards more equitable practices as well as providing feedback at the outset of new plans for dynamic prioritization.

To create a more impactful CEA system, stakeholders identified a few areas for improvement related to PAC processes and enhancing equity within CEA. One stakeholder mentioned that the addition of more members who reflect a broader range of background into the PAC has increased both the dynamics of the conversation as well as the complexity of the task of creating equity for all marginalized groups within CES. Another stakeholder indicated that broadening membership in PAC also resulted in extended timelines; without tight management, the result is that little is done to reform CEA toward racial and social equity. Some other stakeholders stated that the search for a “silver bullet” to solve existing equity and CE issues immobilizes efforts. While the PAC is charged with identifying areas for improvement, they also do not spend time with the coordinating board who are the final decisionmakers for all system changes. This results in a process that is well-informed but not widely “bought into,” stakeholders said.

Several stakeholders indicated that Coordinated Entry for All is not able to match families to programs that appropriately meet their needs. For refugee, immigrant, and undocumented families, for example, financial and language barriers limit successful outcomes through rapid rehousing programs.

Diversion: Throughout the interviews, stakeholders indicated that homeless system professionals are committed to implementing diversion systemwide and many providers are operating strong, successful diversion activities. Among several provider organizations, diversion has been introduced as the first step to housing through problem-solving; those stakeholders indicated high rates of success. Some stakeholders, however, feel that diversion in the County is underfunded given its success rate and, given the size of and urgency of the issue within the County, funds set aside for diversion currently do not

match the need. Many stakeholders have stated that they are constrained by available resources and are unable to conduct extensive diversion conversations over the phone during intake. Provider stakeholders also expressed the need for flexible funds that can be used, as one stakeholder said, for “creative one-offs” that help people find a housing solution or stay housed.

Prevention: In many areas throughout the County, prevention efforts have been implemented to help families from falling into or becoming “at risk” of homelessness. These efforts include rental inspections for safety hazards that could lead to homelessness, increasing funding for innovative and grassroots approaches to preventing homelessness, and re-tooling staffing and training for case managers that work exclusively on prevention programs. Many stakeholders felt that prevention assistance and services have increased quality of life for residents and positively impact “upstream” efforts. A few participants suggested that prevention be more widely implemented in King County.

Outreach, Encampment Resolution, and Addressing Vehicular Residency: Among stakeholders interviewed, there is a consensus that outreach is a key strategy in engaging those who would not otherwise access services and who are difficult to reach. Many stakeholders said that outreach is an effective intervention and a necessary tool in getting those who are unsheltered connected to resources. Some said this is especially relevant in suburban areas where access to resources is segmented and/or limited by the geographic distribution of homelessness, which can make access difficult. Other stakeholders indicated that there are many outreach teams in the community and that they have competing structures and priorities. Stakeholders expressed a desire to see efforts become more coordinated to maximize the potential of outreach efforts, which would mean that the number of case managers working with each person would be minimized. Notably, outreach in the City of Redmond was lauded as innovative, effective, and replicable. The City of Redmond has invested in a dedicated Outreach Coordinator who acts as a liaison between multiple city departments and their resources; at times providing services above and beyond what would typically be within the realm of a Coordinator’s work description.

These outreach efforts have played a key role in communitywide efforts to resolve homeless encampments and ensure those living within them are connected to appropriate resources. Additionally, some potential, innovative approaches to addressing encampments were mentioned by stakeholders including a “sleep center” that allows people to sleep on publicly-owned land with funding and support from the business community and City. The sleep center concept resembles the shelter model by being a location for people to seek shelter but also be connected to services, resources, and information. Similarly, there is interest in finding solutions for people residing in vehicles and connecting them to services. Stakeholders have mentioned the need to get those experiencing vehicular residency into the emergency shelter system in order to eventually transition them into housing. Some stakeholders noted that each city has idiosyncratic laws about residing in a vehicle and that there is a need for a safe parking ordinance that will enforce consistent practices.

Shelter and Interim Housing: In general, stakeholders believe the community is operating strong, low barrier shelters. Most stakeholders thought that a majority of service providers have a consistent understanding of CEA policies and try to limit the barriers to shelter entry. In smaller cities, some concern was noted regarding limited shelter availability, because many cities do not have a local, dedicated shelter. At most, some cities have resources available to help people meet basic needs, such as food and

clothing, but do not have local shelters or housing resources to offer. This lack of shelter results in some cities feeling disconnected from the broader shelter system and thus being unaware of resources and options available to aid those seeking shelter, one stakeholder noted. Providers are also working towards solutions to help households stably exit from shelters. Given the limited availability of affordable housing in the community, many households remain stuck in shelters as they work on plans to exit, creating a bottleneck in the system. However, many stakeholders stated that the City and County invest too much in “crisis response” (i.e. shelter) without considering and investing in housing solutions. Some noted that the City of Seattle’s investments in tiny homes to act as interim shelter is an example of a short-term response unlikely to result in long-term outcomes. The overinvestment in practices such as outreach are not adequately balanced by investments into housing interventions that will address the threat of cyclical homelessness, some noted.

The intake phone line for shelter beds within the community received mixed reviews from stakeholders. Additionally, many view the inability to house those not being prioritized for shelter beds as a service gap that needs addressing, while others view the prioritization of the most vulnerable households as something the system should champion. Some said the shelter intake line may benefit from more policy clarity, for example, when to transfer a household to a shelter that can better meet their needs.

Rapid Rehousing: Overall, there is a strong community perception that rapid rehousing (RRH) programs are operating successfully, with high rates of exit to permanent housing. However, some mentioned the need for additional modifications to the community’s RRH program model, to be more effective and increase functionality. First, some said rapid rehousing needs to be more person-centered. Some stakeholders said that many RRH contract monitors are primarily concerned with contract compliance as opposed to client-centered approaches and solutions. Stakeholders noted that many contract monitors want a “black and white” explanation of their responsibilities to ensure they meet their job requirements, rather than approaching their work with flexibility and a person-centered approach. Service providers that work closely with clients stated that client choice has to play a greater role in rapid rehousing as clients have the best understanding of their capacity and the resources available to them (i.e. income). Especially given that incomes in the area are not keeping pace with rent increases, the support provided through rapid rehousing programs are viewed as impractical if a client can’t keep pace with the current housing market. Customary solutions that are offered may not work for everyone and there is a need to acknowledge catering to client strengths rather than system offerings, some said. Additionally, some believe that rapid re-housing has a public relations problem within the community. Conflicting messages around what resources are available and the extent of support available have circulated, according to some stakeholders.

Permanent Housing Solutions: Great community momentum is being built around permanent supportive housing due to an increase in political will and public support, according to stakeholders. Stakeholders noted that in the last two years, the City of Seattle Human Services has reported an increase in people moving into permanent housing and improvements in the performance of permanent supportive housing contracts. The establishment of the Housing Resource Center, which will dedicate efforts to engaging and maintaining relations with private market landlords is also highly anticipated as an innovative strategy to assist clients to access new permanent housing options.

Barriers to offering permanent supportive housing are evident in the community and there are concerns over the messaging of availability and ease of unit creation. Stakeholders said many people do not understand that creating permanent supportive housing units requires a combination of capital dollars, service dollars, and operational dollars. If one of these revenue sources is strained, one stakeholder added, then the financial feasibility of the project is in jeopardy. Prioritization of vulnerable populations is also of concern to local stakeholders as limited availability of units results in a “zero sum game” where low-income families may be displaced by homeless households, which may perpetuate a cycle of people who are at-risk of homelessness in the community. Some were optimistic about implementing Moving On strategies, but some noted this also may reduce effectiveness if vulnerable families are moved too quickly through the system before they are stably situated to remain housed due to lack of supply. Some articulated the need for a housing intervention that falls between rapid rehousing and permanent supportive housing to sustain people with limited income for a suspended period of time without needing to provide intensive services.

Innovative approaches to housing development and production are currently being enacted in the community and stakeholders highlighted several efforts to increase the housing stock in the region. Among smaller, suburban cities, there have been coalitions formed to increase the stock of affordable housing including A Regional Coalition for Housing (ARCH) which has been in place since 1992. ARCH serves as a collective that has integrated the voice of over 15 independent cities towards a common goal and idea sharing. The coalition has preserved and increased the stock of low to moderate-income housing for decades and stakeholders believe it serves as a good example of how to push forward housing production in a local context and among many players. Other cities have worked with the Low-Income Housing Initiative (LIHI) on exploring creative, innovative housing solutions given the price of land has made it increasingly hard to build housing. LIHI adds increasingly diverse housing to the region through tiny homes and can advise on policy implications and limitations in the local context. Additionally, partners such as the United Way of King County are working towards bringing partners together to think about housing development innovation and are a source for the region in learning about how to move the needle on tackling the affordable housing crisis through systems change.

Stakeholders also mentioned the need to mirror innovative approaches seen in other communities that could offer reprieve given the limited amount of land and housing stock currently available in the region. This includes models for shared housing like those found in Los Angeles and New York that would allow home owners to convert their property to accommodate more people in single family homes. This would entail revising existing building codes to allow more density and instances of shared living space.

Subpopulation-Specific Components: Interviews with stakeholders surfaced key concerns regarding various subpopulations experiencing homelessness in the region.

A number of stakeholders noted that for some communities of color, there are cultural barriers that discourage or prevent people from accessing services. Stakeholders indicated that stigma related to behavioral health conditions, as well as client distrust when someone of similar cultural background is not available to help, result in disparate access to assistance. Some stakeholders who work with marginalized communities noted that when assessing unmet needs, it is important to look not only at those that have accessed services but also those that need services but are hesitant or appear unable to utilize them. Since many communities of color are not attempting to access services, they are not being assessed or

prioritized for system resources. Some noted an increasing need for cultural competency in the community and trauma-informed care to properly approach and address the specific traumas experienced by communities of color. Some stakeholders are optimistic about the changes being made to CEA to increase access, awareness, and care for marginalized communities and hope that future solutions better incorporate these communities into the system.

Among existing subpopulations in the community, there is general agreement that Veteran programs are well-funded and high-performing. Programs for Veterans in the region are resource-rich and there is the possibility of doing more for this population if more synergistic opportunities across the system allowed for increased infusion of federal funding through the VA. Good progress has also been made with diverting individuals from the criminal justice system, stakeholders noted. There is a perception that improvements can be made by creating a pipeline for criminal-justice involved individuals through programs like Familiar Faces and LEAD. This is supplemented by a good shift in working with law enforcement and prosecutors in recognizing that diverting people into programs is better than engaging them in the criminal justice system. This paradigm shift has helped break the negative cycle of charging people criminally before discharging them back to the streets or to jails. Advocates in this space say that although there is traction for more socially-just programs, more resources are needed to assist this population as they are highly visible and can be easily serviced by the homelessness system once they are diverted.

Other subpopulations, however, experience a gap in services that is going unaddressed by the homeless system. Many stakeholders noted that vehicular residency is increasingly becoming a norm in the community and that there is often a lack of programs and resources to help get this population into stable housing. The inclusion of policies that discourage overnight parking adds to the burden of homelessness for those that cannot afford to move their vehicle resulting in parking tickets and citations. Parking enforcement currently differs from jurisdiction to jurisdiction, so the region lacks consistent messaging on lawful occupation of a vehicle and lacks the programs and scale needed to get this population into stable housing. Similarly, the transitional aged youth (TAY) population in the area “tend to fall to the bottom of the ranking order” when it comes to dedicated resources to aid this population.

System Capacity: Given the perceived fragmented nature of homelessness system response, stakeholders expressed a need for role clarity in policies and procedures to maximize system resources. In infrastructures such as the CEA system, neither role clarity or staff capacity to carry out these roles exists, according to stakeholders.

A common theme throughout interviews was the need for more flexible resources. Especially for subpopulations that are experiencing homelessness and are hesitant to engage in traditional system resources, flexible spending would be an effective way to address homelessness while trying to bridge system gaps, stakeholders said. A few programs currently offered in the community have flexible spending pools that are viewed as effective in helping address the nuances of homelessness. For example, LEAD was mentioned as useful because it provides flexible financial resources paired with creative and flexible case management support. Another example mentioned by stakeholders was Building Changes, which services a large proportion of Native people with flexible dollars. One stakeholder indicated that the YWCA, which services a largely African American clientele, would benefit from flexible dollars to address existing needs such as debt repayment. Many feel the Best Start for Kids Initiative (BSFK) run by

the County has a promising framework that prioritizes an innovative, grassroots approach to reducing homelessness with flexible spending. BSKF has a clear, targeted demographic (youth and families) who they service through community organizations that traditionally have not received grants for homelessness.

Building staff capacity is also of concern among system administrators and providers in the region. The Best Start for Kids initiative has been reported to train well-qualified case managers in trauma-informed practices and work solely on addressing homelessness for youth and families. As a prevention program, these case managers attend learning circles that allow them to hone skills to better identify households at risk of homelessness from those that are not imminently homeless. Increasing staff capacity and investment similar to this initiative may help increase prevention efficacy for programs in other areas as well, some stakeholders believe. Additionally, cultural competency among staff is said to be beneficial to helping identify and serve those populations that are underrepresented in programs. Stakeholders said increasing the amount of diverse staff members is a way to ensure cultural competency both in terms of identify and lived experience, allowing programs to be more effective towards assessing and properly placing individuals with needed services. Additionally, increased cultural training for staff that have historically worked with diverse populations is also seen as necessary to more effectively capture and assess the true continuum of a client's needs.

C. System Investments and Contracting

Increased collaboration was a key theme amongst stakeholders regarding effectively using funding sources and maximizing investments in the community. Since the City of Seattle switched their funding towards performance-based contracting, there has been more collaboration between service providers and funders, leading some stakeholders to believe that all funders should adopt a fully performance-based approach. The results-oriented approach has created “a willingness to keep trying together” and service providers have become more than “just a holder of contracts,” one stakeholder said. There is increased communication and collaboration tied to ensuring provider goals are aligned with system expectations. Concerns that funding is not always going to the programs that have the most impact also exist. Smaller service providers are not always able to make public dollars go as far as larger, more experienced agencies are, one stakeholder noted. This often puts smaller organizations at a disadvantage. Performance-based contracting was suggested as a way to help alleviate this concern. Stakeholders said the system should also account for the impact that smaller agencies can have on racial disparities and closing system gaps in underserved areas.

To capitalize on available private dollars, stakeholders expressed a need to find a responsible way to leverage partnerships with private businesses. Willingness from the business community exists to have a meaningful impact on homelessness in the region in a way that government cannot, according to a few stakeholders. While a lot of “untapped capacity” that can allow the private sector to have a large role in helping address homelessness exists, stakeholders expressed the need for better alignment in objectives to ensure that the work being done in the community through public means is not complicated by new approaches being privately funded. Stakeholders continually cited the work with the Pearl Jam Initiative as an exemplary model for public-private partnerships. The Pearl Jam Initiative worked closely with governing bodies to understand where to allocate private dollars for best use towards the overall efforts in the region while also generating excitement around how businesses can aid in working to end

homelessness. Stakeholders expressed a desire to see more fruitful collaborations that center on strategic efforts to use dollars towards a common goal. Many believe alignment on funding objectives across the County, state, federal entities like the VA, and local Housing Authorities would help in directing and navigating front line agencies in getting the funding they need while improving coordination for public funds.

List of Stakeholders Interviewed

#	Name	Title	Organization	Interview Date
1	Meghan Altimore	Vice President of Community Service	Hopelink	November 15, 2018
2	Nancy Backus	Mayor	City of Auburn	November 20, 2018
3	David Baker	Mayor	City of Kenmore	November 29, 2018
4	Denille Bezemer	Deputy Director of Housing Operations	Seattle Housing Authority	November 20, 2018
5	Joanna Bomba-Grebb	CEA Manager	King County DCHS - Coordinated Entry for All (CEA)	October 24, 2018
6	Brooke Buettner	Project Manager	King County DCHS, Familiar Faces	November 16, 2018
7	Liza Burrell	Program Director	Building Changes	October 29, 2018
8	John Chelminiak	Mayor	City of Bellevue	November 27, 2018
9	Jennifer Coldiron	Chief, Performance Measurement and Evaluation Unit	King County DCHS	November 1, 2018
10	Nawiishtunmi Conner	Case Manager Director	Chief Seattle Club & CEA PAC	November 2, 2018
11	TJ Cosgrove	Division Director	Seattle/King County Public Health - Healthcare for the Homeless Network	November 7, 2018
12	Lisa Daugaard	Director	Public Defender Association	November 9, 2018
13	Meghan Deal	Director	VA Puget Sound Health Care System	November 19, 2018
14	August Drake-Ericson	Program Manager	City of Seattle – Encampment Response	October 31, 2018
15	Kim Dodds	Program Manager	King County DCHS - Best Starts for Kids	November 19, 2018
16	Mark Ellerbrook	Division Director	King County - Housing and Community Development	October 30, 2018
17	Leo Flor	Division Director	King County DCHS - Veterans, Seniors and Human Services Levy	November 30, 2018
18	Chloe Gale	REACH Program Director	Evergreen Treatment Services	October 29, 2018
19	John Gilvar	Healthcare for the Homeless Network Manager	Seattle/King County Public Health - Healthcare for the Homeless Network	November 7, 2018
20	Mark Gropper	Executive Director	Renton Housing Authority	October 19, 2018

21	Lisa Gustaveson	Planning and Development Specialist	City of Seattle Human Services Department	October 19, 2018
22	Bill Hallerman	Director	Catholic Community Services	October 30, 2018
23	Kent Hay	Outreach Coordinator	City of Redmond	October 19, 2018
24	Helen Howell	Executive Director	Building Changes	October 29, 2018
25	David Johns-Bowling	Executive Director	Congregations for the Homeless	November 26, 2018
26	Jason Johnson	Interim Director	City of Seattle Human Services Department	October 24, 2018
27	Kristy Johnson	Director of Homeless Initiative	King County Housing Authority	November 20, 2018
28	Bill Kirlin-Hackett	Director	Interfaith Taskforce on Ending Homelessness	October 25, 2018
29	Robin Koskey	Communications Manager	City of Seattle - Office of Housing	October 31, 2018
30	Denis Law	Mayor	City of Renton	November 26, 2018
31	Sara Levin	VP of Community Services	United Way King County	October 26, 2018
32	Andrew Lofton	Executive Director	Seattle Housing Authority	November 20, 2018
33	Daniel Malone	Executive Director	Downtown Emergency Service Center	November 9, 2018
34	John Marchione	Mayor	City of Redmond	November 30, 2018
35	Lauren McGowan	Senior Director	United Way King County	October 26, 2018
36	Hedda McLendon	Homeless Services and Stability Manager	King County - Housing and Community Development	October 30, 2018
37	Alyson Moon	Community Impact Liaison	Mary's Place	October 24, 2018
38	Jackie Moynahan	Capital Programs Manager	King County Department of Community and Human Services	November 7, 2018
39	Kelli Nomura	Assistant Division Director and BHO Administrator	King County DCHS - Behavioral Health and Recovery Division	November 7, 2018
40	Stephen Norman	Executive Director	King County Housing Authority	November 20, 2018
41	Dusty Olson	Strategic Advisor	City of Seattle Human Services Department	October 24, 2018
42	Laurie Olson	Lending Manager	City of Seattle - Office of Housing	October 31, 2018
43	Alex O'Reily	Human Services Manager	City of Bellevue	October 29, 2018
44	Jack Pace	Director of Community Development	City of Tukwila	November 6, 2018
45	Mary Lou Pauly	Mayor	City of Issaquah	December 7, 2018

46	Fred Podesta	Director, Executive Administration	City of Seattle - Navigation Team	October 31, 2018
47	Ed Prince	Councilmember	City of Renton	November 29, 2018
48	Graham Pruss	Executive Director	We Count	November 2, 2018
49	Adrienne Quinn	Director	Department of Community and Human Services	October 30, 2018
50	Dana Ralph	Mayor	City of Kent	November 28, 2018
51	Rizwan Rizwi	Executive Director	Muslim Housing Services & CEA PAC	November 5, 2018
52	Joy Scott	Human Services Manager	City of Auburn	November 7, 2018
53	Kate Speltz	Homeless and Housing Programs Coordinator	King County DCHS	November 1, 2018
54	Jackie St. Louis	Senior Manager	City of Seattle - Navigation Team	October 31, 2018
55	Debbie Tarry	City Manager	City of Shoreline	December 6, 2018
56	Kurt Triplet	City Manager	City of Kirkland	November 16, 2018
57	Steve Walker	Director	City of Seattle - Office of Housing	October 31, 2018
58	Tiffany Washington	Division Director	City of Seattle Human Services Department	October 24, 2018
59	Wayne Wilson	Impact Manager	United Way, King County & CEA PAC	November 20, 2018
60	Danielle Winslow	All Home Assistant Director	All Home	October 24, 2018
61	Eric Zerr	Police Sergeant	City of Seattle Navigation Team and Seattle Police Department	October 31, 2018

Appendix 11: Summary of Affordable Housing Initiatives in Seattle/King County

As part of our assessment of efforts to address homelessness in Seattle/King County, Focus Strategies collected information on initiatives to increase the supply of affordable housing. The following provides a general overview of affordable housing initiatives taking place in the City of Seattle and the King County region, with a particular focus on strategies to create units affordable for households that are at or below 30% of area median income. Given that most people who experience homelessness have little or no income, creating more units affordable at the Extremely Low Income (ELI) level (30% AMI) is critical.

Our analysis of these initiatives included a review of objectives, goals outlined by the initiative to reach said objectives, the framework in which work is being implemented, as well as progression towards stated goals with special attention paid towards creating ELI units.

City of Seattle’s Housing Affordability and Livability Agenda (HALA): Organized under former Mayor Ed Murray’s Office and the City Council of Seattle in September 2014, the Housing Affordability and Livability Agenda (HALA) centers on “casting the net wider to improve pathways that create and maintain stable housing for all.”¹⁷⁷ This includes the creation of 50,000 new homes across the City of Seattle with 30,000 units being market-rate and 20,000 aimed at preserving or building new affordable housing for low-income households at 30%, 50%, and 80% of AMI.^{178,179} Chief among the initiatives under HALA, the City of Seattle looked to implement a Mandatory Housing Affordability (MHA) requirement on new development in specific neighborhoods. MHA mandates that developers of new commercial and multifamily residential developments are required to implement inclusionary housing as part of their new development or make a payment to support an affordable housing fund in Seattle. In exchange for creating or contributing to affordable housing developers will be able to access additional zoning capacity for their project. While MHA works to bridge the deficit of existing affordable units, reports on its implementation conclude that the units generated with this specific legislation will not satisfy the demand for housing particularly among low-income households at 30% and 50% of AMI.¹⁸⁰ Especially given the amount of competition generated by a strong job market, the MHA initiative alone is not enough to meet the demand for affordable housing and solve the affordability issue happening in the City.

In addition to implementing MHA, HALA’s framework also include a number of actions including advocating for the renewal of the Seattle Housing Levy which was successfully renewed for \$290M in 2016, strengthening laws to protect tenant rights, removing barriers to renting based on discrimination, and improving City processes on permitting and design review, among others.¹⁸¹

¹⁷⁷ *Housing Affordability and Livability Agenda*. Seattle, WA: City of Seattle, 2016. March 6, 2019.

<http://www.seattle.gov/Documents/Departments/SDCI/Codes/ChangesToCodes/UnreinforcedMasonry/HALAOverview.pdf>

¹⁷⁸ Ibid.

¹⁷⁹ *Housing Affordability and Livability Agenda*. Seattle, WA: City of Seattle, 2016. March 19, 2019.

<http://www.seattle.gov/hala/faq#What%20is%20MHA?>

¹⁸⁰ *Mandatory Housing Affordability (MHA) Citywide Implementation Director’s Report and Recommendation*. Seattle, WA: City of Seattle, 2018. March 7, 2019.

http://www.seattle.gov/Documents/Departments/HALA/Policy/Directors_Report_MHA_Citywide.pdf

¹⁸¹ *Housing Affordability and Livability Agenda*.

Under the direction of a HALA Committee made of 28 community leaders, developers, and experts, MHA was moved to be implemented in 27 neighborhoods throughout the City of Seattle.¹⁸² In 2017, complaints filed by neighborhood groups stalled the implementation of MHA due to concerns that the City did not properly consider the impact of high density building in displacing communities of color and negative impacts on the environment.¹⁸³ In November 2018, a City Hearing Examiner finally greenlit MHA to move forward with implementation taking place in six Seattle neighborhoods to date.^{184,185} Next steps for HALA include a final vote by the full City Council on city-wide MHA implementation which took place in March 2019.¹⁸⁶

Suburban King County's A Regional Coalition for Housing (ARCH): A coalition between King County and 15 East King County Cities, A Regional Coalition for Housing (ARCH) was formed in 1992 with the goal of “preserving and increasing the supply of housing for low-and-moderate-income households in the region.”¹⁸⁷ The Coalition is governed by the City Councils of each city which provide oversight to ARCH, an Executive Board of Executive level staff from different cities providing operational support, and a Citizen Advisory Board which represents and informs on the interests of local residents. ARCH acts as an intermediary under an inter-local agreement to respond to the shortage of affordable housing on the Eastside in three main ways. First is through funding gathered through county, state, and federal sources and paired with periodic contributions from member cities to put towards acquiring existing properties, land, and constructing new affordable housing. The second is through development incentives that encourage the inclusion of affordable housing in new developments. The third is capitalizing on flexible zoning laws in certain Eastside cities that would allow for easy private development of housing. The second and third methods of response are mostly aimed at serving those low-income households at 50 to 80 percent AMI.^{188,189} Alongside acting as administrators of affordable housing initiatives, ARCH manages affordable properties and works to connect renters and buyers to affordable housing units on the Eastside.

In a report released in 2015 showing units built since 2012, ARCH has reported 2,166 units created in East King County for residents at 50% of AMI and 5,428 units created for those at 80% of AMI. No numbers are available for units created for resident at 30% of AMI although officials are aware that the percentage of the population that identify as very low income has been increasing while only 12% of all housing in

¹⁸² Cohen, Josh. “Seattle won its battle for density. What’s next?” *Crosscut*, November 30, 2018. March 7, 2019.

<https://crosscut.com/2018/11/seattle-won-its-battle-density-whats-next>

¹⁸³ Bick, Carolyn. “Seattle’s Own Housing Affordability Efforts Could Worsen Displacement.” *South Seattle Emerald*, August 20, 2018. March 7, 2019. <https://southseattleemerald.com/2018/08/20/city-of-seattles-own-housing-affordability-efforts-could-worsen-displacement/>

¹⁸⁴ “Seattle won its battle for density. What’s next?”

¹⁸⁵ *Implementing Mandatory Housing Affordability (MHA) Citywide*. Seattle, WA: City of Seattle, 2018. March 6, 2019.

http://www.seattle.gov/Documents/Departments/HALA/Policy/MHA_Overview.pdf

¹⁸⁶ “*Housing Affordability and Livability Agenda*.” Mandatory Housing Affordability (MHA) – HALA. March 7, 2019.

[http://www.seattle.gov/hala/about/mandatory-housing-affordability-\(mha\)](http://www.seattle.gov/hala/about/mandatory-housing-affordability-(mha))

¹⁸⁷ *A Regional Coalition for Housing Working Together to House East King County*. Redmond, WA: Together Center. March 7, 2019. <http://www.archhousing.org/resources/pdfs/What%20is%20ARCH%20Brochure%20-%20Final.pdf>

¹⁸⁸ *ARCH progress on enforcement, oversight improvements*. Redmond, WA: Together Center, 2019. March 7, 2019.

<http://www.archhousing.org/ARCH%20Update2.pdf>

¹⁸⁹ Kunkler, Aaron. “ARCH addresses county affordable housing concerns.” *Redmond Reporter*, January 29, 2016. March 7, 2019. <http://www.redmond-reporter.com/news/arch-addresses-county-affordable-housing-concerns/>

King County is affordable at 30% of AMI.¹⁹⁰ City members have adopted regulations that have increased the use of accessory dwellings while incentivizing the use of land to build affordable housing, resulting in over 1,700 additional housing units.¹⁹¹ Good progress towards adding additional affordable housing has been met with recent challenges, however, as affordability in the region continues to decline causing property prices to rise and diminishing the power of the ARCH Trust Fund in subsidizing the building and acquisition of properties as compared to the past.

The following East King County Cities and King County make up the membership of ARCH: Beaux Arts Village, Medina, Bellevue, Mercer Island, Bothell, Newcastle, Clyde Hill, Redmond, Hunts Point, Sammamish, Issaquah, Woodinville, Kenmore, Yarrow Point, and Kirkland.

King County’s Regional Affordable Housing Task Force: The Regional Affordable Housing Task Force is the most comprehensive effort in the region working on addressing the growing challenge of affordable housing. Made up of King County, City of Seattle, and local city representation, the task force was convened over 18 months to draft a five-year strategic plan to detail methods municipalities can use to increase the amount of affordable housing units in the region. Released in December 2018, the Strategic Plan’s goal is to “eliminate cost burden for households earning 80 percent AMI and below, with a priority for serving households at or below 50 percent AMI.”¹⁹² Specifically, the Plan looks to dedicate public resources towards making headway for those at 50 percent of AMI and leveraging private funds for households ranging from 50 to 80 percent AMI.¹⁹³ The framework that guides the Strategic Plan includes increased collaboration through the creation of a structure that encourages inter-local relations between government leadership and among communities of color and low-income communities as well as the preservation and creation of affordable units through tenant protections and access to diverse housing (near transit stations or that eases connections to jobs).

While there are clear objectives and criteria that local municipalities can adopt to make headway on the issue of affordable housing, the five-year plan is currently non-binding.¹⁹⁴ King County has dedicated funding to create a new governance structure appointed by the Growth Management Planning Council to ensure that the plan “makes a difference.”¹⁹⁵ The funding includes dollars towards hiring new staff that are tasked with creating a dashboard that tracks efforts towards building and preserving 44,000 affordable units over the next five years.

¹⁹⁰ *East King County Report*. Redmond, WA: Together Center. March 19, 2019.

http://www.archhousing.org/resources/pdfs/Housing_Analysis_2015v4.0.pdf

¹⁹¹ *ARCH progress on enforcement, oversight improvements*.

¹⁹² *Final Report and Recommendations for King County, WA*. Regional Affordable Housing Task Force, 2018. March 7, 2019.

https://www.kingcounty.gov/~media/initiatives/affordablehousing/documents/report/RAH_Report_Final.ashx?la=en

¹⁹³ *Summary of Final Report and Recommendations for King County, WA*. Regional Affordable Housing Task Force, 2018. March 7, 2019.

https://www.kingcounty.gov/~media/initiatives/affordablehousing/documents/report/RAH_Report_Summary.ashx?la=en

¹⁹⁴ “Leader take action for more affordable housing in King County.” *Puget Sound Regional Council*, December 10, 2018. March 7, 2019. <https://www.psrc.org/whats-happening/blog/leaders-take-action-more-affordable-housing-king-county>

¹⁹⁵ *Ibid*.

Appendix 12: Best Practices in Diversion and Targeted Prevention

I. Purpose of Systemwide Diversion and Housing Problem-Solving

Diversion is an approach, or practice, aimed at assisting those who are seeking emergency shelter or other homeless system assistance by turning them in a different direction to find a safe alternative. In doing so, the system prevents diverted households from ever becoming homeless. Diversion is different from typical “prevention” programs. Rather than upstream targeting of households that self-identify as “at-risk” of homelessness typically employed by traditional prevention programs, diversion targets households “downstream,” when they are seeking entry to emergency shelter or contacting a Coordinated Entry access point. Generally, diversion specialists assist households who have already lost their housing and are literally homeless (living outside or in a car) or those who are living in informal shared housing situations (doubled up or couch surfing).

Diversion uses a problem-solving and strengths-based approach to help households brainstorm and identify possible next-step solution(s) to their housing crisis. These solutions should be catered to the household’s unique circumstances, existing resources, and social networks. Possible diversion strategies to explore include conflict resolution to preserve a shared housing situation with a friend or family; mediation with a current or former landlord; assistance relocating out of the community; or help establishing a new rental situation. Diversion assistance can also include some small amounts of flexible financial assistance to help households attain a housing solution and avoid entering shelter. Rather than imposing fixed eligibility criteria (i.e. income requirements), diversion takes place in the form of a conversation to help the client problem-solve and determine a path towards a stable housing solution using their existing resource and support networks.

Whether a housing problem-solving attempt was successful can be measured in two ways: (1) whether the household identifies and secures a housing solution; and (2) whether they return to the system seeking assistance or otherwise re-enter homelessness. Because most housing problem-solving and diversion work is done within the context of communities’ local coordinated entry systems, client data is typically entered into HMIS and diverted clients’ outcomes can be tracked. Housing problem-solving has been met with overall success in communities throughout the country that have adopted this approach in recent years. Diversion rates – that is, the percentage of households who are successfully diverted – can be as high as 60% to 70% for families. However, data on the success of diversion amongst single adults is less known, as fewer single adult diversion programs exist.

II. Implementable Best Practices in Diversion and Housing Problem-Solving

a. Overview of Best Practices in Diversion

As a critical element of the homeless crisis resolution system, diversion often occurs at the “front door” to the system, meaning that all people seeking shelter or other assistance from the homeless crisis response system should first be engaged in a diversion conversation to work towards identifying alternative housing options. Diversion should be implemented at system front doors, including emergency shelter, outreach, and other initial points of contact, at the point when people are seeking shelter or other assistance but *prior to* assessment/prioritization for housing and prior to program intake. Only those who *cannot* identify a no-cost or low-cost solution to their homelessness are then prioritized

for a shelter bed and/or appropriate housing intervention. Emergency shelters should implement diversion practices to reduce new entries into homelessness, waitlists and wait time for shelter, and communitywide demand for limited shelter beds.

Employing a “diversion for all” approach throughout the system, not just shelter, ensures that people do not enter the homeless response system unless they absolutely have no alternative options. As mentioned, this front door approach is often conducted in conjunction with Coordinated Entry, at initial intake and screening. In some communities, assessment tools are used to determine which households are offered diversion and which are offered high-level housing interventions, such as RRH or PSH. However, in an increasing number of communities – including the State of Connecticut; Cleveland, Ohio; Montgomery County, Ohio; Pierce County, Washington – all households seeking to enter shelter or obtain other assistance from the homeless crisis response system go through an initial diversion conversation. Even people who are unsheltered and have high housing barriers can be diverted, albeit this happens at a lower rate than those who have lower barriers and can identify some sort of temporary place to stay. Implementing diversion practices at all system access points – including shelter, outreach, and coordinated entry access points – ensures an attempt is made to help everyone seeking assistance determine whether safe and appropriate alternatives to homeless system interventions are viable.

To do so, systems should train staff who work in the emergency response components of the system, such as outreach teams, day centers, and emergency shelters, in housing-focused problem-solving strategies. System leadership should also identify flexible dollars that diversion specialists and others who conduct diversion conversations may use to provide light-touch assist to households who identify alternative housing solutions. These flexible dollars may cover expenses including move-in costs, security deposits and/or first and last months’ rent, transportation costs, or costs of food and basic living expenses. Diversion assistance may also offer other low- or no-cost solutions, including mediation with landlords or family and friends.

b. Approaches to Housing Problem-Solving

To effectively engage and work alongside individuals to identify housing opportunities outside of the homeless response system, crisis resolution, progressive engagement, and strengths-based approaches should be adopted.

Crisis Resolution: A crisis resolution approach recognizes homelessness as a crisis for the household experiencing it and should be attended to accordingly. Thus, diversion specialists must be trained in crisis response and conduct housing problem-solving conversations accordingly to ensure clients can actively and appropriately engage in the problem-solving process. Responding to the crisis of homelessness means providing a quick response and triage process for people seeking assistance to understand where they are in their housing crisis and prioritizing and ensuring the household’s safety first and foremost in the diversion process. Because households experiencing homelessness are in crisis, they are likely to be experiencing a strong internal response to the situation. One key goal of diversion is to assist households in clearly identifying and thinking through their potential housing solutions amidst the crisis they are experiencing. Thus, diversion specialists and other front-end staff must be equipped with de-escalation training and techniques to manage the emotional and mental reaction associated with experiencing a crisis. Finally, adopting this crisis resolution approach means helping households map out a plan and

identify definitive action steps and goals they are responsible for executing in order for a housing diversion plan to be successful. Next steps (following the diversion conversation) should be as clear and specific as possible and should empower clients to take control of their housing plan, providing support and guidance with executing these next steps whenever possible.

Light-Touch and Progressive Engagement Approaches: Diversion should fit within the framework of a progressive engagement model, which is structured to provide households only as much assistance as needed to meet the minimum needs of persons in a housing crisis and reserves additional funds for those who then need more in order to stay housed. Both the progressive engagement model and diversion explicitly recognize the system lacks “deep resources” for everyone it attempts to assist and attempts to resolve the household’s crisis as quickly as possible. They both draw upon client’s ingenuity and existing pool of resources as part of the solution and offer flexible approaches designed to meet people where they are.

Further, diversion is considered a “light-touch” approach to assisting households, meaning it is a relatively low-cost and less engaged than other forms of homeless system and housing assistance. Diversion specialists should work to identify low or no cost solutions that households can achieve with minimal intervention from the homeless system whenever possible, as a key goal of diversion is to help reserve already-limited system resources for those with the highest needs. Training on the key elements and principles of progressive engagement and light-touch problem-solving should be provided on an ongoing basis to diversion specialists.

Client Choice and Empowerment: Housing problem-solving conversations should employ a strengths-based approach, building upon the resiliency and existing resources of people seeking assistance. Diversion specialists should honor client choice and focus on empowering clients to make their own decisions based on options identified during the conversation, rather than making decisions for them. In alignment with adopting a crisis resolution approach, diversion specialists must consider the unique circumstances and crisis of the client and empower them to gain a sense of control. A sense of respect for clients’ choices and strengths should always be maintained, although this does not mean shielding them from the natural impacts and outcomes of their decisions.

c. Diversion Specialists’ Role, Characteristics, and Continuous Training

To successfully implement diversion within any community and homeless response system, a key component will be proper staffing and ongoing staff training. Diversion specialists should be well-versed in the core principles, values, goals, and objectives of diversion, as well as well-trained in implementing these elements in a housing problem-solving conversation. The role of a diversion specialist is to facilitate a strengths-based and problem-solving focused conversation with people seeking assistance from the homeless system with the goal of empowering them to identify and pursue housing solutions within their own pool of resources. This section summarizes key role and ideal characteristics of a diversion specialist, as well as the need for ongoing training.

Diversion Specialists’ Role and Job Description: The purpose of diversion specialists within the homeless response system is to objectively triage and assess the level of need of each household seeking assistance

and make every attempt to divert each household from the system altogether through effective problem-solving.

Characteristics of a Diversion Specialist: Because the diversion specialist role differs from other job positions in the homeless service delivery sector, some key characteristics to look for while hiring and training staff include:

- Skilled problem-solving skills resourcefulness – while they are aware of and may acknowledge the system’s lack of resources, they remain committed to working to identify a housing solution;
- Strong communication and active listening skills;
- Commitment to “working the problem” from all angles to determine a solution instead of waiting for a resource to appear or for “the system” to be fixed;
- Objectivity, transparency, fairness, and directness is intrinsic to their approach to the work;
- Ability to navigate conflict and avoid unnecessary conflict;
- Inclination to think rationally and objectively before reacting emotionally to the problem(s) at hand or the responses of the clients they are working with;
- Ability to be both compassionate and empowering; demonstrating a willingness to listen and observe before asserting opinions or judgement;
- Ability to focus on and redirect clients to focus on the future rather than mistakes or misfortunes of the past;
- Diplomacy and ability to remain unbiased and impartial to any clients or other people involved in the diversion process;
- Ability to think at both the systems and client level – recognizing the uniqueness of each household they assist while keeping in mind limited system resources and other realities of the homeless response system;
- Aptitude to maintain personal and professional boundaries with clients and coworkers;
- Ability to empower clients, promote client choice and self-determination, and understanding of how to assist households to help themselves, rather than simply doing things for them; and
- Ability to distinguish household’s true level of need and ensure clients are clear on what they can expect from the homeless system.

Ongoing Diversion Training: Training on the principles and practices of effective diversion, as well as the role and responsibility of diversion specialists and other staff conducting housing problem-solving conversations should occur on a regular, ongoing basis. Both new and existing staff should engage in training several times per year to ensure they are well-versed and practiced in the core concepts covered in this appendix. Key elements to train on include but are not necessarily limited to:

- Broader context of homelessness and homeless crisis response system
 - Overview of homelessness, origins of modern homelessness, a systemic response to homelessness, and solutions to homelessness (housing)
 - Overview of the purpose and goals of the homeless crisis response system and why it’s important
 - Overview of community plans or framework that guide homeless system planning and operations

- Overview of key components of the homeless response system
 - HMIS system
 - Coordinated Entry
 - Assessment/Diversion/Intake
 - Prioritization
 - Housing Resources
 - Other System/Community Resources
- Understanding problem-solving
 - Defining problem-solving and diversion
 - What we know about self-resolution and crisis resolution; success of diversion
 - Impact of problem-solving and diversion in communities across the country, outcomes, and system impacts
 - Why problem-solving is important and necessary, how it fits within the homeless crisis response
 - Ethical questions surrounding diversion/housing problem-solving
 - Examples of housing problem-solving scenarios
 - How to implement and operationalize diversion
- Problem-solving training
 - Introduction
 - Local context considerations
 - Success stories
 - Problem-solving conversation guide and sample review
 - Practice sessions and debriefing
 - Data entry and recording overview and practice
 - Mediation Training
 - Landlord mediation
 - Roommate, family, friend mediation
 - Problem-solving for non-diversion specialist front-line staff (housing navigators, outreach, case managers, shelter staff).

d. Eligibility for Problem-Solving

As mentioned, the homeless crisis response system should attempt to divert all households seeking assistance. Problem solving should be offered to all households that may otherwise be eligible for homeless system services (i.e. those experiencing literal homelessness or at imminent risk of becoming homeless). No other eligibility criteria should be applied, and problem-solving assistance should be offered without preconditions (i.e. employment, criminal record, income, or sobriety). Communities may decide to impose limitations on use of financial assistance, including requiring households be literally homeless and a resident of the community in which they are seeking assistance. For those who are not literally or nearly homeless and do not qualify for homeless system resources, diversion specialist should work to offer immediate referrals to community and mainstream resources, such as upstream prevention.

e. Housing Problem-Solving Conversation and Messaging

A housing problem-solving conversation is the basis of diversion and involves a guided, yet open-ended conversation with a set time limit and/or may involve follow up conversations after the initial discussion. Housing problem-solving conversations should occur in a comfortable and relaxed environment whenever possible to ensure clients are more at ease and able to clearly speak about and think through their housing crisis, possible housing opportunities, people in their social support network, and past solutions to similar housing crises (when applicable). Conversations should always ensure clients' safety are the first and foremost concern. A diversion alternative should not be considered where a client expresses feeling uncomfortable or unsafe.

The conversation should follow a natural progression, however, will generally proceed in the following order. First, a housing specialist will provide a brief explanation of the purpose and goals of the housing problem-solving conversation, highlighting limited system resources and the goal of helping households avoid entering shelter whenever possible when a safe, appropriate alternative is available. Next, diversion specialists should inquire the household's reason for accessing shelter and a brief explanation of the events leading up to their housing crisis, as well as their current living situation. If applicable, clients should be asked what solutions they have already tried or thought about trying prior to seeking assistance from the system. Whenever possible, diversion specialists should work to determine the circumstances in which households are being or were asked to leave their most recent housing situation and maintain this housing – whether that be a lease in the client's name or living with a friend or family members. The conversation should explore what it will take and ways in which this housing situation may be maintained, for example, by offering financial assistance to a family member in exchange for allowing them to extend their stay or by repairing a relationship with a roommate or landlord.

If it is unsafe or otherwise not possible for a client to stay in the location in which they had most recently stayed, the conversation should shift to exploring other locations and people that the client may be able to live with temporarily or long-term. Diversion specialists may also explore possible ways for clients to pursue shared housing or their own lease with some light-touch financial assistance, connection to mainstream benefits, or other supports. All the while, diversion specialists should empower clients, while gently reminding them of the realities of entering the homeless crisis response system (i.e. realities of staying in shelter, limited system resources, low probability of securing long-term housing assistance such as a Housing Choice Voucher) and maintaining a focus on the key purpose of the conversation (identifying housing options).

If the conversation successfully yields a housing solution that the household wishes to pursue, whether long-term or temporary, the diversion specialist should work alongside the household to develop a set of steps that the household may realistically set in action to obtain this housing solution. Documenting these next-steps on paper via a Housing Resolution Plan (described in the following section) for the client to take with them when they leave the conversation will help ensure accountability to the diversion plan. Again, this plan should chiefly be developed by the client household with assistance from the specialist and should feel manageable for the client. Clients may be encouraged to follow-up with diversion specialists after this initial conversation to receive additional guidance or ask questions about the plan, if staff capacity and system resources allow.

If no alternative housing solutions can be determined, households will move on to the next step in the community's process for assessment and prioritization for housing assistance. However, clients should be encouraged to circle back with their diversion specialist or other diversion staff should they have additional thoughts about developing an alternative housing plan and would like guidance from a specialist.

Messaging: As mentioned, diversion specialists should set clear expectations, goals, and intentions for the housing problem-solving conversation, emphasizing the realities and implications of limited resources available within the homeless crisis response system. Each conversation should be introduced and framed with transparency and clear expectations while empowering clients to make thought-out, actionable decisions as they work to resolve their housing crisis. Messaging to clients may include phrases like:

- “Resources are limited to provide shelter, housing, and other services to people experiencing similar situations in our community.”
- “Even if I am able to get you into shelter, there is no guarantee you will get any additional housing assistance.”
- “I’d like to try to help you identify a solution that will resolve your housing situation immediately.”

f. Housing Resolution Plan

If the housing problem-solving conversation successfully yields one or more possible housing solutions for the participating households, the diversion specialist will assist the household to develop a Housing Resolution Plan, which will be documented on paper. It may be helpful for diversion specialists *and* diverted clients to adopt a systemwide worksheet that outlines next steps for the household. This document is for the diverted household to keep and reference as they pursue identified housing solutions.

The Housing Resolution Plan should be simple, outlining a few additional steps including: an agreed-upon plan and next-steps for the participating household and diversion specialist; resources identified and/or financial assistance needed to complete these tasks; and follow-up required to execute plan and the date of any next scheduled meeting. Ideally, the diversion specialist should work alongside a participant until the Housing Resolution Plan is implemented, providing “warm hand-offs” to referral resources whenever possible.

Elements of the Housing Resolution Plan worksheet may include:

- Overview of housing solution(s) the household will pursue to resolve their housing crisis;
- Action steps the household plans to take to achieve the plan;
- Action steps the diversion specialist will take to help support implementation of the plan;
- Timeframe/goal dates;
- Alternative course of action should the first plan fall through;
- Referral contact information;
- Documentation needed by client when they meet with referral resources;
- Diversion specialist contact information;

- And date/time of follow-up appointment (if applicable).

g. Policy Considerations for Diversion

The following section provides a list of key policy areas to consider in the design and implementation of diversion.

- *Developing a problem-solving conversation guide:* As previously mentioned, the problem-solving conversation is intended to be free-flowing and open-ended to encourage clients to brainstorm and explore various viable housing solutions. Nevertheless, requiring frequent training for diversion specialists on the art of the problem-solving conversation, as well as developing a conversation guide will ensure the correct questions are being asked and topics being broached to draw upon households' resources and social networks. Developing a systemwide conversation guide composed of basic questions and approaches is recommended. Diversion specialists should refer to the guide (but not necessarily follow verbatim) throughout each problem-solving conversation.
- *Housing Resolution Plan:* As mentioned, the result of a problem-solving conversation is a Housing Resolution Plan with clear next steps for the both the household and diversion specialist. It is recommended a systemwide worksheet document is developed and adopted for all diversion specialists to utilize and give to households at the close of the problem-solving conversation.
- *Prioritization and Problem-Solving Frequency:* Systemwide policies and procedures should be developed for when diversion is not successful after an initial housing problem-solving conversation. In most systems, if no viable or safe housing solution can be identified, households will be assessed and prioritized for other resources. Diversion and problem-solving resources should continue to be available to the household until they are connected to another system resource. Given most system's limited resources, for most households who are not high needs or otherwise high-priority for a system intervention, diversion will be the primary and best assistance offered. Systems should not limit the number of times a participant can receive problem-solving services, although they should set limitations on each household's financial assistance.
- *Referrals:* Diversion specialists should always work to identify appropriate mainstream and community-based resources and services they may refer households to in order to help carry out their plan. These may include connection to food stamps, healthcare, VA benefits, eviction prevention, and legal services. Diversion specialists should ensure referrals are concrete and provide a warm handoff whenever possible.
- *Flexible Financial Assistance:* Whenever financial assistance is required for a household to execute their housing plan and are not accessible from another sources, diversions specialist should offer flexible assistance via the homeless crisis response system to cover a wide array of potential costs. Thus, it is key the system identify and draw upon flexible sources to establish a fund for diversion activities and expenses. Possible expenses that diversion funds should be able to cover are listed in the following section.

- *HMIS*: As previously mentioned, data of clients seeking assistance and who participate in a housing problem-solving conversation should be recorded in HMIS. Although diversion is not a formal program of the homeless system, problem-solving should be tracked as a program entry in the HMIS in order to track client circumstances, whether diversion was attempted, and outcomes of diversion.
- *Performance Measures*: Systems should consider setting performance metrics for diversion activities and monitor the rate at which households identify a temporary or permanent housing alternative and remains there for a certain amount of time (i.e. 30-60 days). Example targets for problem-solving success by population are:
 - Family: At least 20% successfully diverted;
 - Adults: At least 10% diverted;
 - Transition-aged Youth: At least 30% diverted.
- *Training*: As mentioned, ongoing training for diversion specialists on problem-solving techniques, policies, and procedures should occur regularly. Key components of these trainings should include: (1) the Homelessness Response System, Coordinated Entry, and HMIS; (2) problem-solving policies, procedures, techniques, and conversation guide; (3) motivational interviewing, Harm Reduction, Mediation and Conflict Resolution Techniques, problem-solving practice, and trouble-shooting; and (4) safety planning for DV victims and others at risk of danger. Refer to the previous section “Diversion Specialists’ Role, Characteristics, and Continuous Training” for more details.

h. Financial Assistance Covered by Diversion

Ideally, the diversion component should include flexible financial funds to draw upon for diversion activities and expenses. Communities should determine an appropriate financial assistance limit per household type, based on availability of local resources, housing market conditions, and other local factors. For example, San Francisco has established a \$1,000 limit per household on financial assistance within any two-year period, and assistance is either one-time or very short-term. Communities should also consider determining a household income requirement at or below a certain percent of the Area Median Income to receive financial assistance.

Possible activities and expenses that diversion funds should be able to cover include:

- Housing application fees;
- Move-in fees, including deposits, first and last month’s rent, moving truck;
- Past due rent to a landlord or leaseholder;
- Utility bills, including deposits, arrears, or contributions for another household);
- Grocery cards;
- Gas cards;
- Birth certificate or ID replacement costs;
- Car repair, insurance, or payment, if reasonable and directly linked to employment or housing;
- Child care/day care services, if no other resource is available and needed;

- Pest extermination, if making a potential place to stay habitable;
- One-time deep cleaning of units to prevent eviction;
- Certifications or licenses necessary for immediate employment;
- Transportation costs for housing, employment, or appointments with other entities helping with problem-solving (bus tokens, passes, taxi rides, etc.); and/or
- Transportation costs to travel to another community where a housing solution has been identified.

Communities should also consider whether they would like to prohibit certain uses of diversion funds, such as for current or past due mortgage payments or to cover hotel/motel stays.

All financial assistance should be paid to third parties, rather than the household being assisted directly. Communities should consider offering flexible assistance to support households staying with family or friends to be provided in the form of vouchers or gift cards (i.e. grocery store cards) rather than cash. Further, a reasonable amount of time between the creation of a Housing Resolution Plan and when the financial assistance payment will be provided should be set by system leadership (i.e. 24 to 72 hours).

i. Other Possible Areas for Diversion Assistance

In addition to financial assistance provided through diversion, possible types of non-financial diversion assistance and activities may include:

- Mediation with landlord, family, friend, roommate;
- Referral to eviction or legal assistance program;
- Travel logistic support;
- Referral to public assistance, mainstream resources, or other community-based programs; and/or
- Housing location and support.

III. Implementing Targeted Prevention

In addition to ensuring each eligible household seeking assistance from the homeless crisis response system is engaged in a housing problem-solving conversation, communities may consider implementing targeted prevention assistance to work towards preventing people from ever engaging with the homeless system. The following section provides an overview of the key differences between diversion and traditional prevention assistance supported by research, followed by some guidelines for implementing prevention to target households who are most likely to actually become homeless.

a. Tradition Prevention versus Targeted Prevention

Historically, providers have offered prevention assistance to households with a lease in their own name who have received an eviction notice and are seeking assistance to prevent a loss of housing. Traditional prevention programs typically assess whether the household seeking assistance can independently sustain their rent and other expenses after the assistance period ends as a basic eligibility criterion. As a result, these prevention programs target households that have a source of income and minimal barriers to housing stability.

Research shows that most prevention programs do not directly target households at high-risk of homelessness. Eligibility criteria requiring proof of ability to sustain housing often results in screening out those who are most likely to experience a housing loss if they do not receive assistance. Data also shows that households typically do not move directly from an eviction notice to homelessness. More often, households enter the homeless response system via emergency shelter or other homeless programs coming from doubled up situations (i.e. living with another family or with friends). These households typically cannot access traditional prevention assistance, due to their inability to maintain housing without longer-term assistance or other barriers imposed by prevention programs.

In his study entitled *A Prevention-Centered Approach to Homelessness Assistance: A Paradigm Shift?*, Dennis Culhane speaks to the phenomena of prevention programs failing to target those who are most likely to become homeless: “Prevention, or shutting the ‘front door’ to homelessness, has been often hailed as a necessary component of any strategy to end homelessness... However, the difficulties inherent to implementing effective prevention initiatives has meant that responses to homelessness instead have retained an emphasis on tending to and accommodating those who have already lost their housing.”

Studies by Andrew Greer and Marybeth Shinn *Efficient Targeting of Homelessness Prevention Services for Families and Targeting Services to Individuals Most Likely to Enter Shelter: Evaluating the Efficiency of Homelessness Prevention*, which followed households who applied for community-based prevention in New York City from 2004 to 2010, found that prevention program eligibility criteria did not align with the risk factors associated with households who entered emergency shelter and subsequently entered homelessness. The studies found that prevention services were most effective for the households – both family and single adult – who were at the highest risk of becoming homeless, rather than the households who fit prevention programs’ eligibility criteria. “Successful strategies for homelessness prevention must efficiently target people at greatest risk for experiencing homelessness,” one of the studies states. Greer and Shinn also show that using program-level data on shelter stayers can help communities develop models and strategies for identifying and targeting the households who are most likely to enter shelter – thereby, increasing the effectiveness and efficiency of community-based prevention programs.

“Targeted” prevention programs typically follow a set of criteria to identify households facing a housing crisis who are most at risk of becoming homeless. These criteria can be developed using local data or can draw on existing community data related to which households are most likely to become homeless. HUD also provides some suggested prevention program criteria for targeting these households in their ESG Regulations.

b. Diversion versus Prevention

Diversion is an approach – rather than a program – aimed at those who are seeking emergency shelter and turning them in a different direction by “assisting households to find an alternative to shelter” and, therefore, avoid becoming homeless. While both strategies are designed to assist households in maintaining housing and avoiding homelessness, diversion is different from prevention. Rather than prevention’s “upstream” targeting of households that self-identify as “at-risk” of homelessness, diversion targets households “downstream,” who are actively seeking entry to emergency shelter. Generally, diversion assists households who have already lost their housing and are literally homeless (living outside or in a car) or those who are living in informal shared housing situations (doubled up or couch surfing).

Generally, these households have exhausted their network of family and friends they can stay with long-term.

c. Challenges in Implementing Targeted Prevention

Developing a robust assessment tool or other process for identifying the families most at-risk of homelessness is one of the most challenging aspects of designing a targeted prevention program. Communities can also develop their own tools using local data. Another challenge is that many funding sources for homelessness prevention incorporate eligibility criteria that require recipients to screen households to ensure they are likely to remain stable after the assistance period. Funding restrictions can present an obstacle to implementing a policy of targeting households with higher needs and less stability. Providers may also resist shifting the target population due to concerns that assisting higher need families may not be a wise use of precious resources.

d. Implementing Targeted Prevention

“Targeted” prevention programs typically follow a set of criteria to identify households facing a housing crisis who are most at risk of becoming homeless. These criteria can be developed using local data or can draw on existing community data related to which households are most likely to become homeless. Targeted prevention should be a short-term program model designed to assist households experiencing a housing crisis who are at risk of becoming homeless. Prevention does this by offering targeted services and time-limited assistance to stabilize households in their existing housing with the goal of preventing served clients from becoming homeless in the near future.

Core program components of targeted prevention include light-touch financial assistance, such as rental arrears or utility arrears; counseling and advocacy for connection to other supportive services; legal assistance; landlord/property management mediation; and housing-focused case management. Prevention services should be offered in a manner consistent with Housing First principles and should not screen out households based on measures assumed to be associated with successful outcomes. Rather, prevention providers should adopt policies that “screen in” clients with higher barriers to housing, including but not limited to clients and families who are unsheltered; clients with no, low or fixed income; clients with disabilities; clients with no or limited employment history; and clients with criminal records and or evictions.

To truly “target” prevention to households who will most benefit from such services, communities must develop a set of clear criterion for which clients are deemed eligible or ineligible. Eligible households must currently have a place to live but are at imminent risk of becoming homeless. Unlike literal homelessness, whether a household is at imminent risk of homelessness may be difficult to assess. Many households experience a crisis that can result in housing loss, but not all housing loss results in homelessness. Households may lose their current housing yet identify a housing solution on their own (such as moving in with a friend). Therefore, screening and eligibility assessment for prevention assistance should be more extensive.

Communities may consider developing a “risk screening tool” to assess whether a client is likely to become homeless without assistance. The tool takes should consider and weigh range of risk factors, including:

- Parenting Youth Head of Household;
- Discharge from an institutional setting;
- Sudden and significant loss of income;
- Mental Health Illness and/or Substance Use Disorder;
- Chronic health issues;
- Homeless in last 12 months as verified by an enrollment in an HMIS program;
- Current or past involvement with child welfare including foster care;
- Extremely low-income;
- Past institutional care;
- History of evictions;
- Significant credit problems or medical debt;
- Eviction imminent within specified timeframe;
- Sudden and significant increase in utility costs;
- Potential loss of housing due to nonpayment of rent and/or other lease violation;
- Potential loss of housing due to foreclosure on rental property;
- Potential loss of housing due to eviction by host family/friend; and/or
- Potential loss of housing due to uninhabitable conditions.

Because prevention assistance is designed to help households identified as at-risk of homelessness to preserve their housing situation, communities should consider which expenses and activities they wish to cover with prevention dollars. This may include rental assistance including back rent payments and/or short-term rent subsidies; utilities including arrears or current utility expenses; other financial assistance; stabilization services; legal services including consultation and representation related to tenant/landlord matters or housing issues; and community-based services. Many of these eligible expenses overlap with those typically eligible under diversion. Additionally, communities must consider unallowable activities covered by prevention dollars. They may include:

- Long-term rental support;
- Home furnishings;
- Payment of consumer debt;
- Payment of telephone or cable expenses;
- Legal services related to mortgages;
- Food;
- Travel Costs; and/or
- Pet Care.

Like diversion, households engaged in targeted prevention should work alongside a housing-focused case manager who can assist them in developing and executing a housing stability plan, drawing upon financial and other assistance provided by prevention programs.

e. Evaluating Success

Traditionally, prevention programs have evaluated success based on whether the household remains in their housing situation for a specified time following assistance. While this measures housing stability, it does not necessarily indicate or appropriately assess whether homelessness was prevented. A more appropriate measure for determine the success of a prevention program would be whether the assisted household turns up in the homeless response system as a literally homeless person (unsheltered or in emergency shelter). However, this can only be determined if prevention programs enter clients into HMIS.

f. Community Examples of Targeted Prevention Programs and Innovations in Homelessness Prevention

Focus Strategies has researched and identified some key housing problem-solving and targeted prevention resources to inform and guide the design and implementation of these key homeless response system elements. These resources are provided below.

Diversion Resources

1. *Characteristics of an Exemplary Diversion Specialist*, OrgCode Consulting, Inc.

OrgCode Consulting’s blog post “Characteristics of an Exemplary Diversion Specialist” offers key traits and qualifications to keep in mind while hiring and training diversion specialists. Key characteristics include a problem-solving, strengths-based orientation, as well as the ability to actively listen and directly communicate with clients.

<http://www.orgcode.com/2016/09/06/characteristics-of-an-exemplary-diversion-specialist/>

2. *Homeless to Housed in a Hurry: Extending the Use of Diversion to Help Families Exit Homelessness*, Building Changes

Building Changes evaluated approaches to family diversion in Pierce and King Counties (Washington) to understand the effectiveness and impacts of diversion on the homeless crisis response system. The study indicates that diversion is more time and cost efficient than other approaches to housing families who may be or become homeless. Of those families who received diversion assistance in both communities, few returned to the system for assistance within the following year.

https://buildingchanges.org/images/documents/library/2018_DiversionOverview_FINAL.pdf

Targeted Prevention Resources

1. *Homelessness Prevention: Creating Programs That Work and Homelessness Prevention: Creating Programs That Work – A Companion Guide*, National Alliance to End Homelessness

This guide, developed by the NAEH and Abt Associates, provides an overview of how communities can align with the goals and best practices of HUD’s Homeless Prevention and Rapid Rehousing Program (HPRP), as well as methods to provide effective, responsive prevention and diversion assistance to households who may become homeless. The Companion Guide provides a brief overview of the nature of

homelessness and its impacts on a community from a social and financial standpoint, as well as ways to identify a community's local needs, to effectively address the issue of homelessness. Both documents provide communities direction as they seek to develop, expand, or retool their prevention programming.

<http://www.endhomelessness.org/library/entry/homelessness-prevention-creating-programs-that-work>

2. *Preventing Homelessness in Alameda County, CA and New York City, NY: Investigating Effectiveness and Efficiency*, Faculty of the Graduate School of Vanderbilt University

This study compares the effectiveness and efficiency of prevention programs in Alameda County (amongst applicants for HPRP) and New York City (amongst applicants for HomeBase prevention services). The study touches on causes of and risk factors for homelessness, as well as societal and “structural forces” that lead to high rates of homelessness within any given community.

<http://etd.library.vanderbilt.edu/available/etd-07132014-092426/unrestricted/AGreer.pdf>

3. *Homelessness Prevention: Key Principles and Best Practices*, Homebase

Homebase, a nonprofit public interest law firm focusing on issues related to homelessness, studied homelessness prevention services with an interest in the impacts of the federal Homeless Prevention and Rapid Rehousing Program (HPRP), which ended in September 2012. This document looks at best practices and key principles associated with effective, efficient prevention programs.

http://www.homebaseccc.org/hb/application/files/1714/3526/0113/Homelessness_Prevention_-_Key_Principles_and_Best_Practices.pdf

4. *Homelessness Prevention Study Prevention Programs Funded by the Homelessness Prevention and Rapid Re-Housing Program*, HUD and Office of Policy Development and Research, the Urban Institute, Cloudburst Consulting Group, and Abt Associates

This study looks at the federal Homeless Prevention and Rapid Rehousing Program (HPRP), which provided communities with significant resources for homelessness prevention in the wake of the Great Recession. HPRP was an unprecedented program, therefore at the time, no evidence-based models or strategies existed to guide community-level program design. To address this gap, HUD developed some basic guidelines and criteria for program that received HPRP funding and grantees were given some flexibility to design their programs based on what was needed in their community within these guidelines. This report is based on a survey of HPRP grantees from across the country and provides an aggregate look at the program, its challenges and successes, as well as examples of community-level implementation. A primary theme of the report is that identifying households who are most in-need and at imminent risk of becoming homeless, then targeting these households for prevention services can be difficult. The report also discusses how to evaluate the effectiveness of prevention programs.

<https://www.huduser.gov/portal/publications/affhsg/HPRP-homeless-prevention-report.html>

5. *Prevention Targeting 101*, National Alliance to End Homelessness

This brief developed by the NAEH details strategies for targeting prevention assistance to households who are truly at-risk of becoming homeless via information collected in HMIS. The report suggests studying risk factors associated with people losing their housing and falling into homelessness including: household income, presence of disabilities, criminal records, past evictions, pregnancy, whether the household receives benefits, previous history of homelessness, current living situation and previous living situations, employment status, and household size. Communities can use this brief as a guide to initiate or improve efforts to target and more effectively assist the households who are likely to become homeless and provide them with the appropriate level and type of assistance.

<http://www.endhomelessness.org/library/entry/prevention-targeting-101>

Appendix 13: Focus Strategies & Barbara Poppe and Associates Consolidated Recommendations from 2016 System Analyses and Recommendations Reports

The following document provides a comprehensive list of the recommendations made by Focus Strategies and Barbara Poppe & Associates in their 2016 reports: *Seattle/King County: Homeless System Performance Assessment and Recommendations with Particular Emphasis on Single Adults* by Focus Strategies and *Recommendations for the City of Seattle’s Homeless Investments Policy: The Path Forward – Act Now, Act Strategically, and Act Decisively* by Barbara Poppe and Associates. This summary uses the recommendations categories from the Focus Strategies report and integrates the recommendations from the two reports together. Some are noted as either specific to the Focus Strategies report (FS) or the Barbara Poppe and Associates report (BPA). Recommendations without these notations are shared across both reports.

A. General Recommendations	
1. Act with Urgency and Boldness	
<ul style="list-style-type: none"> • High level commitment to a different way of doing business • Systematically identify and prioritize unsheltered households experiencing homelessness • Create a system aligned around a shared set of strategies to respond to homelessness, rather than simply having an uncoordinated array of programs 	
2. Create HCR Distinct from Anti-Poverty Efforts	
<ul style="list-style-type: none"> • Reorient efforts towards Homeless Crisis Response (HCR) • Identify unsheltered households and help them secure safe and stable housing • Inexpensive/swift interventions (diversion, rapid rehousing) will end homeless crisis for most households 	

B. Leadership, Funding, and Governance Recommendations	
1. Establish a Funder-Driven and Person-Centered System	
<ul style="list-style-type: none"> • Funders should set system level objectives • Base policies, programmatic initiatives, and investment strategies on what will yield the greatest result for unsheltered people • Engage all major funders to coordinate and collaborate on execution of FS/BPA recommendations • Require providers to use a Housing First approach • Optimize agency flexibility re: flexible financial assistance (BPA) 	
2. Create Action-Oriented Governance Structure	
<ul style="list-style-type: none"> • Restructure the All Home Executive Committee: empower to make and implement decisions (FS) • Redefine the purpose of the Funder Alignment Group: responsible for carrying out the Executive Committee’s decisions regarding investment strategies (FS) • Data, evaluation, and system infrastructure: directed by the Executive Committee (FS) • Pull other governance structures into the All Home structure; clarify roles and responsibilities (FS) • All Home continues to convene the Coordinating Board and topic area work groups; clarify their role is input and advice rather than decision-making (FS) • Develop and implement updated policies, procedures, and protocols to implement recommendations (BPA) 	

<ul style="list-style-type: none"> • Increase HSD staff capacity, expertise, skills to bring about effective change (BPA) • Design and implement community, engagement, and communications plans to ensure information across stakeholders (BPA)
3. Data-Informed Funding Processes
<ul style="list-style-type: none"> • Funders should agree on a shared set of objectives and performance targets; chart progress • Translate investment recommendations from FS modeling and Path Forward recommendations into City-specific investments and design competitive funding processes (BPA) • Use performance-based contracting that integrate 2017 performance targets; shift to competitive and performance-based contracting • Regularly bid contracts on a competitive basis (BPA) • Reallocate funds from low-performing to high-performing programs and evidence-based models • Engage with AH, KC, UW, and other major funders to coordinate and collaborate on execution of FS recommendations (BPA)
4. Data Analysis Capacity
<ul style="list-style-type: none"> • Continue building data and evaluation capacity in the homeless system • Staff new HMIS system with individuals with strong public speaking and communication skills, as well as data management and analysis expertise; Lead HMIS staff person should be at a deputy level to the All Home Director (FS) • House HMIS team within All Home structure; support the work of the Executive Committee and Funder Alignment Committee (FS) • Data and evaluation committee helps All Home staff to set data analysis agenda based on Executive Committee’s system objectives (FS) • Invest in evaluation each time a pilot program is invested in (BPA) • Invest in HMIS as a primary data source; invest in new HMIS; engage with KC to implement • Require HMIS participation – quality and timeliness (BPA)

C. System Performance Improvement Recommendations
1. Use Outreach and CE to Target and Prioritize Unsheltered People
<ul style="list-style-type: none"> • Develop strong outreach and engagement components focused on: (a) identifying unsheltered households and; (b) assertively connecting them to shelter and housing • Create pathways from homelessness to stable housing aka “throughput” • Create specialized health and mental health outreach teams with greater coordination and a housing-focused approach - Outreach Action Team and LTSS Housing Placement Team to support rapidly engaging single adults and couples who are unsheltered or unsheltered long-term system users (BPA) • Integrate single adult and youth shelters into Coordinated Entry for All • Prioritize based on length of time homeless, rather than a vulnerability assessment and highest housing barriers (scores from vulnerability assessment should not be the primary basis for prioritization) • Adopt a policy that all unsheltered families will be sheltered • Families with pregnant women or infants under one should be offered immediate access to shelter (same day), then priority should go to families with children ages four and under with safety or health risks (BPA)

<ul style="list-style-type: none"> • If continuing “banded approach” to prioritization, ensure bands have permeability, providing opportunities for people with high needs to access lower intensity interventions if appropriate • Remove non-funder required eligibility criteria from all programs to ensure higher need households have maximum access to available interventions • Performance-based contracting should include that 100% of referrals from CEA must be accepted if they meet eligibility criteria • To optimize CEA function: a) attempt shelter diversion with all households seeking shelter, b) bring RRH to scale, give people living in shelter prioritized access, and c) implement “moving on” strategies to free up permanent housing capacity (FS) • Invest and rely on CEA – all providers must participate (BPA) • Continue to immediately link households who are currently experiencing DV to programs prepared to meet their safety needs, as well as effective at dealing with the trauma and the consequences of DV (BPA) • Use scan cards (BPA)
<p>2. Expand Shelter Diversion/More Effective Use of Prevention Resources</p>
<ul style="list-style-type: none"> • Require shelter diversion attempts for all households seeking shelter; view shelter as a last resort • Offer every family and individual experiencing homelessness diversion assistance • Prevention dollars should target households seeking shelter and are assessed as at imminent risk of becoming unsheltered • Create pathways for single adults and couples from homelessness to stable housing • Establish a Housing Resource Center to increase access to housing; HRC should operate independently of CEA to increase capacity of homeless assistance organizations to implement housing first placement practices and effectively engage landlords and AH owners (BPA) • Emergency shelters should admit only unsheltered persons or those at imminent risk of being unsheltered • Train staff in diversion, to be strong problem solvers, who understand their goal is to figure out safe, feasible housing alternatives for shelter-seekers
<p>3. Improve Effectiveness of Shelter in Exiting People to Permanent Housing</p>
<ul style="list-style-type: none"> • Fully utilize ES capacity and monitor daily occupancy • Bring RRH to scale and connect it to shelter; increase PH exit rate from shelter, shorten length of stay (require ES to meet performance targets) • Focus on Long-Term Shelter Stayers (LTSS) initiative to free up shelter capacity by: (a) offering individualized housing problem solving and a wide range of housing options; (b) focus on top shelter users, regardless of vulnerability/disability
<p>4. Invest in More Effective Interventions: Expand Rapid Rehousing and Eliminate Low Performing Transitional Housing, Permanent Supportive Housing, and Other Permanent Housing</p>
<p>4a. Bring Rapid Rehousing (RRH) to Scale</p> <ul style="list-style-type: none"> • Embrace and implement RRH best practices aggressively: (a) landlord partnerships, (b) innovative and adaptable program designs (i.e. Landlord Liaison/Housing Locator Project), (c) focus on the minimum assistance needed to resolve homelessness • Support new funding opportunities for RRH, RRH w/ CTI, and PSH by participating in joint NOFAs with All Home and other funders (BPA) • Explore shared housing, rooming houses, and other housing options outside King County (BPA) • Shift \$11 million in funding from low- and medium performing transitional housing to create new RRH paired with CTI for long-term shelter stayers. (FS)

- Align all RRH programs with published NAEH standards to: (a) ensure programs do not screen out high need/high barrier households, (b) provide robust landlord recruitment and housing navigation assistance; (c) offer rental assistance using a progressive engagement model
- Support client choice: (a) do not limit housing options based on expectations about the percent of income households should pay for rent, types of neighborhoods they should live in, or whether they wish to remain in Seattle/King County, (b) allow households the option to share units; (c) allow clients the option to move to areas where housing is cheaper (FS)

4b. Reallocate Low Performing Transitional Housing and Permanent Housing

- Reallocate single adult transitional housing programs that are low/moderately performing (FS)
- Reserve permanent supportive housing for chronically homeless households that cannot be housed in lower intensity interventions (FS)
- Only offer PSH and “preferred AH” to families if RRH has been unsuccessfully attempted or the families meet the chronic homeless criteria and have high service needs (FS)
- Evaluate each OPH project; only continue investing homeless system funds in those that serve unsheltered homeless people at a reasonable cost; fund the remainder with other system dollars and do not consider them as part of homeless crisis response OR reclassify permanent housing as PSH if serving households with greatest barriers to housing

5. More Strategic Use of Permanent Affordable Housing to Provide Pathways out of Homelessness

- Maximize use of existing housing inventory
- Examine affordable housing landscape and identify strategies to aggressively target available affordable housing (including Housing Authority vouchers, public housing, and non-profit owned affordable developments) to homeless people identified through CEA
- Reduce provider barriers to serving homeless/chronically homeless people who meet eligibility criteria
- Implement large-scale “moving on” initiative to help stable PSH tenants who no longer need intensive support transition to mainstream permanent housing
- Support creation of a more systematic approach to accessing AH resources for households that receive RRH, scattered site TH, and PSH (BPA)
- Ensure owners receiving capital development funding from the Office of Housing make units available to homeless families and individuals (BPA)

6. Subpopulation Recommendations

- Create a Family Impact Team (BPA)
- Systematic response to youth and Veterans homelessness using: (a) shelter diversion to keep these households from entering the system, (b) prioritizing based on length of history of homelessness and highest housing barriers
- Conduct performance analysis for youth and veteran-specific programs
- Youth in crisis should have access to (BPA):
 1. Quick access to trauma-informed screen and housing assessment
 2. Immediate access to ES if diversion/family reunification is not possible
 3. Linkage to age and developmentally appropriate services and supports
 4. Access to PH and wraparound supports to youth/young adults with highest needs
- Adopt progressive engagement systemwide for youth/young adults (BPA)
- Implement a BNL process with youth/young adults with long histories of homelessness or who are highly vulnerable (BPA)
- Create updated partnership with schools to identify and support children, youth, and young adults who experience homelessness (BPA)
- Engage and advocate with Children’s Administration to provide additional supports (BPA)

- Continue to fund youth, young adult education, and employment programs (BPA)
- Create partnership to access enhanced healthcare services, to support youth/young adults and single adults experiencing homelessness (BPA)
- Engage juvenile justice, child welfare, and criminal justice to stop exits to homelessness (BPA)
- Run a 100-day challenge to house young adults (BPA)
- Additional performance analysis for youth/young adult shelters and other specialized interventions; develop Youth and Young Adult Performance targets (BPA)
- Shift some investments from overnight shelters to support navigation centers or comprehensive ES for single adults experiencing homelessness (BPA)

D. Investments Over Five Years

1. Investment Recommendations Based on Modeling:

- Investing \$1 million each year over five years for system planning to address (FS):
 1. High level analytic capacity
 2. System planning and evaluation
 3. Technical assistance to make recommended changes
 4. Provider training
- Activities proposed for the first year will require an additional one-time investment of \$9.4 million, after which system costs will decrease year-over-year (FS)
- Disinvesting in shelter and reinvestment in RRH and affordable housing can begin after 1 year for families and after 3-4 years for singles (FS)