

# Homeless State of Emergency Implementation Plan

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City of Seattle • Human Services Department

February 1, 2016



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On November 2, 2015, the City of Seattle and King County declared a State of Emergency (SOE) to draw attention to the large increase in the number of people sleeping outside in our region, often in unsafe conditions. In 2015, 91 homeless people in King County died, 74% of these were in Seattle. As part of the SOE, and to help provide some immediate relief, Mayor Murray added \$5 million in new, one-time, local funding to the City’s existing \$40 million annual homeless budget. The City Council appropriated another \$2.3 million to pay for additional shelter beds and fill funding gaps at several agencies.

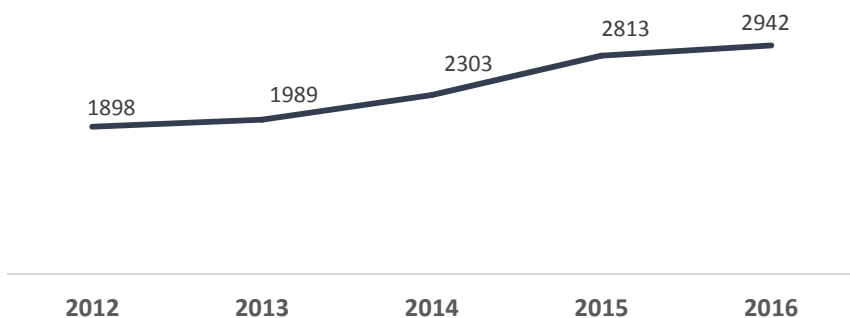
With these increases, local funding to address homelessness is at an all-time high. Yet, the infusion of additional one-time funds will be insufficient to turn the tide and meet all the need that exists. Short-term measures, while providing immediate relief for some, will not lead to sustainable, longer term outcomes unless the City, in partnership with King County, changes the way in which it currently invests in homeless services. Accordingly, this report outlines the SOE spending plan and associated implementation activities while also noting the efforts of the Human Service Department (HSD) to increase the effectiveness of the City’s on-going \$40 million-plus annual investment in homeless services so that longer term outcomes can be achieved.

And finally, even as HSD moves to implement a more effective investment strategy, the City alone cannot solve this problem. Thus, the SOE is intended to draw greater attention to this growing crisis, engage state and federal partners, and increase public awareness and involvement in the effort to end homelessness.

### I. The Crisis

Seattle is fortunate to be in the midst of a building boom and a dramatic economic expansion, resulting in 4% unemployment. Yet on our streets and sidewalks and underneath the freeways, we see people who are not benefiting from Seattle’s economic recovery. In 2014 and 2015, Seattle experienced a sharp rise in the number of people living outside. To great relief, the 2016 One Night Count (ONC) indicates the increase this year is not as severe, but the number of people living in places not fit for human habitation still increased by 5% (on top of a 16% increase in 2014 and 22% increase in 2015). Moreover, the unsheltered population in King County as a whole increased by 19% in 2016, especially in South King County.

Seattle ONC Results, 2012- 2016



This is not a problem unique to our region. In cities up and down the West Coast, from Seattle to San Diego, a growing number of people sleep on the street. For instance, in Los Angeles, more than 17,000 sleep outside each night, an increase of 20% over the last two years. The underlying causes of this national emergency are many and complex, but they include:

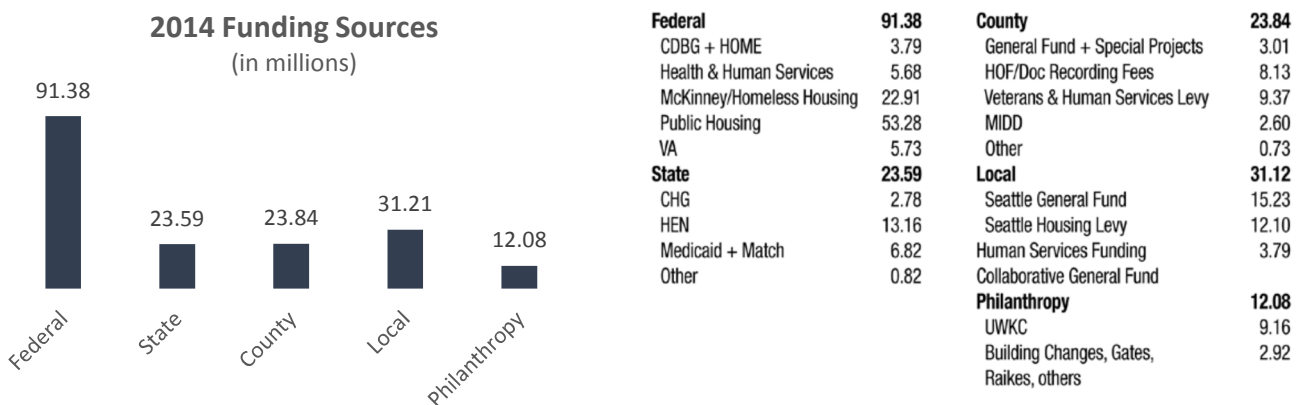
- Lingering impacts of the Great Recession, including lost jobs that have never come back.
- Lack of drug addiction and mental health supports.
- A foster care system that cuts off support to youth when they turn 18.
- Limited affordable housing options and rent increases that outpace wage growth.

## II. Current Homeless Investments

In 2015, HSD allocated over \$40 million in homeless prevention, intervention, and permanent housing programs. These programs serve single adults, youth, young adults, families, survivors of domestic violence, older adults, and veterans who are currently at-risk of or experiencing homelessness. Funding for these programs comprises a combination of local and federal sources, each of which carry restrictions or guidelines regarding who is eligible for service and what types of activities these funds can pay for.

The Office of Housing manages the voter approved Seattle Housing Levy that provides affordable housing for Seattle’s low income residents. This seven-year levy generates \$145 million in funds to support affordable housing development, rental assistance to prevent homelessness, and support for first time home buyers. To date, under this levy, 1,971 new apartments have been built, and will be kept affordable for 50 years; 1,882 households have received rental assistance to prevent homelessness; and 148 first-time homebuyers now have their own house.

From a regional perspective, Seattle is part of King County’s Continuum of Care. Much work is done in concert with our partners. The following chart and associated information shows the total amount of 2014 revenues available in King County for homelessness by funding source<sup>1</sup>.



<sup>1</sup> 2015- 2019 All Home Strategic Plan, p.13

### III. 2015 HSD Investment Analysis

In March 2015, at the request of Mayor Murray, HSD evaluated the City's investments in homeless services and documented its findings in the [2015 Homeless Investment Analysis \(HIA\) report](#). HSD found that its funding is too often allocated by agency or program rather than taking into account the broader continuum of services and ensuring they align with needs. A more strategic and systems level approach is needed to make homelessness rare, brief, and one-time. HSD also found approximately 70% of its funds are invested in "intervention services", such as emergency shelter, transitional housing, day and hygiene centers, and street outreach, while only 11% goes towards programs that emphasize diversion and housing-focused solutions and 19% towards permanent housing.

Best practices indicate a greater proportion of funding should be invested in housing-focused solutions that ensure homelessness is rare, brief, and one-time. All Home's 2015-2019 Strategic Plan points out that a greater focus on diversion, rapid re-housing, and permanent supportive housing will house more people— often with equal or better housing retention outcomes than the current approach.

HSD's *Homeless Investment Analysis* identifies a three-pronged approach:

1. Develop a Homeless Investment Policy (HIP) Framework in 2016 to guide the City's future investments in homeless services. This work is being implemented with the assistance of Barb Poppe, a nationally recognized expert in this area. The HIP Framework is intended to:
  - Outline an investment strategy based on a systemic analysis of system and program performance for each sub-population of people experiencing homelessness. This strategy will include system and program benchmarks, as well as incorporate best practices, and lessons learned from recent pilot projects.
  - Align the City's investments with All Home's Strategic Plan, the provisions of the federal HEARTH Act, and evidence-based best practices.
  - Improve contract and service efficiencies to maximize HSD staff capacity and decrease the administrative burden placed on providers with multiple service contracts.
  - Invest in the data and evaluation capacity required for systemic transformation.

HSD is also working with All Home to make use of the new National Alliance to End Homelessness (NAEH) [System Wide Analytics and Projection \(SWAP\) suite of tools](#). These tools will inform funding realignment strategies by helping to identify resource gaps by program type and population and predict the impact associated with particular investment shifts. The HIP Framework and use of SWAP tools are intended to drive more strategic and impactful investments in homeless services, but additional planning and implementation work will be required to make this shift a reality, along with on-going Mayor and City Council support.

2. Scale recent pilots with continual shift towards housing focused solutions and coordinated assessment and access.

- Over the last several years, the City has begun to make more investments in strategies considered to be “promising practices”. This includes rapid rehousing, moving people living in shelters for overly long periods of time into permanent housing, and quickly “diverting” people from the shelter system. HSD will analyze the measurable impacts of pilot programs to inform future funding additions.
3. Pilot a progressive engagement model with selected service providers to shift investments and services, i.e. “Portfolio Pilot”.
- HSD has convened a cohort of five agencies to implement the Portfolio Pilot. Through this pilot, we will aim to provide greater program flexibility for agencies and people accessing services while reducing redundant contracts with the goal of better housing outcomes for our clients. The five cohort agencies currently account for fifty homeless services contracts and approximately 35% of HSD’s total homelessness investments. New Portfolio Pilot contracts are set to begin July 1, 2016.

These strategies represent a shift in the how the City will make investment decisions, allocate funding, and evaluate success. Ultimately, these changes should improve housing outcomes for the homeless. We hope the urgency of the crisis will help drive change in how we invest. That said, change will still not come fast enough to benefit those currently living unsheltered. The SOE was declared, in part, to acknowledge an interim response to deal with the immediate crisis was needed while HSD moves to adopt changes in how it invests in homeless services.

#### **IV. State of Emergency Declaration**

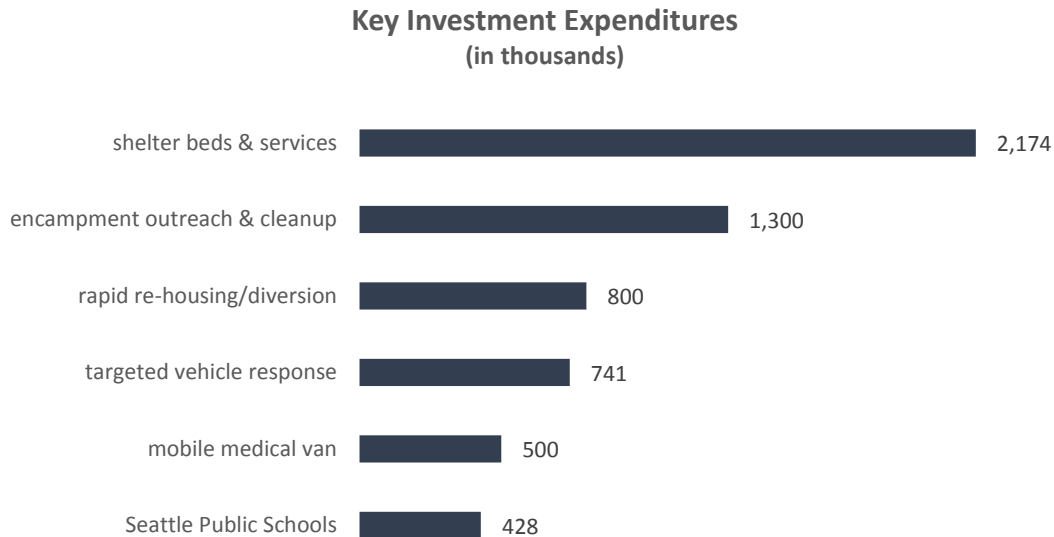
In November 2015, Mayor Murray and County Executive Constantine each declared a State of Emergency in their respective jurisdictions to draw greater attention to the growing crisis in Seattle and King County, engage state and federal partners, and increase public awareness and involvement in the effort to end homelessness. In addition, the Mayor and City Council added \$7.265 million in one-time funds to address the crisis, directing HSD to fund specific programs and strategies to expand services for people experiencing homelessness. These included programs and strategies in three areas: 1) housing-focused solutions; 2) encampment outreach; and 3) targeted shelter to address basic needs.

Despite this relatively large cash infusion, many of the investments made with these funds can only provide short-term, partial, and temporary relief to people living unsheltered (for example, the addition of seasonal shelter beds that are only available until April). In order to realize meaningful reductions in homelessness, the City must, as described above, begin to make more strategic and impactful investments that place greater emphasis on housing-focused solutions and make greater use of evidenced-based strategies and performance outcomes to guide investments.

Moreover, Seattle alone cannot shoulder this burden. More is needed from our state and federal partners. The City’s anticipated requests to our state and federal partners is outlined in Appendix B.

## V. State of Emergency: Key Investments

In response to the State of Emergency, the Mayor and City Council have appropriated approximately \$7.3 million in additional one-time funding in 2016. Nearly 80% of these funds (~\$5.9 million) is allocated in six key investment areas. The funding for these six key investments expenditures is outlined in the chart below<sup>2</sup>:



\*\$200,000 of the rapid re-housing/diversion funds will be split evenly between encampment and Seattle Public School clients. These funds are included in the rapid re-housing/diversion category in the above chart.

The balance of SOE funds not included in the above chart includes sanctioned encampment operating costs, portfolio model enhancements, targeted health and safety precautions, temporary City staffing costs for project management and data capacity work, and several City Council directed spending items. Details for all expenditures can be found in Appendix A.

Information on the six key SOE investments is outlined in more detail below. It is important to note that the information provided on the key SOE investments include metrics that HSD plans to track and report on quarterly to the City Council. However, much of the proposed data to be collected has not been consistently tracked and collected in the past. Consequently, HSD will need to do some additional work with providers and other City departments to confirm this data can be collected in a reliable and timely manner.

In addition, as there is no one database system in place to collect this data across providers, contracts, and other City departments, there will likely be challenges given the lack of common infrastructure. Longer term, HSD needs to evaluate the infrastructure required to support a process to identify, track, and analyze meaningful outcomes and performance measures. A stronger feedback loop is needed to inform investment and policy decisions. The implementation of a new

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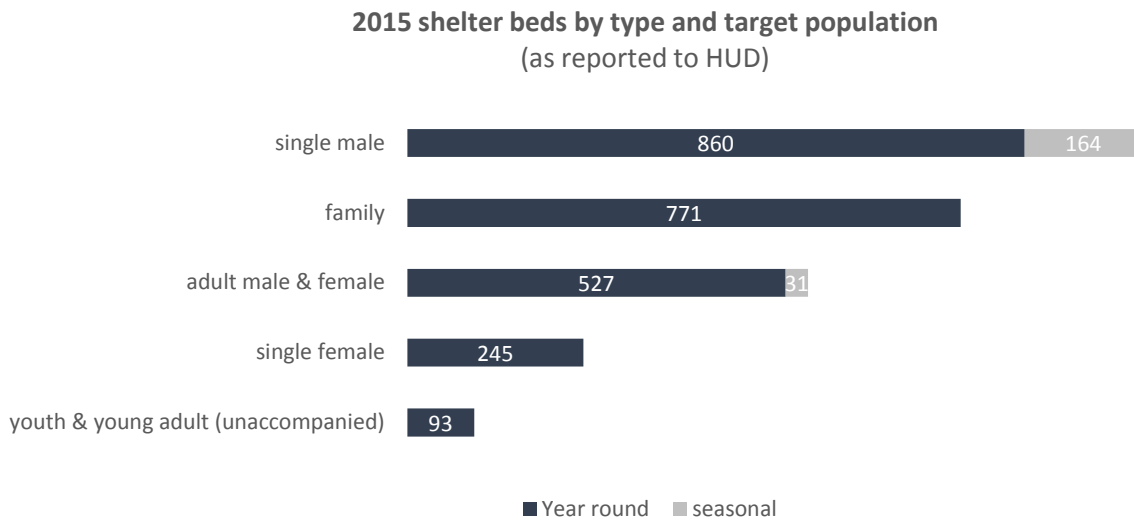
<sup>2</sup> Approximately \$312,000 in on-going General Fund dollars that was already allocated for the Road2Housing program is included under the targeted vehicle response costs in the chart. Thus, total new, one-time appropriations of \$7.3m, plus the existing \$312,000 in Road2Housing dollars, brings total SOE expenditures to ~\$7.6m.

Homeless Management Information System (HMIS) in spring 2016, which is expected to be more user and report friendly, may also increase our ability to employ more data-driven decision making.

## A. Shelter Beds & Services

### Background

In 2015, there were 2,691 year-round and seasonal shelter beds available in Seattle<sup>3</sup>. The City funded approximately 1,600, or nearly 60%, of these beds<sup>4</sup>. 93% of beds were year-round, while the balance were seasonal. The largest number of beds, both year-round and seasonal, were for single males.



The range of services offered at shelters varies widely. Some programs offer comprehensive services while others provide not much more beyond a mat on the floor. Programs that offer more comprehensive services are designed to achieve longer-term housing outcomes while those with limited services, such as emergency shelter, simply aim to provide people with a safe and secure place to sleep for the night.

While the addition of new shelter capacity can temporarily assist a portion of people living outside, not all people staying in shelters are successfully connected to stable housing. Thus, HSD believes the City needs to make significant changes in the way it invests in homeless services to see improved outcomes. This includes a greater emphasis on diversion and more targeted and strategic investments in programs that produce better long-term outcomes for the homeless.

### State of Emergency Response

SOE funds will be used to pay for an additional 242 shelter beds in 2016. Approximately 51% are seasonal beds that will be open through April while the remainder will be available throughout

<sup>3</sup> Based on a point-in-time count conducted by King County in 2015.

<sup>4</sup> Approximately 222 motel vouchers were also available in 2015 and are not reflected in this chart. The City funded approximately 206 of these vouchers.



2016. Although the total number of shelter beds being added with SOE funds is relatively small compared to existing capacity, HSD estimates approximately 1,400 people could take advantage of these additional beds over the course of the year<sup>5</sup>.

The chart below shows the number of shelter beds available in Seattle in 2015 and the number and type of shelter beds funded in 2016 with the City’s SOE funds. The 99 single male SOE-funded beds are located in King County-owned buildings. These will provide temporary shelter through April. Approximately half of the single male beds will allow people to sleep inside with their pets<sup>6</sup>. Approximately 51 shelter beds will be reserved for the encampment outreach work (13 of them SOE-funded) while 14 SOE-funded beds will be reserved for Seattle Public School children and their families.

Target Population	2015 point-in-time bed count*			SOE		
	Year round	seasonal	total	Year round	seasonal	total
family	771		771	50		50
single female	245		245	48		48
single male	860	164	1047		99	99
adult male & female	527	31	558		15	15
youth & young adult (unaccompanied)	93		93	20	10	30
<b>Total</b>	<b>2496</b>	<b>195</b>	<b>2691</b>	<b>118</b>	<b>124</b>	<b>242</b>

\*The 2015 point-in-time bed count did not include 25 young adult beds, but they are included in this table.

The numbers in the chart above do not include the recent addition of two sanctioned encampment sites, which can accommodate 110 people, or the 70 adult male beds added in November 2015 as part of the Downtown Emergency Service Center’s (DESC) new Queen Anne shelter. When these additions are included with the 242 SOE-funded shelter beds, overall 2016 shelter bed capacity has increased by 16% over 2015 capacity<sup>7</sup>.

In addition to shelter beds, shelter-related SOE funds are also being allocated for the following:

- Increase in shelter bed operations for young adults, from five to seven days<sup>8</sup>
- Increase in day center hours of operation, from five to seven days
- Increase day center operating hours from 11am- 6.30 p.m. to 7am- 6.30 p.m.
- 30 motel vouchers (15 are designated for people living in encampments and 15 for Seattle Public School students)
- 2.0 FTE case managers, 2.0 FTE housing locators<sup>9</sup>

<sup>5</sup> Based on various turn-over rate assumptions in bed usage.

<sup>6</sup> The City is also working with Mary’s Place on some potential family beds that will include care for pets.

<sup>7</sup>  $422 (110+70+242)/2691 = \sim 16\%$

<sup>8</sup> There are twenty beds total at the site.

<sup>9</sup> Housing locators have a real estate background and are focused on identifying properties and landlords willing to lease to homeless households.

## **Budget**

The City has allocated approximately \$2.2 million for the additional shelter beds and associated services described above. A more detailed break-out of these expenditures is included in the attached Spending Plan under the Meeting Basic Needs category (see Appendix A).

## **Data and reporting**

HSD will be requesting that shelter bed providers track the following information associated with SOE-funded shelter beds and activities:

- # women, men, families, youth and young adults who use SOE-funded shelter beds
- # households connected to case management services
- # households placed in stable housing
- # households placed in stable housing through housing locator services
- Demographic information of those served: race, age, gender

## **B. Encampment Outreach & Cleanup**

### **Background**

According to the 2016 One Night Count, approximately 2,942 people live unsheltered in Seattle. Approximately two-thirds sleep outside unsheltered while the remaining one-third live in cars or RVs. As of January 20, 2016, the City had recorded 44 locations in the City that have three or more tents on public property and 167 sites with two or fewer tents on public property<sup>10</sup>.

Sites where unauthorized camping is occurring have a significant number of public health issues, including the presence of trash, human waste, and used injection needles. Many are situated in unsafe locations near freeways and underpasses. People living unsheltered are also frequent victims of violent crime and personal safety is an on-going concern. Until recently, the City's approach to cleaning these areas has not been well coordinated, resulting in the following problems:

- Outreach workers were not consistently available to conduct outreach in advance of scheduled site cleanups and they were not deployed on the day of cleanups.
- Outreach did not include a specified menu of services to be offered.
- Scheduled clean-ups were frequently cancelled or did not occur at the scheduled time, requiring sites to be re-posted.
- The City did not have a central location to store individual property found on-site at the time of clean-up.

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<sup>10</sup> This information is primarily generated by public complaints made to the City's customer service bureau.

## State of Emergency Response

While some details of the new approach have yet to be finalized, and others may change as more information is acquired, the most recent approach to encampment cleanups and outreach includes the following strategies:

- Better coordinated and reliably scheduled clean-ups, with the City’s Finance and Administrative Services Department (FAS) taking the lead for scheduling clean-ups and coordinating with City departments and the Washington State Department of Transportation as necessary.
- More centrally located storage for individual belongings.
- More intentional outreach with a newly designed service package that includes:
  - 51 shelter beds set aside for people referred by the encampment outreach workers.
  - Direct referral of 25 households into Wellspring’s Diversion and Rapid Rehousing services.
  - 15 spots for the YWCA’s Late Night hotel/motel case management program.
  - \$60,000 in “flex funding” that can be used for any number of expenditures outreach workers deem appropriate, including survival items, motel vouchers, rent, travel, and documentation assistance.
  - Employment connections.
  - An explicit expectation that outreach workers and case management staff will make every effort to connect people with outpatient and in-patient chemical dependency and mental health beds and services when appropriate.

At this time, one adult-focused outreach team and clean-up crew are operational. The clean-up crew includes a Department of Corrections (DOC) team and a field coordinator<sup>11</sup>. SPD officers are also present during a clean-up event. Two additional outreach teams will be coming online in February. One of these will focus exclusively on youth and young adults and may operate somewhat differently from the adult-focused teams. The outreach teams will all include two outreach workers and a case manager. Outreach workers will visit sites multiple times, including in advance of a scheduled clean-up, during a clean-up, and following a clean-up if necessary. When clean-ups are not occurring, outreach workers are expected to visit locations slated for a future clean-up to build relationships with people at the site, identify needs, and connect people to services.

Outreach workers will be expected to collect data for each contact made with the goal of better understanding needs, population demographics, and whether efforts to connect people to services are successful. Outreach workers often need to engage individuals multiple times to build relationships and trust. An unknown number of people living in encampments are experiencing issues of varying complexity that may leave them disinclined or unable to access shelter, including chemical dependency and mental health issues, lack of identification, negative experiences with past shelter stays, and criminal records.

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<sup>11</sup> The field coordinator oversees the clean-up work and identifies, transports, and catalogues personal property found on site that needs to be stored.

## Budget

Approximately \$1.3 million is currently budgeted for encampment clean-ups and related outreach efforts in 2016. In addition, HSD is allocating \$95,000 for motel vouchers and \$100,000 for rapid rehousing/diversion assistance specifically for people living in encampments, bringing total encampment related expenditures to nearly \$1.5 million.

Expenditures include nine outreach staff (6.0 FTE outreach workers and 3.0 FTE case managers), clean-up crews, and \$60,000 in “flex funds” that outreach workers can tap to address immediate needs, e.g., help with identification, bus tickets home, housing, etc. Expenditure details for the \$1.3 million in encampment outreach and clean-up costs can be found in the attached Spending Plan under the “Supporting People in Encampments to Move Out” spending category. The \$95,000 in motel vouchers and \$100,000 for rapid re-housing/diversion can be found the attached Spending Plan under the Providing Housing Solutions spending category.

## Data Collection & Reporting

FAS will be overseeing the clean-up related work and managing the database used to track complaints and schedule clean-ups (referred to as the “SERIS” database). FAS will collect and report on the following:

- # cleaned sites vs. total # identified in SERIS database
- % posted sites cleaned on scheduled date
- # complaints vs. prior quarter
- # locations with 3 or more tents and 2 or fewer tents vs. prior quarter
- Total # of sites needing cleaned vs. prior quarter

For outreach-related activities, HSD has requested that the outreach workers collect and report on the following information per site visit: nature of the visit (in relationship to clean-up status), total number of individuals observed at the site, various demographics (race, age, gender, families, youth/young adults, single adults), number of contacts made, observed or stated barriers, number offered services who accept vs. reject. In addition, HSD has also requested data be collected to calculate the following measures:

- % contacts who “accept” a service (total number engaged/total number express interest)
- % contacts who receive a referral, specified by referral type, e.g., shelter, case management, mental health, employment, etc. (number referrals by type/number total contacts)
- % contacts who follow through on a referral, specified by referral type (number who receive a referral/number who follow through)

The third measure is aspirational at this point. It may be difficult to consistently collect information on this particular measure given HSD does not currently have established data collection systems and protocols in place for City-funded outreach activities.

The lack of consistent and reliable data limits our current understanding of the specific needs associated with the unsheltered population and the effectiveness of different street outreach approaches to support positive behavioral change. As a longer term project, HSD plans to develop

clear and consistent expectations for street outreach programs funded by the City. In the future, HSD also anticipates it will require City funded outreach agencies to use the forthcoming HMIS to track engagement activities, including referrals<sup>12</sup>. This will make it easier to determine whether referrals made through street outreach eventually lead to the provision of services, e.g. use of shelter, case management, etc. HSD also needs to examine its internal infrastructure capacity to support more consistent and reliable tracking of meaningful performance outcomes.

## **C. Rapid Re-housing and Diversion**

### **Background**

As part of the SOE response, HSD will be investing in rapid re-housing (RRH) and diversion services. RRH and diversion are considered promising practices that can successfully place people into stable housing. Each is described briefly below:

- Diversion provides one time, flexible assistance to individuals or families currently experiencing homelessness with the goal of diverting people from entering the homeless service system. Diversion services are critical as they allow us to tailor interventions to household need and divert people from entering the overburdened shelter system. During diversion, highly trained housing specialists engage with clients to brainstorm client-driven, creative solutions to their housing crisis, which might include placement into market-rate rentals or shared housing. The housing specialists provides mediation with family, friends or landlords to identify and secure housing, as well as one-time funding.
- RRH pairs financial assistance with case management and employment navigation to rapidly place individuals and families into housing while working to reduce additional barriers and promote housing stabilization through financial empowerment training, job training, etc. RRH can provide up to six months of rental assistance, with monthly subsidies reduced over time until the household is paying the full rental amount. RRH is an important piece of the larger response to address single adult homelessness, and it helps mitigate trauma through rapid placement into housing while freeing up shelter capacity.

HSD's 2016 Adopted Budget includes \$2.67 million in RRH diversion programs for single adults and families.

### **State of Emergency Response**

As part of the SOE response, HSD will be investing an additional \$800,000 in RRH and diversion assistance programs, which will be allocated as follows:

- \$300,000 will fill a gap in 2016 diversion programming over 2015 levels. The \$300,000 will be allocated among four agencies currently providing diversion assistance to families via Family Housing Connections (FHC).

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<sup>12</sup> A new HMIS to be implemented across King County, is slated to "go-live" this spring.

- \$300,000 will cover two programs that provide RRH for single adults, increasing the number of households that can be served through existing programs.
- \$200,000 will support a RRH/diversion hybrid program that will serve two populations: 1) Seattle Public School students and their families; and 2) people living in encampments<sup>13</sup>. Clients will receive one-time and short-term assistance based on household need with the goal of finding them stable housing.

**Budget**

The City has allocated \$800,000 for RRH and diversion activities to both maintain and increase available services. These expenditures can be found in the attached Spending Plan under the Providing Housing-Focused Solutions spending category.

**Data Collection & Reporting**

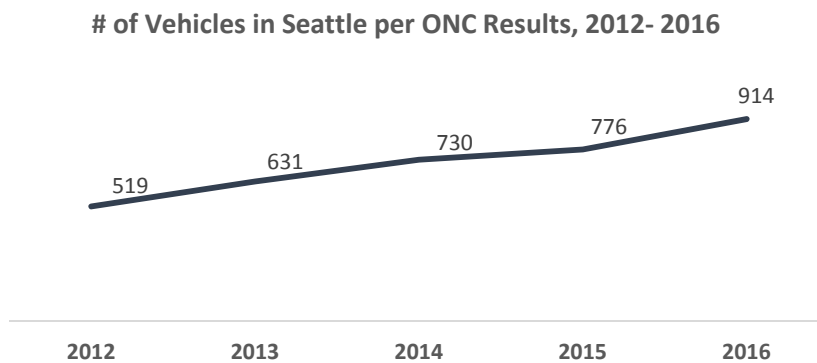
HSD will be requesting that providers track the following information:

- # enrolled in diversion and # successfully diverted (this will include both SOE funding and base agency funding)
- # enrolled in RRH and # entering permanent housing via RRH, six month retention (may also identify housing readiness, employment, and diversion milestones)
- RRH/diversion for Seattle Public School & encampment clients: # referrals, referral source, type of intervention received (one time or ongoing), housing outcomes for each referral source

**D. Targeted Vehicle Response**

**Background**

Approximately 1/3 of the unsheltered population is found to live in vehicles. The graph below shows the number of people living in cars or RVs from 2012- 2016.



<sup>13</sup> SPS families will meet the criteria of “homeless” under the federal McKinney definition, which includes both unsheltered households and those who are doubled up. Families who are “doubled up” are not currently eligible for coordinated entry services, so this investment starts to address this gap.

In 2012, the City established a program that provides 12 secure parking spaces for people living in their cars (to date, RVs have not been allowed to park in these particular spaces). This program, called Road to Housing (R2H), is a public-private partnership between the City and faith-based communities. Faith-based organizations provide safe places for people to park and access restrooms while the City pays for outreach and case management services with the goal of finding people stable housing. R2H program staff, who are managed by Compass Housing, currently include:

- 1.0 FTE Program Manager
- 2.0 FTE Case Management Worker
- 1.0 FTE Outreach/Triage Worker

In 2014, 24 clients participating in R2H services remained in stable housing for six consecutive months after receiving assistance and 36 in 2015. An additional 115 clients were enrolled in case management services in both 2014 and 2015.

### **State of Emergency Response**

In January, the Mayor issued an emergency order to expedite the siting of two additional parking lots (“safe lots”) in Ballard and Delridge. These safe lots can be used by individuals and families living in either cars or RVs. Each safe lot is located in a zoned industrial area and together, are expected to accommodate 32 RVs in Ballard and 12 in Delridge. Each lot will also have sanitation and garbage service and meet several other criteria identified by the City Council in Resolution 31649. All residents must abide by a code of conduct policy that will prohibit drugs and violence and require residents to be good neighbors. The two safe lots are expected to be operational some time in February 2016.

R2H staff will conduct needs assessments and program intakes, distribute rapid re-housing, diversion and flex funds, provide housing navigation services, and connect clients to other resources as appropriate. The Low Income Housing Institute (LIHI) will manage site operations, including round-the-clock security.

While the safe lots are being set up, the City will establish temporary permitted street parking zones on City right-of-way for those living in vehicles. The temporary zones will have sanitation services and be available while the safe lots are set up. The three temporary parking zones are located in:

- Ballard – NW 45<sup>th</sup> at 14<sup>th</sup>Ave. NW
- Interbay – W Armory Way at 15<sup>th</sup> W
- SODO – 3<sup>rd</sup> S, south of Edgar Martinez Dr. S

In addition, HSD is:

1. Working with Mary’s Place to identify 10 additional safe parking spaces for homeless families living in vehicles. These parking spaces will likely be located at a congregation in North Seattle.
2. Working with King County to identify up to 25 parking spaces outside of Seattle. King County and the City will jointly fund an additional case management position to serve this population.

3. Partnering with Seattle University, who will build relationships with, and provide technical assistance to, faith-based partners interested in providing additional safe parking spaces.

### **Budget**

The funding for these various programs is approximately \$740,000 and includes the following expenditures:

- \$312,000 in on-going City general fund support for the revamped R2H program.
- \$284,000 in SOE funds for LIHI to operate the two newly sited safe lots (includes rent, dumpsters, staffing, and site preparation).
- \$144,000 to provide trash removal and toilets at the interim parking zones.

These expenditures can be found in the attached Spending Plan under the Providing Housing-Focused Solutions (targeted health and safety, targeted vehicle response) and the Supporting People to Move Out of Encampments (supporting sanctioned encampments and safe parking lots) spending categories.

### **Data and reporting**

HSD will collect data on the following:

- # additional parking spots created
- # households living in cars contacted through outreach
- # screenings/assessments conducted
- # households who are provided direct assistance to overcome a barrier (ID, car repairs, employment, etc.)
- # households moved into stable housing

## **E. Mobile Medical Van**

### **Background**

It is difficult for homeless individuals to stay healthy. They often lack health insurance and access to medical care while experiencing myriad, untreated chronic health issues, such as diabetes and high blood pressure. Public Health- Seattle & King County has been operating a mobile medical van serving homeless populations in South King County since 2008. The South King County van is funded through a county-wide levy. If clients indicate an interest in additional services beyond basic medical care, staff can help connect them to other resources, including shelter, mental health services, case management, and addiction treatment.

Public Health- Seattle & King County received federal funding to purchase a new mobile medical van. This van is being built to accommodate two exam rooms and a small reception area. The plan for this van will be to focus on the Seattle service area in the same way that the South King County van serves those communities.



### State of Emergency Response

King County estimates the Seattle mobile medical van will be operational sometime between April and June 2016. In the meantime, Public Health will operate the South King County van two days a week at various locations in Seattle that provide homeless services, such as shelters, hygiene centers, meal programs, and day centers.

Once fully operational, the Seattle medical van will hold four or five clinics Monday- Friday each week. The Seattle mobile medical van will include the following staff:

- 1 FTE Physician
- 1 FTE Nurse
- 1 FTE Outreach Worker/Van Driver
- 1 FTE Program Manager

During clinic hours, which last for four to five hours, mobile medical van staff may provide the following services:

- Conduct needs assessments/health care intake
- Provide basic medical care
- Sign people up for health care insurance
- Connect people to a “brick and mortar” primary care doctor
- Provide chronic disease education
- Dispense medications
- Distribute hygiene kits

The Seattle medical van will not include dedicated staffing for a behavioral or mental health specialist, but Public Health is committed to identifying and leveraging existing resources to address this gap.

The mobile van will be located at various locations around the City with a schedule posted in advance online and at the locations they are scheduled to visit. In the first few months of operation, medical van staff will also be working to identify and build up client referral sources in Seattle (primary care doctors, shelters, and other homeless service providers who are willing to take mobile van referrals) so they can help connect clients to shelter, case management, on-going primary care, and addiction treatment.

There are several challenges associated with treating medical van clientele, including the significant physical and behavioral health issues associated with this population and difficulty getting people to follow up on health care or consistently take medication when they are living outside or in shelters. Medical mobile van staff deliver health care services to the homeless using a non-judgmental harm reduction approach. This enables staff to build trust and relationships with traditionally hard-to-reach clients. Multiple contacts may be needed for this to occur.

## Budget

State of Emergency funds will provide \$500,000 to cover the majority of costs associated with a second mobile medical van to operate in Seattle<sup>14</sup>. Expenditures for the Seattle mobile medical van can be found in the attached Spending Plan under the “Supporting People in Encampments to Move Out” spending category.

## Data Collection & Reporting

The Public Health Department has agreed to report the following information to the City:

- # new intakes
- # clients connected to primary care doctor
- # of clients signed up for health insurance
- # clients who receive medical care
- # medications dispensed
- # clients who receive shelter referrals
- # clients referred to shelter who go into shelter
- # clients receiving blood pressure screening and education
- # clients receiving HbA1c test for diabetes
- # clients started on high blood pressure medications
- # clients started on or re-started on a psychiatric medication
- # clients who meet with a clinic-based primary care provider
- # clients connected to stable housing
- # clients actively engaged in mental health treatment
- # clients who complete drug/alcohol treatment
- # clients with diabetes with HbA1c < 8.0
- # clients with blood pressure controlled

Note: some measures may not be applicable until the van has been operating for several months.

## F. Seattle Public Schools

### Background

Across Washington State, youth homelessness has grown by more than 50% over five years. Today 32,000 children and their families live without stable housing— couch surfing with friends or relatives, sleeping in cars or on the street. In Seattle, approximately 2,400 Seattle Public School (SPS) families self-identified as homeless in December 2015<sup>15</sup>. Finding better ways to serve this population is a top priority for Mayor Murray.

The McKinney-Vento Act is intended to support the education of children and youth experiencing homelessness. The majority of McKinney-Vento funds are spent on transportation for students to

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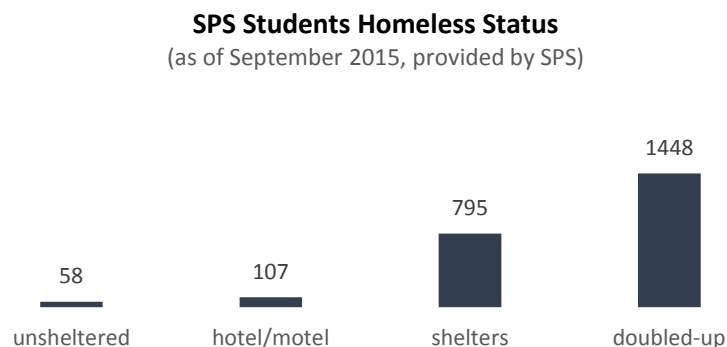
<sup>14</sup> Public Health also has a \$100,000 federal grant and anticipates \$100,000 in Medicaid revenues.

<sup>15</sup> Based on data provided by SPS. Represents the number of homeless students enrolled (active) in Seattle Public Schools as of December of 2015. This number fluctuates over the course of the year based on enrollment changes.

their school of origin from their current living situation, but this is primarily because resources are so limited. Families who are unstably housed (doubled up or couch surfing) are considered homeless under McKinney-Vento, which is a broader definition than other federal laws. These same families, however, are not eligible for any of the housing resources available through Family Housing Connections (FHC). Approximately 60% of the homeless families in SPS fall into this category of “doubled-up”.

City staff began discussions with District staff in November 2015 to obtain more information on homeless SPS students. Based on these conversations, we have learned:

- SPS identifies homeless students via their enrollment forms, which are in English-only. This may impact the accuracy of the count to some extent.
- SPS does not have a reliable way to obtain real-time data on students who become homeless or are unstably housed during the course of the school year.
- Each school has an identified McKinney-Vento point of contact, but there is limited staff training that clearly delineates roles and responsibilities and coordination protocols with the District office.
- Approximately 2,400 SPS students and families self-identified as homeless as of December 2015 (this includes students and families living unsheltered, in emergency shelter, doubled-up with friends or relatives, and in hotels/motels).
- Approximately 0.1% of SPS students and their families reported being unsheltered (58 out of 53,900), while a much larger share were in shelters or living with friends or relatives (see chart below).



### State of Emergency Response

Short term interventions will provide immediate relief to students who are currently homeless while longer term interventions will place greater emphasis on prevention and service connection.

Immediate Response (November 2015- March 2016): In December 2015, the Department of Early Learning and Education (DEEL) and HSD partnered with SPS district staff to address the immediate needs of unsheltered SPS students and their families over the holidays. This included shower facilities and hygiene kits at seven City community centers and 15 hotel/motel vouchers through the

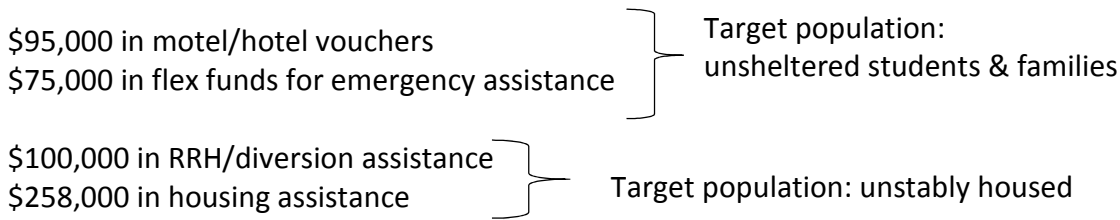
YWCA. To date, the YWCA has received nine referrals for hotel/motel vouchers, and one family has moved from there into shelter and two more families were set to exit to permanent housing by the end of January.

Medium to Long-term Response (January-December 2016): The City will work with SPS to interview known unsheltered students and families to identify needs and help connect them to appropriate housing services. The City will also work with SPS to identify sustainable systems change that will enable SPS to more systematically identify homeless students (including unstably housed) and quickly connect them to appropriate services. This work will also involve school-based health clinic staff funded by the Families and Education Levy.

As SPS’s core mission is education, the District’s primary role will be to help identify and connect homeless students and their families to available services with the goal of providing educational stability for school age children. However, while HSD and DEEL can work with district staff to strengthen efforts in this regard, demand for family shelter space and related housing options will likely continue to exceed supply, at least in the immediate future. Thus, there may continue to be constraints and challenges associated with getting homeless students and families housed, even if the District improves identification and coordination on its end.

**Budget**

The City has allocated approximately \$528,000 for interventions specifically focused on homeless SPS students and their families<sup>16</sup>. Currently, we anticipate SOE funds may be allocated as follows (rounded numbers shown), though this could change based on what we learn during our work with SPS and impacted students and their families:



These expenditures can be found the attached Spending Plan under the “Providing Housing Solutions” spending category. In addition to these expenditures, 20 beds at Mary’s Place are reserved specifically for SPS students and their families (costs associated with these shelter beds are included under the shelter bed total).

**Data Collection & Reporting**

HSD will track and report on the following information to the extent applicable (if interventions change, so will reported outcomes):

- # unsheltered students & families who use community center hygiene services<sup>17</sup>
- # unsheltered students & families who receive hotel/motel vouchers or are connected to shelter or a secure car camping spot

<sup>16</sup> In the chart on p7, \$100,000 of funds for SPS is included in the RRH/diversion category.

<sup>17</sup> The Department of Parks and Recreation is tracking usage for this metric.

- # unsheltered/unstably housed students & families who receive diversion assistance

The longer term goals associated with this effort are:

1. The implementation of a more systematic approach to identifying and connecting homeless students and families to appropriate services, including strengthening the District's McKinney-Vento liaison program through training and information sharing.
2. SPS staff and McKinney-Vento liaisons will be better informed about resources available to assist homeless students and families and how to connect students and families to these resources.

DEEL staff will, in partnership with HSD, be leading the work associated with the above goals. At this time, since the work has just gotten underway, it is not clear how DEEL will demonstrate success in achieving these goals, but some examples of potential solutions include the following:

- Consistent implementation of district-wide protocols to quickly identify unstably housed or unsheltered students throughout the school year.
- Creation of training protocols for designated McKinney-Vento SPS point-of-contact staff to receive training within 30 days (or other specified time-frame).
- Creation of a resource list/asset map for homeless students and families and a plan for keeping it current.
- Creation of student enrollment forms in a variety of languages with corresponding translation services (to identify homeless students and families).
- A coordinated response to prioritize homeless school children in afterschool programs, youth mental health, and youth development funding processes.

DEEL and HSD will report on the specific initiatives that are implemented as part of the SOE work associated with Seattle Public Schools. The Executive anticipates providing quarterly updates to the City Council on these efforts.

## **VI. Conclusion**

The City of Seattle and King County declared a State of Emergency on November 2, 2016 to draw attention to the large increase in the number of people sleeping outside, often in unsafe conditions. Yet, while the City has added \$7.3 million in additional funding to help provide some immediate relief, a longer-term more sustainable strategy will involve a great deal of work and political will to make more intentional investments in strategies and programs that make homelessness rare, brief, and one-time. In the meantime, we will work to ensure the SOE funds assist as many people as possible in the coming year and we will draw upon any lessons learned as part of our future planning.

Through HSD's Homeless Investment Analysis (HIA), it is clear the City's current investments are disjointed and heavily focused on basic intervention services rather than a cohesive and comprehensive continuum of strategies. HSD is following through on the HIA's recommendation to

develop a policy framework and investment plan that aligns with the regional All Home Strategic Plan, the provisions of the federal HEARTH Act, and evidence-based best practices. HSD's funding processes, and therefore program and budget allocations, will follow this policy framework. Again, this will involve a great deal of work and political will to make the needed policy and practice shifts successful. HSD is focused on ensuring that the SOE investments align to the change management occurring this year under the HIP framework.

Finally, it should be emphasized that the SOE is also about engaging with the broader community on this issue and connecting with other cities facing a similar crisis. More dialogue about how best to address homelessness in our communities is needed, and this dialogue has started in earnest following the SOE declaration. Continued community engagement, as well as collaborative efforts at the policymaking levels, e.g., West Coast Mayor's Summit, the US Conference of Mayors, will also be necessary to keep this issue at the forefront. The City is showing leadership on this issue but cannot be responsible for finding solutions in isolation. Support from regional and national partners will be needed to create sustainable solutions to make homelessness rare, brief, and one-time in our community.

**DRAFT SPENDING PLAN:**

<b>Providing Housing Solutions</b>				
<b>Flexible Funds</b>	<b>SOE \$</b>	<b>Council \$</b>	<b>Agency/Partner</b>	<b>Notes</b>
motel voucher assistance	\$190,000		YWCA	30 households, 85-90% moved to more stable housing
RRH/diversion	\$800,000		current family diversion providers, YWCA, Catholic Community Services	FHC Families: 200 diverted SPS Families: 30 housed Singles: 30 housed through RRH
immediate basic needs assistance for McKinney-Vento families	\$75,000		Seattle Public Schools	meet emergency needs of at least 100 McKinney-Vento students (assumes \$750/student)
youth case management	\$80,000		PSKS	case management support for youth in shelter to address barriers and increase stability
housing assistance for homeless Families	\$258,360		TBD	supporting SPS families to access resources and move to or remain in stable housing
targeted health & safety precautions	\$200,000		TBD	addressing public health; basic needs of people by placement of trash, toilets, sharps containers, etc.
portfolio model	\$350,000		DESC, YMCA, YWCA, Mary's Place, YouthCare	adding this resource to cohort agencies will allow for expansion of Diversion and RRH + increased CM services to link to mainstream resources and exit homelessness
targeted vehicle response/ Road2Housing	\$312,000		Compass	increase effectiveness of current R2H program, increase safe parking spaces regionally, in coordination with KC.
additional data capacity	\$244,000		HSD/TBD	SOE data lead in HSD (\$144k salary and benefits) & \$100k to support additional data capacity/analysis (unsheltered survey)
child care resources		\$300,000	Childcare Resources	backfill lost fed funds for childcare voucher program; will serve 600 homeless families in Seattle
SOE project manager	\$144,000		HSD	SOE project manager (salary and benefits)
<b>Total: \$2,953,360</b>	<b>\$2,653,360</b>	<b>\$300,000</b>		

<b>Supporting People in Encampments</b>				
<b>Targeted behavioral health services</b>	<b>SOE \$</b>	<b>Council \$</b>	<b>Agency</b>	<b>Notes</b>
3 Outreach Teams – each team has 2 outreach staff, 1 field coordinator, cleaning crew, & supervision	\$1,089,037		ETS-REACH (2 teams) YouthCare (1 team)	regular, coordinated clean-ups of unpermitted encampment sites; outreach and case management activities, connections to shelter and services
case management, client assistance, flex service funding for MDOT	\$250,575		ETS-REACH and YouthCare	provides case management to people in unpermitted encampments, with resources/referrals to appropriate services (basic needs, housing, CD/MH)
day labor program		\$91,443	Millionaires Club	case management and storage
medical mobile van operations (incl. vehicle, staffing, supplies)	\$500,000		Seattle/King County Public Health	services will include medical evaluations and connections to primary care and homeless services
sanctioned encampments and safe parking lot operations		\$350,000	TBD	support operations of sanctioned encampments and safe parking lots & zones
maintain outreach staff for vulnerable adults suffering mental illness		\$200,000	DESC HOST	maintain current outreach staff for highly vulnerable adults suffering from mental disorders
<b>Total: \$2,481,055</b>	<b>\$1,839,612</b>	<b>\$641,443</b>		
<b>Meeting Basic Needs</b>				
<b>Expanded Shelter Capacity</b>	<b>SOE \$</b>	<b>Council \$</b>	<b>Agency</b>	<b>Notes</b>
emergency shelter for women	\$247,821		Compass and DESC	adds 48 beds
emergency shelter for families	\$400,000		Mary's Place	adds 50 beds, accept pets
emergency shelter for Young Adults	\$148,480	\$236,520	YouthCare	adds 30 beds (10 at Orion Center; 20 in SE Seattle)
emergency shelter for Youth	\$55,000		PSKS	expands availability of beds from 5 to 7 days
emergency shelter for Single Adults		\$15,721	King County	extends 49 beds added by KC to 11 hours at 420 Building
emergency shelter for Single Adults		\$225,000	King County	Adds 50 beds to KC Admin Building
emergency shelter for Single Adults		\$60,000	Cascade People's Project	Adds 15 beds through April 2016
shelter to housing locator		\$200,000	TBD	provide housing location to 75-85 adults to support throughput from shelter into housing
expand day centers for single adults		\$246,316	Compass	expand operations to 7 days/week, add CM
day center/shelter access for seniors		\$340,000	Catholic Community Services	increase access to day center & case management for 150 seniors (50+).
<b>Total: \$2,174,858</b>	<b>\$851,301</b>	<b>\$1,323,557</b>		
<b>Overall SOE Total Available:\$7,609,273</b>	<b>\$5,344,273</b>	<b>\$2,265,000</b>		



### State and Federal Requests

The state and federal requests detailed below were developed as part of the State of Emergency declaration. These requests were submitted to our state and federal partners as part of the Council approved Declaration of Civil Emergency issued November 2<sup>nd</sup>, 2015. On-going work with the Seattle delegation at the state and federal level is occurring with the assistance of the City's Office of Intergovernmental Relations. This effort includes the West Coast Mayor's Summit, meetings with United States Interagency Council on Homelessness, communications with Senator Patty Murray's office, engagement with regional and national HUD offices, focus on these requests at the US Conference of Mayors in Washington D.C., communications to State representatives and visits to Olympia by the Mayor, City Council, and Human Services Director.

#### Federal:

- Increase funding for affordable housing, including capital and operating funding for permanent housing for the homeless and our most vulnerable extremely low-income residents, rental assistance, and voucher programs.
- Increase funding for interrelated system of homeless support services for all populations and address the funding gap created by the shift in priorities of McKinney funding toward housing and housing related services, including funding for mental and behavioral health, chemical dependency, employment and family support services in the HHS and DOL budgets.
- Increase federal funding for homeless supportive services for all populations, including funding for employment, mental health, and chemical dependency services.
- Extend the terms of existing Moving To Work program, which provides flexibility for the Seattle Housing Authority and the King County Housing Authority to design local services for housing and employment support for low-income families.
- Eliminate the Institutions for Mental Disease regulation limiting Medicaid reimbursement to facilities with more than 16 beds.
- Update 42 CFR Part 2 - Confidentiality of Alcohol and Drug Abuse Records to mirror HIPAA regulations and support care coordination and primary care integration.
- Approve Washington's Medicaid Transformation Waiver request, which includes creating a supportive housing benefit that would allow the use of Medicaid funds to pay for support services delivered in permanent supportive housing.
- In 2012, HUD and the USICH launched a new initiative, "Dedicating Opportunities to End Homelessness" and engaged 10 top priority cities including Seattle in seeking requests for waivers and regulatory flexibility and identifying areas for alignment. Reengage with these 10 cities to implement the submitted request.

State:

- Allocate additional resources for mental health and substance abuse treatment.
- Set Medicaid rates for inpatient treatment at an amount that is sufficient to provide effective treatment.
- Identify State-owned property to host authorized encampments, vehicle parking, emergency shelter, and housing.
- Allocate intervention and other resources to address the public health and safety crisis associated with unauthorized encampment on State property along I-5, I-90, and SR-99, including implementing physical changes to those areas to minimize ongoing and long-term public health and safety risks.
- Increase the amount and expand allowable support services in the Consolidated Homeless Grant (CHG), including Housing and Essential Needs Program and stabilize funding for CHG.
- Restore the Housing Trust Fund (HTF) to pre-recession levels.
- Authorize additional financing tools to expand affordable housing and ensure affordability and protections for tenants.