

HOMELESSNESS

Staff: Alan Lee, Brian Goodnight

Table 1: Citywide Homelessness Budget 2017 - 2019 (in \$1,000,000s)

Homelessness Investment Area		2017 Actuals	2018 Amended	2019 Proposed	Change (2018-2019)
Emergency Services	Basic Shelter	3.9	2.8	2.2	(21.4%)
	Enhanced Shelter	11.5	17.2	21.7	26.2%
	Permitted Villages	1.5	4.3	4.4	2.3%
	Day and Hygiene Services	4.1	5.1	4.2	(17.6%)
	Transitional Housing	3.4	3.5	3.1	(11.4%)
	Outreach (including Nav Team outreach)	4.5	4.6	6.2	34.8%
	Navigation Team (SPD, FAS, HSD)	2.5	2.5	4.3	72.0%
	Permitting/neighborhood outreach	0.4	0.4	0.4	0.0%
Prevention		3.1	6.5	4.4	(32.3%)
Housing	Permanent Supportive Housing (HSD & OH)	11.2	14.7	14.8	0.7%
	Rapid ReHousing	4.2	7.2	8.0	11.1%
	Diversion	1.0	2.0	2.0	0.0%
	Housing Resource Center	-	0.4	0.1	(75.0%)
Access to Services	Healthcare for the Homeless	2.3	2.9	2.9	0.0%
	Other HSD funds	4.8	3.0	0.4	(86.7%)
	SPL, Childcare	-	0.5	0.8	60.0%
Clean Up and Administration	FAS, Parks, SPU Clean City	7.9	3.8	4.2	10.5%
	HSD administration	5.1	4.8	5.2	8.3%
Total		71.4	86.2	89.3	3.6%

Background:

This paper describes proposed changes in the City’s investments for homelessness in the 2019 Proposed Budget. In general, the Proposed Budget would increase investments in new and existing programs that focus on addressing the unsheltered homeless population, including: (1) continued investment in the Mayor’s Path to 500 plan and other one-time adds to Emergency Services made in 2018, (2) new programming and staffing for the Clean City program, and (3) increased funding for the Navigation Team. Navigation Team funding is discussed in a separate paper.

Continued Investment in 2018 One-Time Adds – Alan Lee

The Proposed Budget would continue several one-time adds to emergency services made in 2018. These 2018 adds were backed by one-time fund sources, including an interfund loan and the sale

of the Communications Shop (Comm Shop), approved in [Ordinance 125533](#) at a price of \$13 million. [Ordinance 125534](#) outlines spending for the Comm Shop proceeds, including emergency service programs selected by the Council and funding added to Finance General for the Mayor’s Bridge Housing Investment Strategy, which would later become Path to 500.

Bridge Housing Investment Strategy and Path to 500

The largest one-time, 2018 add incorporated into the base budget is \$9.3 million for the Mayor’s Path to 500 plan. In June 2018, the Council passed [Ordinance 125475](#) approving \$6.32 million to fund the Bridge Housing Investment Strategy, the Mayor’s plan to increase basic and enhanced shelter, and permitted encampment units. The \$6.32 million was comprised of \$5.32 million of proceeds from the sale of the Comm Shop held in Finance General, and an additional \$1 million added to the Comm Shop sale price. The Council later approved repurposing \$934,000 in REET funds to help pay for capital costs of the new permitted village at South Lake Union, bringing the total 2018 cost to \$7.25 million.

In September, the Executive coined this effort as “Path to 500,” to denote the goal of increasing the City’s emergency services by at least 500 safe spaces or 25%. The investments have, or will yield, new emergency service projects, add capacity to existing projects, and maintain selected projects that would otherwise have gone offline due to lack of funding. The Department anticipates all projects to be online prior to the end of 2018. Their annualized costs for 2019 are in Table 2.

Table 2: Path to 500 - 2019 Annualized Cost

Project	# of units	Service type	2019 Add
DESC Shelter Beds - Queen Anne	100	Basic	\$568,500
DESC Shelter Beds - Kerner Scott	25	Basic	\$130,000
DESC Shelter Beds - Auxiliary	38	Basic	\$100,000
SUBTOTAL - Maintained Units	163		\$798,500
Whittier Heights Women's Village*	16	Enhanced	\$0
Harborview - County	100	Enhanced	\$0
HOPWA TBRA Pilot	40	Enhanced	\$0
Lake Union Village (Aloha)*	22	Enhanced	\$819,583
True Hope - 18 th & Yesler Village*	35	Enhanced	\$728,000
City Hall Shelter	80	Basic	\$678,600
William Booth	8	Enhanced	\$128,370
Navigation Center	10	Enhanced	\$252,000
PSKS	5	Enhanced	\$92,460
Angeline's	35	Enhanced	\$220,000
Bailey-Boushay House - new Beds	50	Enhanced	\$1,700,898
YWCA Late Night Motel Vouchers**	40	Enhanced	\$900,000
Haddon Hall	75	Enhanced	\$1,800,000
SUBTOTAL - New Units (committed)	516		\$7,319,911
TOTAL	679		\$8,118,410

*Units are tiny homes

**Units are hotel beds

About 85 percent of the new units meet the definition of enhanced services. An enhanced emergency service model involves shelter provision with case management, housing navigation, or other kinds of services aimed at exiting clients to permanent housing. Additional elements of enhanced shelters may include the storage of possessions, allowing pets on site, hygiene services, daytime operating hours, and other programmatic features designed to promote harm reduction and accommodate the needs of the unsheltered homeless. The City will devote 146 units exclusively to Navigation Team referrals; this is discussed in the Navigation Team issue paper.

The 2019 Proposed Budget would also extend funding and positions authority for a Human Service Program Supervisor, Planning and Development Specialist II, Strategic Advisor I and a Senior Grants and Contracts Specialist. These positions were authorized in Ordinance 125475 and provide administrative support for the Homeless Strategies and Investments Division at HSD.

Other 2018 One-time Adds in Base Budget

The City added the following programs in 2018 using one-time funds. The 2019 Proposed Budget would provide ongoing funding for these investments over the biennium, except where noted.

- Permanent Supportive Housing (\$2.75 million). The PSH funding pays for services such as case management and nursing for individuals with significant medical, behavioral health, and/or substance use disorders at scattered-site and project-based supportive housing units. This is part of a proposed budget neutral fund swap with Short Term Rental (STR) tax revenues; see the STR tax paper for further details.
- Day Center and Hygiene Services (\$640,000). Hygiene services, which include access to shower, toilet, and laundry facilities are important resources for the over 5,000 households living unsheltered in King County. This funding continues the 2018 level of service and funds four agencies operating six hygiene center sites across the city.
- Basic Shelter (\$455,000). This funding supports five basic shelter programs, including existing 75-bed shelter in the City Hall basement (\$77,000) and four programs supporting 217 basic shelter beds (\$378,000). The City proposes to end funding for the latter programs on June 30, 2019.
- Referral Services (\$335,000). Catholic Community Services (CCS) operates the Women's Referral Center (WRC), which collaborates with area shelter programs to offer information and referral services for single adult women experiencing homelessness. Women seeking shelter may also be screened for long term and special needs shelter services. The program also provides meal and hygiene services. Although the program was recommended for funding in the 2017 Homeless Investments Request for Proposals, the Department chose to fund other priorities. WRC subsequently received bridge funding (\$74,628) to operate for three months. Although the Council subsequently backfilled for the remainder of the year through Comm Shop sale proceeds, the Department was able to supplant those funds using contract (\$243,849) underspend resulting from a delayed capital project for improvements to the CCS Lazarus shelter.

Seattle Public Utilities (SPU) Clean City Program – Brian Goodnight

SPU manages a suite of programs, under the moniker of Clean City, that address issues such as litter, illegal dumping, graffiti, abandoned vehicles, and rodent abatement. In 2017, the City added three new pilot programs related to homelessness, and in 2018 began a fourth pilot program. Overall, the Clean City suite of programs in the 2019-20 Proposed budgets include General Fund (GF) appropriations of just over \$9 million in 2019, and approximately \$9.5 million in 2020. The table below shows the adopted and proposed appropriations for the four homelessness-related programs:

Table 3: Clean City Programs Related to Homelessness

Program	2018	2019	2020
	Adopted	Proposed	Proposed
2017 Pilot Programs			
Encampment Bag	\$143,000	\$219,000	\$226,000
Litter Abatement	\$168,000	\$428,000	\$440,000
Sharps Collection	\$394,000	\$428,000	\$443,000
2018 Pilot Program			
RV Remediation Pilot	--	\$205,000	\$211,000
Total	\$706,000	\$1,281,000	\$1,320,000

Note: All dollar amounts rounded to the nearest \$1,000; values may not add to total shown.

The three pilot programs that began in 2017 (Encampment Bag, Litter Abatement, and Sharps Collection) are proposed by the Executive to continue as permanent programs in 2019 and 2020. The Encampment Bag and Litter Abatement programs have significantly expanded the number of locations being served from their initial scopes, and much of the proposed increases in appropriations for these programs relates to increased contractual costs for hauling, supplies, and equipment.

The Recreational Vehicle (RV) Remediation Pilot program started serving the entire city in mid-2018 and is proposed to continue as a pilot program in 2019 and 2020. The program did not have specific budgetary appropriations in the 2018 Adopted Budget, but is being funded through SPU's illegal dumping program authority.

In addition to the contractual increases and the recognition of the RV remediation work as a separate program, the Executive is proposing to convert two temporary employees into permanent positions in 2019 and is proposing to create a new leadership position. The first position being converted from temporary to permanent (a Planning and Development Specialist, Sr.) splits time between the Encampment Bag and Litter Abatement programs and will manage the RV Remediation Pilot program, and the second converted position (a Planning and Development Specialist, II) operates the Sharps Collection program. The new leadership position being proposed is an Executive 2 to manage and coordinate the entire suite of Clean City programs.

Issue Identification – Alan Lee

1. Metropolitan Improvement District (MID) Outreach program

The Proposed Budget includes \$200,000 in 2019 in ongoing funding for the Downtown Seattle Association’s Metropolitan Improvement District (MID) Outreach program.

MID Outreach provides two main services for the Downtown area:

- Direct street outreach: MID Outreach workers perform direct outreach to people on the street, targeting people who are homeless, or individuals exhibiting intoxication, drug use, or mental illness. Outreach workers provide items such as clean socks, food and water, and refer individuals to further direct services or shelter. SPD bike patrols accompany MID Outreach workers during night shifts.
- Provision/coordination of social services: MID Outreach provides case management, job referral, identification procurement, mental health counseling, and other services at its office in Pioneer Square; staff also provide referral to other agencies for housing and additional services.

Business owners or other area stakeholders can contact MID Outreach about people who are homeless, exhibiting mental illness, or otherwise seem in need of assistance.

Budget history

MID Outreach received approximately \$340,000 in 2014 to operate in Downtown. The City provided an additional \$170,000 to the program’s base budget in 2015 to expand operations to Capitol Hill.

Table 4: MID Outreach (2014 – 2018)

Budget year	2014	2015	2016	2017	2018
MID Outreach	\$340,000	\$510,000	\$514,059	\$491,176	\$122,794

MID Outreach applied for the 2017 Homeless Investment Request for Proposals (RFP) but was not successful; it subsequently received three months of bridge funding (\$123k) in 2018. The rating committee for the RFP indicated that the program’s outreach model was not well defined and did not adequately show racial equity actions and commitment; also, the program’s answers to questions about data and outcomes did not demonstrate analysis.

The City’s 2019 and 2020 proposed investments in outreach programs, including the Navigation Team REACH outreach workers, total \$6.2 million. The outreach programs overall comprise a continuum of services with specializations for target populations. The Executive has indicated that MID Outreach’s focus on single adult men fills a need that may not be sufficiently represented in the continuum.

Options:

- A. Add or reduce funding for homelessness outreach.
- B. No action.

2. Vehicular Response

In addition to funding for the RV Remediation Pilot program, the 2019 Proposed Budget includes \$250,000 for vehicular response. The 2018 one night count estimated that 3,372 individuals in King County, including 2,279 individuals in Seattle, are living in cars, vans and RVs¹.

Budget and program history

The City has made a variety of efforts at assisting people living in their vehicles over the last several years, including the following:

- The City funded the Roads to Housing program from 2012 through 2017. Roads to Housing, administered through Compass Housing Alliance, consisted of fostering partnerships with faith-based organizations to provide safe parking spaces for people living in vehicles with case management for participants. Faith-based organizations usually donated ten or fewer spaces for vehicles a year. The contract total was approximately \$319,000 in 2017.
- In 2016 as part of the suite of programs commenced with the declaration of a civil emergency, the City spent \$369,000 on safe zones and a safe lot. Safe zones were selected areas where vehicular residents could receive permits to park longer than 72 hours while receiving social services and hygiene amenities. Safe Zones resulted in two exits to permanent housing, among individuals in over 70 vehicles. The Safe Lot in Ballard cost approximately \$35,000 per month and resulted in nine exits to permanent housing out of 40 individuals. Both programs were discontinued due to the high cost and low exit rate.
- In 2017 Councilmember O'Brien convened the Vehicular Living Workgroup. The workgroup offered a series of [recommendations](#) including opening a multi-lot safe parking program, funding vehicular fee mitigation services, and building a data system able to track vehicles used as residences.
- The 2018 Proposed Budget included funding (\$800,000) to develop a vehicular living response, including the implementation of a needs assessment to identify programs and services most likely to help individuals living in their vehicles find permanent housing. The Council imposed a proviso on \$750,000 of proposed funding, which required that the funding should be added to the Law Enforcement Assisted Diversion (LEAD) program on the condition that LEAD expand its services to include outreach to people living in vehicles.

Budget proposal

The 2019 Proposed Budget includes funding to address vehicular living. However, details have not been finalized, and the Department is currently engaged in community outreach, surveying stakeholders, including those with lived experience, to develop a program. HSD has indicated that it plans to pursue a safe parking program like models implemented in Santa Barbara and San Diego. These models have similar costs (less than \$300,000) and have the following programmatic features:

- Case management and services focused on exits to permanent housing;

¹ 2018 Count Us In: <http://allhomekc.org/wp-content/uploads/2018/05/FINALDRAFT-COUNTUSIN2018REPORT-5.25.18.pdf>.

- Use of flexible funding for short term needs such as vehicle repair;
- Vehicles must have current registration and insurance;
- Exclusion of RVs or RVs beyond a certain size from the program; and
- No daytime parking.

The limited success of the City’s Safe Lot and Safe Zone programs reflects the difficulty in engaging with people living in RVs. People living in RVs may be reluctant to accept shelter, including enhanced shelter, for a variety of factors—some may not consider themselves to be homeless, and emergency services and even housing when available may not have parking to accommodate an RV. The programs most commonly cited as best practice models, such as Santa Barbara’s New Beginnings, do not have large scale remedies for people living in RVs, but rather focus on people in cars as they may be more able and willing to accept services.

Options:

- A. Add or reduce funding for vehicular living.
- B. No action.

3. Regional Governance

In May 2018, King County Executive Dow Constantine and the Mayor signed a [Memorandum of Understanding](#) (MOU) to produce a set of recommendations by the end of 2018 on “joint governance structures for programs affecting people experiencing homelessness countrywide.” The partnership entails studying current models governing public health, homeless services, and housing investments in other cities to consider successful elements for implementation.

Earlier in the year, the Mayor, the King County Executive, and City of Auburn Mayor Nancy Backus convened a variety of regional stakeholders for One Table, an effort to identify root causes of homelessness and their solutions. One Table participants were charged with addressing the root causes of homelessness through broad, scalable, multi-sectored community actions harnessing community resources; and identifying strategies for implementation over the next ten years. One Table met several times before concluding on August 3, and provided final recommendations regarding affordable housing, child welfare, behavioral health, criminal justice and employment with a timeline for implementation of recommendations extending from within three years to a longer term of ten years.

The City and King County have explored issues of regional governance of homelessness strategy and investments before, most notably through the Focus Strategies report commissioned by All Home. The report recommended that, in tandem with its other recommendations regarding performance management and data analytics, changes should be made to All Home to establish a funder-driven governance structure able to execute significant changes in investment strategies and policy.

The Mayor’s and County Executive’s recommendations on regional governance are forthcoming in December. It is unclear what options are being assessed. A regional body that may serve as a potential model includes Public Health Seattle-King County.

Options:

- A. Request the Executive through a Statement of Legislative Intent (SLI) to create an Interdisciplinary Team involving the Council to inform implementation of recommendations.
- B. No action.

Budget Actions Proposed by Councilmembers as of October 10, 2018:

Emergency Services

1. **Add \$3,000,000 in 2019 for a bridge shelter (Councilmember Mosqueda)** – Provide for one-time expenses of a mass shelter tent similar to those in operation in Los Angeles under its A Bridge Home program. A Bridge Home involves large tent structures for the homeless that include enhanced shelter features such as showers, storage lockers, restrooms, laundry, open green spaces, pet areas, case management and mental health counseling.
2. **Add \$378,000 in 2019 and \$756,000 in 2020 in ongoing funding for basic shelter services (Councilmember Sawant)** - Provide funding for basic shelter services for programs such as SHARE/WHEEL. SHARE/WHEEL's 217 basic shelter beds are proposed to be funded for six months of operations in 2019.
3. **Add \$300,000 in 2019 for an emergency housing pilot program (Councilmember O'Brien)** - Establish a pilot program wherein community-based organizations can leverage community resources to build new emergency housing.
4. **Add \$100,000 in 2019 and \$100,000 in 2020 for day center programming (Councilmember Juarez)** - Extend operating hours from fifteen hours weekly to thirty-five hours weekly and pay for case management services at an organization such as God's Li'l Acre. God's Li'l Acre provides day center programming for the homeless including hygiene services, food, storage and case management.
5. **Add \$95,000 in 2019 and \$95,000 in 2020 for case management and referral services (Councilmember Juarez)** - Provide navigation and referral services for homeless American Indian and Alaskan Native women at an organization such as Mother Nation. Mother Nation provides culturally-informed programming, such as homelessness prevention support for Native families and youth.
6. **Add \$80,000 in 2019 and \$80,000 in 2020 for homelessness navigation services (Councilmember Juarez)** – Provide navigation services for homeless people with particular attention to sex workers and people with opioid use disorder and mental disorders at an organization such as Aurora Commons.
7. **Add \$39,500 in 2019 for homelessness outreach services (Councilmember Johnson)** - Provide for a mental health outreach worker to contract with an organization such as the University District Partnership (UDP).
8. **Create a Statement of Legislative Intent regarding homelessness services (Councilmember Herbold)** - Requesting the Department to report on the alignment of contracted emergency services with the LGBTQ Commission's recommendations for homelessness services.

Homelessness Prevention and Eviction Prevention Services

- 9. Proviso \$615,000 for eviction prevention services (Councilmember Herbold)** - Proviso funding for a Tenant Services RFP offering eviction prevention services, pending the Executive's submittal of the RFP design to the Council. The Department may re-bid the funds (\$615,000) in 2019, which could entail a new theory of change and performance metrics. The Executive should consider recommendations of the Seattle Women's Commission "[Losing Home](#)" report, which include improving administration of rental assistance, strengthening tenant security by addressing lease regulations, and increasing funding for legal defense and tenant outreach.
- 10. Add \$400,000 in 2019 and \$414,000 in 2020 for homelessness prevention programming (Councilmember Juarez)** - Support homelessness prevention programming to organizations like Seattle Helplines. The Seattle Helpline Coalition members include Ballard Food Bank, North Helpline, Queen Anne Helpline and West Seattle Helpline.

Public Health and Sanitation

- 11. Add \$388,716 in 2019 for communicable disease response (Councilmember Mosqueda)** - Enable the operation of public health communicable disease response team to address the spread and prevention of diseases among the homeless and other vulnerable populations. This would be a new service administered by Public Health Seattle-King County in response to coordination needed to address health needs in encampments and the broader unsheltered homeless population.
- 12. Reduce level of new leadership position for the Clean City program (Councilmember Herbold)** - Reduce the proposed new leadership position for the Clean City suite of programs from an Executive 2 to a Manager 3 position, saving approximately \$50,000 in position costs. The Clean City programs have been operating without a formal program manager during the last two years, and a Manager 3 position is thought to be a more appropriate position level for management of the programs. This change would save approximately \$50,000 in position costs annually, with about \$38,000 of those costs attributable to the GF.
- 13. Expand Sharps Collection Program (Councilmember Bagshaw)** - Provide additional funding for SPU to expand the Sharps Collection program, which currently operates six large collection boxes in the public right-of-way and in City parks, and three smaller collection bins in park restrooms. These locations have been successful in collecting over 100,000 sharps since the program began, but there are other areas of the city with high intravenous drug use not being covered by the existing collection facilities.