COMMITTEE TO END
HOMELESSNESS
KING COUNTY

The Role of Shelter
in Ending Homelessness

Single Adult Shelter Task Force Report

Dannette R. Smith, City of Seattle   **Jason Johnson, City of Kent**   **Emily Leslie, City of Bellevue**
Task Force Co-Chairs
1/23/2013

Intentionally left blank (for draft/double-sided copying)

Table of Contents   Page

Intentionally left blank (for draft/double-sided copying)

I. Executive Summary

In King County, there is an extensive network of facility based, emergency shelter, transitional housing, safe haven and permanent housing programs that are specifically dedicated to assist individual adults who are homeless.

Tonight, more than 1,700 individual adults will sleep in a Seattle and King County emergency shelter program. These programs are operating every night, year-round at full and over-flowing capacity. The service capacity of our shelter network increases during winter months with up to 550 more nightly beds, and can expand further during severe weather conditions with an additional 250 temporary beds.

Yet, there are more than 2,500 people in King County who will be sleeping in places not meant for human habitation, without housing or shelter.

With this in mind, the Committee to End Homelessness (CEH) established the Single Adult Shelter Task Force to explore and assess opportunities for transitioning the emergency shelter system for single adults towards an emphasis on diversion and/or placement in permanent housing.

The CEH Governing Board requested that the Task Force explore options to address the immediate, unmet shelter and housing needs of individual adults in King County who are unsheltered, report on the needs of those who are in the shelter system, and to suggest housing options and ways to increase efficiencies to move people through shelter to permanent housing.

The Task Force analyzed the King County shelter inventory; reviewed demographic and shelter use data; and explored the role of shelter in addressing needs of individuals who are both sheltered and unsheltered. Reviewing promising/best practices and the hearing from experience of local providers, the Task Force explored whether an intensive focus or flood of resources could be marshaled to significantly shift or change the service delivery to move a large number of individuals from shelter to housing.

Task Force Recommendations

The Single Adult Shelter Task Force recommends that the Committee to End Homelessness **adopt a shelter strategy as part of our solutions to end homelessness in our community.** The strategy should *recognize the roles of shelter in our efforts to end homelessness and support policy change and system coordination needed to create a more effective homeless crisis response system and a roof over every bed in King County.*

The Task Force applauds the Committee to End Homelessness for continued affirmation of the value of shelter in our community and urges CEH to adopt strategies that support the four contributing roles of shelter in our efforts to end homelessness.

- *Shelter is a part of safe, healthy and civil community*

- *Shelters provide basic services to increase safety and help people survive*

- *Shelters are places for engagement and access to services*

- *Shelters provide pathways to housing*

The recommended actions are organized in two areas: (1) roles of shelter recommended actions to build capacity and strengthen our homeless crisis response system; and (2) policy and system coordination actions to encourage alignment by mainstream systems to support a homeless crisis response system and increased effectiveness in moving people from shelter to housing.

The list of recommended actions are not prioritized, however **the Task Force recommends a dual approach to increasing the capacity of the existing shelter system to assist more people move from homelessness to housing.** Actions call for increasing the capacity of the existing shelter system to meet immediate needs of those who are unsheltered while at the same time targeting resources to assist individuals whose prospects of leaving shelter diminish the longer they are there.

More specifically, the Task Force recommends increasing the number of shelter beds outside of the City of Seattle, increasing resources for service engagement, and targeting investments to provide outreach and resources for individuals with long-term stays of more than 180 days in shelter.

Recommendations are based on data analysis and local experience of shelter program providers. The Task Force found that shelters are fulfilling their primary purpose of providing temporary refuge for people experiencing homelessness. Most shelter users stay for short periods of time, which means shelter beds turn over frequently, becoming available for use by others. Our system has provided emergency housing for over 7,000 individuals over the course of 2011. Of those served in 2011, 50% had stayed in shelter for less than 60 days during the year.

A smaller number of people who stay in shelter beds long term have worsening prospects for leaving the shelter system the longer they stay. An analysis of a cohort of 2,502 individuals served in sheltered during 2011 found that a individuals with long-term stays made up approximately 26% of the cohort group, but had consumed more than 74% of the bednights (or units of shelter service) during the study period.

Affordable housing remains out of reach for many using the shelter system. We need to invest resources to build system capacity, support and train program staff, and increase participation by mainstream service systems. These actions, combined with investments to expand community support, advocacy, and political will, will support our communities to overcome the real and perceived barriers and to change public policy.

Changes in the shelter delivery system will require a mosaic of incremental actions over a long period of time. A systemic approach is needed to transform the shelter system to a homeless crisis response system with targeted street outreach connected to overnight and day shelter, interim housing models with tailored on-site services, shelter diversion, and rapid re-housing. Without sufficient subsidized and affordable permanent housing available, additional services alone will not be effective in moving individuals who are homeless into housing quickly.

RECOMMENDATIONS SUMMARY*

STRENGTHEN THE HOMELESS CRISIS RESPONSE SYSTEM:
ROLES OF SHELTER IN ENDING HOMELESSNESS

A. **Expand basic shelter services to increase safety and help people survive.**
   1. Increase shelter capacity outside of Seattle.
   2. Increase nightly Winter Weather Shelter.
   3. Enhance and increase Severe Weather Shelter.

B. **Increase resources and align services for shelter as a point for engagement, access to services and housing.**
   1. Extend hours of operation.
   2. Increase services to provide access 24-hours/day, seven days a week.
   3. Ensure services and models are culturally relevant to meet the needs of diverse populations experiencing homelessness.
   4. Increase case management funding to reduce the caseload size in shelter programs.
   5. Identify and use a set of common assessment tools and protocols.
   6. Expand workforce development and job training assistance.
   7. Increase assistance for obtaining entitlement benefits, opportunities to increase income.
   8. Support skill development of staff, self-managed programs, and volunteers.
   9. Review data regularly and adjust course, when needed.

C. **Target new and existing resources to enhance shelter as a pathway to housing.**
   1. Focus outreach and resources to reduce long term stays.
   2. Assess, and prioritize long-term stayers for housing assistance.
   3. Pilot peer outreach models to assist and support individuals to transition to housing.
   4. Target Rapid Re-housing investments.
   5. Create a flexible funding pool for client assistance to obtain housing.

SUPPORT A MORE EFFECTIVE HOMELESS CRISIS RESPONSE SYSTEM:
POLICY & SYSTEM COORDINATION

A. **Increase public and private resources to expand access to affordable housing**
   1. Create affordable housing for individuals who are homeless. Increase housing production particularly for single individuals with low-and moderate service needs.
   2. Explore and create alternative housing models.
   3. Expand graduation housing models.

B. **Remove barriers to housing**
   1. Encourage public funders to work with affordable housing grantees to reduce or eliminate barriers to housing.
   2. Work with Landlord Liaison to remove barriers to housing for Transitory Level Two sex offender registrants.

C. **Increase political will, education, and advocacy in support of creating a crisis response system.**
   1. Change regulatory barriers (zoning, land-use, and building codes) to allow for siting and development of shelters.
   2. Work with communities to support the crisis response system and Ten-Year Plan goals.
   3. Work across systems of care to ensure that the goals and priorities for creating a crisis response system are shared and public and private systems share accountability for meeting people's needs.

These recommended actions are not listed in a specific priority order.

II. Role of Shelter in Ending Homelessness

Shelters are part of a safe, healthy, civil community and society. Having shelter is essential to the civility, safety, and well-being of our community. Shelter is a public good, fostering a humane community and supporting people who are in need of assistance. In order to create and sustain a healthy community, we cannot allow people to sleep outside, unsheltered, with their needs unmet.

Shelter can play a critical role in the service continuum, to support people on their path to stability. The single adult shelter system is responding to the needs of more than 7,000 individuals who are homeless each year. Our shelters have capacity to assist 1,704 people each night, year-round. Shelter programs are routinely operating at or above their maximum capacity and each night people still remain unsheltered and without a roof over their heads.

> *More than*
> ## 7,000 men & women
> *who were homeless*
> *in Seattle/King County*
> ***were sheltered during 2011***
> *in publicly funded shelters.**

The challenge for shelters is that demand exceeds supply at all levels – for basic shelter, for critical services, and for available, affordable, permanent housing. A person experiencing an emergency or crisis on any given night cannot access shelter in a predictable way. When the supply of affordable housing and shelter cannot meet demand and when programs are not able to respond to the needs of people seeking shelter, people who are homeless seek out alternatives, such as living in their cars, in tent cities, and encampments.

There is substantial unmet need for shelter and housing in the community. The Seattle/King County Coalition on Homelessness reported there were at least 2,594 people who were without shelter during the January 2012 One Night Count of People Who are Homeless in King County.[1]

A lack of affordable housing, shelter and services limits the system's ability to operate as a true emergency or homeless crisis response system. Our system does not have existing capacity to move people quickly from shelter to housing.

Background

Shelter has been a part of the Community's Ten-Year Plan to End Homelessness since its inception. The Committee to End Homelessness (CEH) Ten-Year Plan focuses on strategies that emphasize permanent housing alternatives and supportive services, while recognizing that people experiencing homelessness are at immediate personal risk and have a basic right to safety, as do all members of our community. CEH affirmed that services that focus on keeping people alive and respect the rights of all community members and neighbors are necessary until such time that affordable permanent housing is available to all.[2]

---

* Safe Harbors Homeless Information Management System, 2011 Annual Homeless Assessment Report (AHAR) for individual adults in shelter programs.

[1] The Seattle/King County Coalition on Homelessness (SKCCH) and Operation Nightwatch have organized a point-in-time count of people who are without shelter since 1980. SKCCH results from the 2011 One Night Count and reports from prior years: http://www.homelessinfo.org/one_night_count/

[2] A Roof Over Every Bed in King County: Our Community's Ten-Year Plan to End Homelessness.

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

The CEH plans, including the recommendations of the first Emergency Housing Task Force in 2006, assumed that "publicly funded emergency shelters would play a decreasing role in implementing goals of the Ten-Year Plan, as individuals who were currently using shelter and living on the street obtained permanent housing through the addition of units that come on line during the ten years of plan implementation, as well as through homelessness prevention efforts. The system's increased ability to prevent homelessness (*closing the front door*) and house people who do become homeless (*opening the back door*) will result in a steadily decreasing need for emergency shelter.[3]

Over the last six years, the CEH and our Ten-Year Plan's aggressive housing production goals and strategies have enabled thousands of individuals to move from homelessness to housing each year. However, the resources to support our social safety net have not been adequate to address or keep pace with unmet and growing needs. The cuts to housing, health and human services at the state and federal levels are contributing to growing numbers of individuals who are at-risk of and experiencing homelessness. Current economic conditions have only exacerbated the problems for individuals living in poverty. These factors are increasing pressure on the shelter and homeless service system to act as a safety net for the failures of mainstream systems.

Our Mid-Plan Review of the Ten-Year Plan to End Homelessness recognizes the importance of shelter in King County's next years of the plan. "It is critical to support shelters in their refined focus on housing placement and rapid re-housing. King County, and particularly Seattle, has an opportunity to reorient the business and program model of the emergency shelter system as a whole, and to provide access to flexible housing and service assistance dollars to move people out of shelter and into housing. Targeting new resources and pilots at creating the 'back door' for the system, or pathway out of shelter, is the most critical component of success for this strategy."

The Mid-Plan Review provided an opportunity to reevaluate our assumptions about the role of shelter in ending homelessness. It noted that solutions to ending homelessness have historically provided emergency shelter and/or transitional housing to households, which when taken alone have neither ended homelessness nor prevented a recurrence of homelessness for a significant segment of the homeless population. With many adults caught in shelter, a shelter cycle, or not even turning to shelter as an option, it is vital that new and existing investments focus on strategies to allow more exits out of emergency housing.[4]

---

[3] *King County Committee to End Homelessness Emergency Housing Task Force Recommendations* (Committee to End Homelessness in King County, 2006).

[4] *King County-Mid Plan Review Recommendations from Charrette as Presented by the Corporation for Supportive Housing to Committee to End Homelessness and its Partners and Stakeholders* King County CEH Mid Plan Review, Recommendations from Charrette, May 2, 2011.

Shelter Task Force Charge

The CEH created the Single Adult Shelter Task Force (SATF) to explore opportunities for transitioning the emergency shelter system for individual adults towards an emphasis on diversion and/or placement in permanent housing. The Task Force completed its work in two phases, from July 2011 – April 2012 and May 2012-December 2012. The Task Force report provides a summary of the information reviewed by task force members and recommendations based their review of data and their knowledge of the shelter and housing system.

The Task Force analyzed the King County shelter inventory; reviewed demographic and shelter use data; and explored the role of shelter in addressing needs of individuals who are both sheltered and unsheltered. Reviewing promising/best practices and hearing experiences of local providers, the Task Force explored whether an intensive focus or flood of resources could be marshaled to significantly shift or change the service delivery to move a large number of individuals from shelter to housing and how to increase efficiencies to move people through shelter to permanent housing to create capacity on the front end.

The SATF responded to the expanded charge issued by the CEH Governing Board to explore options to address the immediate, unmet shelter and housing needs of individual adults in King County who are unsheltered. This report includes a brief description of the housing and services needs of unsheltered homeless adult populations in King County; suggestions for exploring housing models and costs associated with these housing models; and recommends that the CEH adopt a shelter strategy as part of the CEH work to refine the policy choices needed to pursue some or all of these options.

Policy Direction

The Single Adult Shelter Task Force recommends that the Committee to End Homelessness include a shelter strategy as part of our solutions to end homelessness in our community.

This report identifies the **role of shelter in our collective commitment to end homelessness and provides recommended actions for policy makers, funders and providers to transform the shelter system** to a homeless crisis response system.

A **systemic approach is needed to transform the shelter system to a homeless crisis response system** [5] with targeted street outreach connected to overnight and day shelter, interim housing models with tailored on-site services, shelter diversion, and rapid re-housing. In addition, capacity of the shelter system must increase to address the immediate housing needs of those who are unable to access a shelter program.

There does not appear to be one "silver bullet" to move current shelter residents into housing to free up beds to address the large demand. Changes in the shelter delivery system will require a mosaic of incremental actions over a long period of time. Without sufficient subsidized and affordable permanent

---

[5] The concept of creating a crisis response system is consistent with federal objectives outlined in *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness.* The federal Plan calls for retooling the homeless crisis response system. Its objective calls for transforming homeless services to crisis response systems that prevent homelessness and rapidly return people who experience homelessness to stable housing.

housing available, additional services alone will not be effective in moving individuals who are homeless into housing quickly.

Greater *strategic investments[6]* are needed to better assist people who are sheltered and unsheltered to meet emergency needs, while providing assistance to secure stable, appropriate housing. We need to invest resources to build system capacity, support and train program staff, and increase participation by mainstream service systems. These actions, combined with investments to expand community support, advocacy, and political will, will support our communities to overcome the real and perceived barriers and to change public policy.

Services and models will need to be culturally relevant to meet needs of diverse populations who are experiencing homelessness. Assistance must be accessible and relevant and able to addressing specific needs of seniors, victims of domestic violence, immigrant and refugees, and Lesbian, Gay, Bisexual, Transgender (LGBT) adults who are experiencing homelessness in our community.

New resources and new ways of delivering services with new approaches and practices will also be required of providers and funders, alike.

CEH communities have already begun to make changes in investments for shelter and services. Five East King County cities have coordinated and combined resources to increase nightly winter shelter capacity (for men, women & children) and added new day center services. Total funding in 2013 for these specific Eastside programs increased by approximately $100,000 annually, a net funding increase of more than 125% for these programs.

The City of Seattle developed a new Investment Plan in 2012 to guide its funding investments in homeless services. In the 2013 budget, Seattle elected officials added more than $1.5 million annually for services for men, women, and families experiencing homelessness. Seattle funding will increase shelter for women; provide flexible shelter funding to meet increased demand; create peer-to-peer outreach and engagement models; support day center services supporting pathways to housing; and increase capacity of priority programs sheltering and rapidly re-housing homeless families with children.

Connecting shelter with other investments in ending homelessness will help our community meet federal strategic plan goals and Homelessness Emergency Assistance and Rapid Transition to Housing (HEARTH) Act measures to:

- *Reduce the length of stay for people in the homeless system*

- *Reduce the number of people returning to the homeless system*

- *Reduce the number of new people coming into the homeless system*

---

[6] The term "investment" is used broadly to include investment of financial resources, as well as time, talent and attention. The Task Force did not fully analyze the costs associated with implementing these recommendations or strategies and recommends that the CEH review costs and impacts as part of overall CEH investment priorities.

Setting the Framework: The Four Roles of Shelter in Ending Homelessness

The Task Force identified four roles of shelter in ending homelessness. These roles are not mutually exclusive. While the primary purpose and intrinsic value of the shelter system lies in helping people increase well-being and safety, shelters help people stabilize, engage with services and secure pathways out of homelessness – provided there are places for them to move into and resources to provide needed assistance.

It's important to note that a shelter program may be operating in one or more of these ways, and at varying degrees. Not all shelters fulfill all of these roles.

➔ **Shelters as part of a safe, healthy, and civil community and society.** Having shelter is essential to the civility, safety, and well-being of our community. Shelter is an important part of the service and housing continuum needed to end homelessness. Safety and basic services are critical components in the overall systems that house and serve homeless adults, and emergency shelter is most successful when tied to the other systems responding to and helping to end homelessness among adults.

➔ **Shelters provide basic services to increase safety and help people survive.** Shelter provides safety and responds to basic human needs for survival.

➔ **Shelters provide a place for engagement, access to services and connections with community**. Shelters as a point of engagement offer a safe, consistent place for people to stay, which supports improved health, safety and stability - and increases connections with resources and other services. Meaningful engagement with clients occurs as trust is built over time. It is not immediate and varies from client to client and program to program.

➔ **Shelters provide pathways to housing.** Shelter services provide opportunities to access housing when rapid movement to housing is a stated expectation and goal, when there is sufficient funding, with the understanding that this may vary based on individual strengths, abilities and available resources.

III. The Current Shelter System

In King County, there is an extensive network of facility based, emergency shelter, transitional housing, safe haven and permanent housing programs that are specifically dedicated to assist individual adults who are homeless.

The inventory of shelter beds in King County[7] includes the geographic location of shelters and population served by programs in year-round, facility based shelter programs. Additional capacity is added in winter months and during severe weather conditions.

The Single Adult Shelter Task Force reviewed the inventory of shelter beds serving individual adults in more detail, looking at specific characteristics of shelter, including: physical space and amenities; building use agreements; hours of operation; length of stay limitations; referrals/set-asides; management models; and level of services.

> *"**Emergency Shelter**" according to a federal definition, means "any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of the homeless."*
>
> ***The capacity of the shelter system*** *can be characterized in three ways.*
>
> 1) ***Number of people served within a time period.***
>   *There were more than 7,000 individuals served in publicly funded shelters for single adults in 2011.*
>
> 2) ***Number of beds operating in the system at a point in time.***
>   *There are 1,704 year-round, facility-based shelter beds for individual adults who are homeless in King County.*
>
> 3) ***Number of shelter bednights provided in a specific period of time.***
>   *"Bednights" is a unit of service measurement that indicates shelter service provided over a specific period of time. (For example, 10 beds filled every night for seven days provides 70 shelter bednights. These 70 bednights could assist between 10 and 70 different people over this period of time.)*

---

[7] King County Inventory of Homeless Units and Beds, Spring 2011 (as amended by Single Adult Shelter Task Force, December 2012). CEH Inventory of Homeless Units and Beds is compiled by staff from the King County Community Services Division. Data reflected is collected in conjunction with the county's consolidated application for federal Continuum of Care program funds. The Shelter Task Force updated the inventory, based its research and review of current/new programs as of December 2012.

Shelter Inventory Year-Round Capacity

➜ **Our system has the capacity to assist 1,704 individual adults each night in programs that operate year-round.**

There are 1,704 year-round, facility based shelter beds for individual adults who are homeless in King County. The year-round inventory does not include hotel/motel voucher programs or severe/winter weather beds. The inventory is fluid, not static and may be affected by funding and other operating factors. Tent city /encampment communities and safe-parking programs are not included, as these living arrangements are not indoor shelter or housing options.   (The appendix provides for more details on the shelter inventory.)

The vast majority of these beds (91%) are located in the City of Seattle, primarily in the downtown core. The number of year-round shelter beds has remained relatively constant.

Year-Round Facility Based Beds	City of Seattle	South King County	East King County	North King County	Total
Men	855	50	35	--	940
Women	305	11	21	--	337
Individual Adults (Men/Women)	349	--	--	--	349
Young Adults	50	4	19	5	78
Grand Total	**1,559**	**65**	**75**	**5**	**1,704**
	91%	*4%*	*4%*	*<1%*	

Source: King County Inventory of Homeless Units and Beds, Spring 2011 / as amended by Single Adult Shelter Task Force December 2012.

Winter and Severe-Weather Shelter Capacity

➜ **Shelter capacity expands and contracts.**
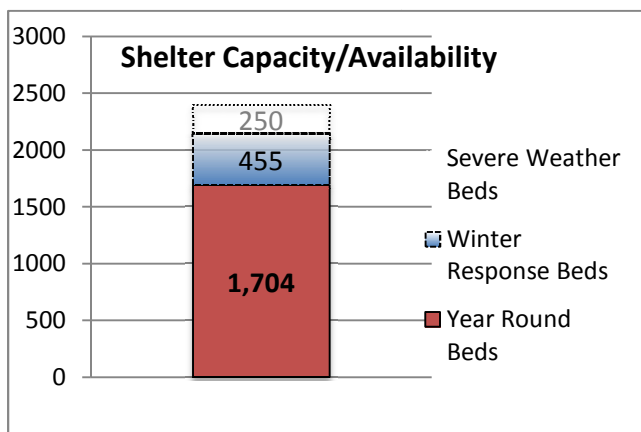
The number of shelter beds changes throughout the year, from season to season and from month to month. This chart shows how shelter capacity expands during winter months and in severe weather conditions.

Shelter bed capacity increases during the six coldest months of the year, from October through March.   Our system adds between **455 and 550 seasonal beds to increase the "winter response shelter" capacity.[8]**   This includes the temporary winter beds added for the 2012 – 2013 winter season.

---

[8] Shelter Task Force, Winter/Severe Weather Inventory Analysis, 2012. See Appendix.

In addition, approximately **250 "severe weather" shelter beds can be immediately mobilized to increase overnight capacity when extreme weather conditions threaten life and safety of people who are without shelter** (i.e., flooding, snowing, and persistent freezing temperature).

The numbers of winter response and severe weather beds have increased over the last five years. The system's winter response capacity doubled in the last two years, when several programs shifted from severe weather programs to nightly winter programs. East King County has increased winter shelter capacity by 75% and continues to operate at full capacity on a nightly basis. Weather related shelters have much in common including months of operation, criteria for opening and client screening processes.

Winter shelters are serving as a gateway for service providers to initially engage with people and to provide a path toward more stable and permanent housing, especially where agencies have made intentional bridges to services and pathways to housing available. Lessons from recent experience of the East King County shelters demonstrated that a switch from severe weather to winter season shelter that was open consistently helped to improve health and housing outcomes for individuals in these programs. Increased support for case management and longer hours of operation will likely increase the successful housing outcomes for those individuals accessing winter and severe weather shelters.

Program Access, Hours and Services

➔ **Most shelters provide nighttime or overnight stays only.**

The majority of shelters programs (75%) are **largely operating as nighttime only or overnight programs**, where individuals are sleeping in **shared or congregate space**.[9] Overnight shelters provide a safe place indoors to sleep during the night. Programs focus on meeting basic needs for safety, food and some hygiene. The level and type of services available varies among individual overnight shelter programs.

More than half of shelter beds are in spaces donated for shelter use. These spaces often have **limited hours for shelter operations**, and are used for other programs or events during the daytime. People may not be able to enter a building until late in the evening. Programs close early in the morning and require participants to leave -- often at the coldest time of the day.

A small number of programs provide emergency housing in a 24-hour continuous program, where residents may stay around the clock. The majority of these programs are **specialized, confidential shelters** dedicated to female survivors of domestic violence. There are **no 24-hour emergency housing programs** for single men and only a handful of beds for single women – outside of the domestic violence shelter network. Although, two programs in Seattle provide access to nighttime shelter and day shelter/day services at the same location. One program specializes in services for individuals with severe mental illness and another assists women only. Individuals who are clients of nighttime shelter may participate in day shelter, providing round-the-clock access to a safe place with service support.

---

[9] Shelter Task Force, Shelter Inventory Analysis, April 2012.

The majority of shelter beds for single adults are "mat on the floor", and while the shelter programs offer participants the right to return to the shelter the following night, **participants are unable to leave all of their personal belongings in the shelter.** The ability to successfully transition off the street is affected and opportunities for meaningful engagement with service providers are limited.

➔ **Programs are designed to assist individual adults in meeting basic shelter needs. Less than half of the shelter inventory has staff that can connect clients with housing and other services.**

An estimated 40% of the beds in the year-round shelter system have a moderate to high level of assistance/case management available for their clients.[10]

The shelter network in Seattle and King County has grown in response to a need for shelter and basic survival services for people who are experiencing homelessness. Yet, the shelter system has not been designed and funded as a strategic point on the housing continuum, to move people out of homelessness and into housing. Services available in shelters vary according to target population, capacity of providers/volunteers and their ability to serve people with varying levels of service needs, and individual mission of a program.

Shelters are not designed to meet the varied and complex need of a highly diverse population. There are very limited shelter opportunities for couples without children. Couples who are able to access shelter often need to be separated or choose to remain unsheltered order to stay together.

Currently only designated service animals are allowed in shelter facilities. Many shelters cannot accommodate pets.

➔ **At this time there is no single access point for single adults into shelter.**

There is no coordinated assessment process or central intake[11] used to determine the needs of individual adults up front when they request shelter or in an ongoing way after they enter the shelter system. There are no system-wide standards in place to prioritize access to services, although many shelter programs have established priorities for highly vulnerable individuals.

There are three primary referral sources for shelters, the Community Information Line, Operation Nightwatch, and the Women's Referral Center. The Community Information Line 2-1-1 is the primary county-wide information and referral source for shelter programs county-wide. However, the Information Line is not able to provide a direct referral for immediate openings for those seeking shelter. Currently, there is not a system-wide, "real time" source to support this type of referral.

---

[10] Shelter Task Force Inventory Analysis, April 2012. This estimate is from preliminary data gathered by the Task Force. An extensive review of case management/supportive services with defined levels of service intensity or staff-to-client ratios was not conducted.

[11] King County has introduced *Family Housing Connection*, a coordinated entry and assessment system for families with children. The CEH also commissioned a study by Building Changes on coordinated entry systems in other communities to help inform discussion on development of a system-wide response in King County. This will be a critical issue for the CEH to address in the near term, as state and federal agencies are requiring plans for implementing these systems as conditions for funding.

Two direct referral sources, Operation Nightwatch and the Women's Referral Center, operate exclusively for programs within the City of Seattle. Both programs help to fill vacancies, single-night stays and any beds are not filled in shelter programs. Operation Nightwatch and the Women's Referral Center call shelters to determine the number of available beds at individual shelters, and then will refer the appropriate number of individuals to shelters with any vacancies. Nightwatch does not provide assessment of needs, and individuals are referred to shelters with available beds.

- Operation Nightwatch's referral system developed organically, in response to the need for coordination to provide late-night shelter referrals to available shelter beds. The referral system was not intentionally or strategically designed to facilitate coordinated assessment and referral system-wide. The referral program at Nightwatch does not operate as a centralized referral system, due to limited capacity of shelter beds available each night. Only a limited number of people can access referrals through Nightwatch each evening and the program often turns people away when all beds have been filled.

- The Women's Referral Center (WRC), operated by Catholic Community Services, assists single women. The WRC operates nightly from 6:00 p.m. to 9:00 p.m., and provides evening meals and hygiene services, and assists 180 women nightly with direct referrals to 15 area shelters. The WRC staff screen and assess individuals in an effort to provide a best fit referral to partnering service / shelter providers.

IV. Unmet Need for Shelter and Housing

The Task Force reviewed data from several sources to determine the characteristics of homeless individuals in King County and their shelter needs and utilization patterns. This included a review of data collected on the unsheltered population, demographic and length of stay data for individual emergency shelter clients, and shelter utilization patterns for a cohort of clients.

Characteristics of the Unsheltered Population

There is limited data available on the characteristics of the unsheltered population in King County. The results of the annual One Night Count of homeless people in King County showed **2,594 people were without shelter on the night of January 26, 2012**.[12]

More research and data is needed to understand the characteristics and specific needs of the people who are unsheltered. The limited Information available on unsheltered individuals cannot be used to draw conclusions or make generalizations about the characteristics of the larger unsheltered population. Anecdotal information and specific data can be found to describe some subsections of the unsheltered homeless population. However there is not a conclusive study or data set available to present a concise picture of the unsheltered homeless population.

In a 2009 Homeless Needs Assessment, volunteers surveyed 297 individuals that were staying outside in the Seattle area on one night in April. Eighty-three percent of those surveyed were male and 57% were people of color. Seventy percent had been homeless for over a year and 60% were being treated for health conditions. The survey found the great majority (91%) were interested in obtaining housing but most respondents had extremely low or no income and were not on housing wait lists.[13]

Shelter turnaway data is not tracked system-wide. So, while it is assumed that demand for shelter and services outweighs supply, we do not know the level of demand for specific services or shelter models.

---

[12] Summary of the 2012 Unsheltered Homeless Count in Selected Areas of King County.
[13] Seattle Homeless Needs Assessment 2009, Report on Findings.

Characteristics of Sheltered Population

The data below is from the Annual Homeless Assessment Report (AHAR) for individuals served in single adult emergency shelters in Seattle and King County (outside of Seattle).[14] The report timeframe is October 2010 to September 2011 and only includes programs that were participating in HMIS during that time. It is important to note that the differences between Seattle and King County shelter populations are, in part, a reflection of the type and supply of beds in the inventory (see page 10 for more information on inventory):

- **6,953** individuals were served in Seattle shelters and **760** individuals were served in King County shelters

- **Nearly 60%** of individuals in Seattle and King County shelters spent **30 days or less in shelter** during the report year

- **Less than 10%** of individuals in Seattle and King County shelters were **long-term stayers** (staying over 6 months during the report year). Individuals identified as long-term stayers appeared to be **older and have higher rates of disability**

- **15%** of individuals in Seattle and **9%** of individuals in King County identified as **Veterans**

- Individuals staying in shelters were **predominately male**: 68% of individuals in Seattle shelters and 84% of individuals in King County identified as male

- **People of color were disproportionately represented** in the shelter system: Around half of individuals served in Seattle and King County shelters were people of color

- **Seattle shelters served older clients** in comparison to King County shelters, which is a reflection of the shelter inventory in the different areas

- **Over half** of individuals in Seattle (57%) and **28%** of individuals in King County reported having a **disability**

Cohort Analysis

To assess shelter utilization patterns over time, the data workgroup of the Task Force designed a cohort study using HMIS data. The cohort included **2,502 individuals served in shelters during the "cohort quarter"** (1/1/2011 through 3/31/2011) who had sufficient identifiers to be tracked over time. The study analyzed the cohort's utilization of shelter over a 27-month period (one year prior to the quarter and one year after the quarter ended). This data was then matched with King County Mental Health and Chemical Abuse and Dependency Services Division (MHCADSD) data to learn more about the clients' interactions with other systems in the community.

---

[14] Safe Harbors Homeless Information Management System, 2011 Annual Homeless Assessment Report (AHAR) for individual adults in shelter programs.

Cohort Emergency Shelter Length of Stay & Bed Nights Used

Number of Days Served	Number of Individuals	Percent of Individuals	Percent of Bed Nights Used
0-30 days	988	39%	3%
31-60 days	276	11%	4%
61-180 days	593	24%	20%
181+ days	645	26%	74%
Total	**2,502**		

- The majority of people who enter the single adult shelter system stay briefly. **Fifty percent of the cohort stayed a total of 60 days or less** (throughout the 2+ yr period). Of those who showed up in shelter for the first time in the quarter, a large percentage (83%) used shelter services for 60 days or less in the following year.

- **A much smaller group appears to be stuck**, with less success of leaving shelter the longer they are in shelter. Of those who had been in shelter for 6 months or more prior to the quarter, more than half (56%) used shelter at least 6 months after the quarter ended.

- Only **26%** of the individuals in the cohort were **long-term stayers** (using shelter for 6 months or longer), but **consumed 74% of the total bed nights used by the cohort over this period of time.**[15] Around **half** of the long-term stayers in the cohort only **used one shelter program.**

- Long-term stayers have a **lower proportion of women** (8% vs. 17%), **higher proportion of adults 55 years and older** (59% vs. 24%), and lower proportion of adults under age 30 (1% vs. 17%).

- Long stayers had **lower** (but statistically significant) **use of jail and of sobering center**, and a **lower use of psychiatric inpatient, and emergency department services** compared to everyone else in the cohort; and compared to groups with shorter stays (less than 60 days). By definition, an individual who is staying in shelter could not also be logging a stay in jail or another institution. However, this data alone cannot be used to say whether shelter is the cause or reason why individuals do not end up using other systems of care.

- A small percentage of those in the long-term cohort were registered sex offenders. Data suggests that **sex offender status in and of itself does not account for long-term stay** in shelter. In one program, there was not great difference in length of stay compared to others with criminal history and non-offenders.

Shelter providers attempted to complete surveys on a subset of 119 shelter residents with the longest shelter stays to gather additional information on housing barriers. Ninety-six surveys were completed; however, the survey was more of an exploratory exercise and the results should not be generalized. Clients and their case managers were asked about barriers to obtaining housing. Case managers

---

[15] To determine the percent of bed nights used, all of the bed nights for each individual in the long-term stayer subgroup were added and then divided by the total number of bed nights used for all individuals in the cohort. Calculation: All nights used by individuals in long-term stayer subgroup/All nights used by all individuals in the cohort"

identified multiple barriers for most clients and commonly cited barriers included economic reasons (including prior evictions), mental health issues, refusal of housing options, substance abuse, and family crisis or relocation. The majority of individuals surveyed said they could succeed in housing if their rent was $250.

Shelter and Housing Needs

➜ **Ten-Year Plan Housing Production has focused on needs of chronically homeless individuals.**

The Ten-Year Plan sets production goals for the creation of housing units for persons who are homeless. Overall, there has been much progress in creating affordable housing with 5,046 units created since 2005 for all population groups; 52% of our goal to build a total of 9,500 units of housing has been achieved.

The production numbers for individual adults indicate that:

• 89% of the goal to build housing for the chronically homeless has been achieved.

• 23% of the overall goal for housing units for individuals who are not eligible for chronically homeless housing units has been achieved. The rate of building units designed for individuals with lower use of public services and jails, and with lower or moderate service needs has been more modest since 2005 and will require substantial investment to meet production goals.

Ten-Year Plan Homeless Housing Units Single Adult Population

Production Measures - Capital Housing and Rental Subsidies Dedicated to Individual Adults Who Are Homeless										
Measure*	Status	10YP Target: Capital Prod.	10YP Target: Rental Subsidy	10YP Target Total	Online thru 2011: Capital prod.	Online thru 2011: Rental Subsidy	Pipeline 2012-2014 Capital Prod.	Pipeline 2012-2014 Rental Subsidy	Total Online & Pipeline YTD	% of 10YP Housing Goal
Chronically Homeless units added to the system	▲	2,000	500	2,500	1,070	733	331	90	**2,224**	**89%**
Single Adult Homeless units added to the system	▼	1,600	3,200	4,800	359	511	214	20	**1,104**	**23%**
TOTAL Number of Single Adult units added to the system	◆	**3,600**	**3,700**	**7,300**	**1,429**	**1,244**	**545**	**110**	**3,328**	**45%**

* Data source for all elements this measure: Seattle Office of Housing Production Report

➔ **People would prefer housing to shelter. They want housing they can afford and may need assistance to make transitions and remain in housing.**

For those in shelters, especially those with long term stays, it is difficult to compete for scare affordable housing units with fewer resources and less income. The demand for affordable rental units, including subsidized housing units, exceeds supply for households in King County earning less than $20,000 a year. For these households, the demand for affordable units exceeded supply by about 45,500 units.[16]
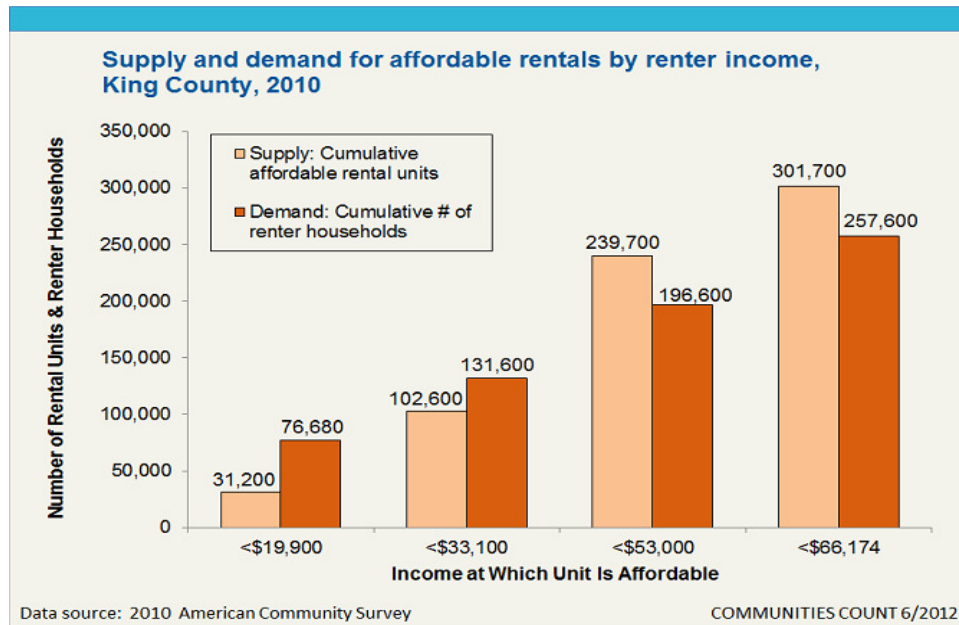
In surveys, needs assessments and studies[17] of Seattle's unsheltered and sheltered adults, people indicated that they would like permanent housing and prefer it to shelter. They also indicated willingness to live in alternative housing models including roommate situations and extremely small units.[18]

Many are not pursuing housing or are not being targeted for housing outreach.   Results from the survey of long-term stayers in shelter suggest that this cohort has multiple barriers to housing. Many, however, could succeed in housing but would need a very low rent of $250/month. Survey data of shelter residents indicated that they may need low to moderate services or peer support and assistance, in addition to support navigating system complexities with landlords, addressing housing barriers related to credit and/or debt, criminal history and mental health issues.

---

[16] 2012 Communities Count Survey, Social & Health Indicators Across King County

[17] 2009 Homeless Needs Assessment, Seattle Office of Housing; Deborah Boyer's 2008 ethnographic study of Seattle's unsheltered population; 2011 Shelter Survey, Seattle HSD

[18] The CEH commissioned report by Common Ground, analyzing alternative housing models. Several different construction methods were identified in this review. The models could provide affordable alternatives for sheltered individuals, if they prove to be more cost effective to develop and operate.

Involvement with the criminal justice system may be a barrier to housing for many individuals. 47% of unsheltered individuals in the Seattle Needs Assessment reported being incarcerated in the past year. Other surveys of individuals in shelters indicate a need for landlords and employers who would be willing to provide opportunities and reduced barriers to felons.[19]

A very small percentage of those in the long-term cohort were registered sex offenders. Research by the Task Force suggests that sex offender status in and of itself does not account for long-term stay in shelter. It may, however, increase barriers to housing. Being homeless automatically increases a risk classification from Level 1 to Level 2 status for individuals who lack a fixed residence.

---

[19] Seattle Office of Housing, Seattle Needs Assessment, 2009; Seattle Human Services Department, Shelter Survey, 2011.

V. Recommendations and Policy Implications

The Single Adult Shelter Task Force recommends that the Committee to End Homelessness **adopt a shelter strategy as part of our solutions to end homelessness in our community.** The strategy should *recognize the roles of shelter in our efforts to end homelessness and support policy change and system coordination needed to create a more effective homeless crisis response system and a roof over every bed in King County.*

Implementing these recommendations will require a significant level of investment by local funders and commitment from policy makers for effective system change.

Changes in the shelter delivery system will require a mosaic of incremental actions over a long period of time. Additional services alone will not be effective in moving individuals who are homeless into housing quickly. Without sufficient subsidized and affordable permanent housing available, additional services will not be as effective in moving shelter residents into housing quickly.

Task Force recommendations are summarized on page 20 and described in detail in the following pages. The recommended actions are organized in two areas: (1) Roles of Shelter – recommended actions to build capacity and strengthen our homeless crisis response system; and (2) Policy and System Coordination – actions to encourage alignment by mainstream systems to support a homeless crisis response system and increased effectiveness in moving people from shelter to housing.

The list of recommended actions are not prioritized; however, the Task Force recommends a dual approach to increasing the capacity of the existing shelter system to support more people on pathways to housing. Specific actions call for increasing the capacity of the existing shelter system to meet immediate needs of those who are unsheltered while at the same time targeting resources to assist individuals whose prospects of leaving shelter diminish the longer they are there.

- The Task Force found that shelters are fulfilling their primary purpose of providing temporary refuge for people experiencing homelessness. Most shelter users stay for short periods of time, which means shelter beds turn over frequently, becoming available for use by others. Significant resources should not be used to change interventions for very short-term stayers. However, increased capacity should be added to increase engagement with services and connections to housing resources.

- There are a smaller number of people who stay in shelter beds long term and have worsening prospects for leaving the shelter system the longer they stay. Therefore, solutions should focus outreach and resources to assist individuals with long-term stays of more than 180 days in shelter. While their numbers are not large, assisting them to move from shelter to housing offers the prospect of making shelter beds available for far more people over the course of the year.

RECOMMENDATIONS SUMMARY*

STRENGTHEN THE HOMELESS CRISIS RESPONSE SYSTEM: ROLES OF SHELTER IN ENDING HOMELESSSNESS

A. Expand basic shelter services to increase safety and help people survive.
1. Increase shelter capacity outside of Seattle.
2. Increase nightly Winter Weather Shelter.
3. Enhance and increase Severe Weather Shelter.

B. Increase resources and align services for shelter as a point for engagement, access to services and housing.
1. Extend hours of operation.
2. Increase services to provide access 24-hours/day, seven days a week.
3. Ensure services and models are culturally relevant to meet the needs of diverse populations experiencing homelessness.
4. Increase case management funding to reduce the caseload size in shelter programs.
5. Identify and use a set of common assessment tools and protocols.
6. Expand workforce development and job training assistance.
7. Increase assistance for obtaining entitlement benefits, opportunities to increase income.
8. Support skill development of staff, self-managed programs, and volunteers.
9. Review data regularly and adjust course, when needed.

C. Target new and existing resources to enhance shelter as a pathway to housing.
1. Focus outreach and resources to reduce long term stays.
2. Assess, and prioritize long-term stayers for housing assistance.
3. Pilot peer outreach models to assist and support individuals to transition to housing.
4. Target Rapid Re-housing investments.
5. Create a flexible funding pool for client assistance to obtain housing.

SUPPORT A MORE EFFECTIVE HOMELESS CRISIS RESPONSE SYSTEM: POLICY & SYSTEM COORDINATION

A. Increase public and private resources to expand access to affordable housing
1. Create affordable housing for individuals who are homeless. Increase housing production particularly for single individuals with low-and moderate service needs.
2. Explore and create alternative housing models.
3. Expand graduation housing models.

B. Remove barriers to housing
1. Encourage public funders to work with affordable housing grantees to reduce or eliminate barriers to housing.
2. Work with Landlord Liaison to remove barriers to housing for Transitory Level Two sex offender registrants.

C. Increase political will, education, and advocacy in support of creating a crisis response system.
1. Change regulatory barriers (zoning, land-use, and building codes) to allow for siting and development of shelters.
2. Work with communities to support the crisis response system and Ten-Year Plan goals.
3. Work across systems of care to ensure that the goals and priorities for creating a crisis response system are shared and public and private systems share accountability for meeting people's needs.

These recommended actions are not listed in a specific priority order.

ROLES OF SHELTER IN ENDING HOMELESSNESS

The following **RECOMMENDED ACTIONS** *are proposed to strengthen a local homeless crisis response system. These actions are listed corresponding to the identified roles of shelter in ending homelessness. They are* not *listed in a specific priority order.*

A. Expand basic shelter services to increase safety and help people survive.

1. **Increase shelter capacity outside of Seattle.**
    Add shelter capacity in communities outside of the city of Seattle. The two sub-regional plans to end homelessness identify the need for creating new shelter in East King County and in South King County; and cities have endorsed these sub regional plans. With 92% of shelter beds within Seattle city limits, there would be less pressure on Seattle's shelter system if suburban areas had greater ability to respond to needs in their own communities.

2. **Increase nightly winter weather shelter.**
    Winter shelters and severe weather shelters are a core component of basic shelter services. A county-wide seasonal winter shelter system should be created. Increase shelter capacity in winter months with shelters across King County operating nightly from October through March, with a goal of year-round shelter and the intent of keeping people safe 24-hours a day.

    Seek opportunities, where possible, to transition severe weather shelter programs to nightly winter shelter programs. Barriers to expanding winter shelters include zoning, neighborhood objections, and cost. Problems also emerge when winter shelters all close for the season around the same date, resulting in hundreds of participants having no options for shelter all at nearly the same time.

    Provide funding for services in winter shelters that connect clients to year-round shelter and facilitate housing plans for clients. Funding for case management in all shelters, including winter shelters, should be a priority, as well as consistent training of all shelter case managers.

3. **Enhance and increase severe weather shelter.**
    Continue to provide severe weather shelter and create new programs, especially in communities that do not have access to these services.

    Create consistent operating and communication protocol for the opening and closure of severe weather shelter across the county (i.e. weather requirements, days, operating hours, locations).

    Increase resources for Case Management as a critical component in developing a pathway to housing.

B. Increase resources and align services for shelter as a point for engagement, access to services and housing.

1. **Extend hours of operation.**
    Extending the hours of operation for basic shelter increases opportunities for meaningful engagement in services. By increasing program hours, people are also able to remain indoors until daytime services are open. When programs are open longer and are provided with funding and assistance in siting so that people are not required to leave overnight shelter in early morning hours that are the coldest time of the day, there are increased benefits for individual health and safety.

2. **Increase services to provide access 24-hours/day, seven days a week.**
    Integrate and link daytime services with overnight services, when 24-hour access to shelter is not available.

3. **Ensure services and models are culturally relevant to meet the needs of diverse populations experiencing homelessness.**
    Assistance must be accessible and relevant and able to addressing specific needs of seniors, victims of domestic violence, immigrant and refugees, and Lesbian, Gay, Bisexual, Transgender (LGBT) adults who are experiencing homelessness in our community.

4. **Increase case management funding to reduce the caseload size in shelter programs.**
    Case management support is key to successfully moving shelter residents into housing. Additional funding for case management in all shelters, including winter shelters, should be a priority, especially for the cohort of long term stayers. For those shelters without case management, create trained, mobile case management teams available to visit various shelters to provide this support. A set of common or consistent standards would be useful in defining the expectations and outcomes for case management services.

5. **Identify and use a common set of assessment tools and protocols.**
    Implement consistent processes that use common, strength-based assessment tools to determine level of assistance needed by individuals who are staying and returning to shelter on a regular basis.   Provide assessments for individuals in shelter programs within 60 days of program entry.

    CEH should begin work towards the development of a coordinated system sooner rather than later. The development of a coordinated assessment system is a requirement for state and potentially federal funding. The Task Force recommends analysis of costs and benefits to implementing a coordinated assessment system be carefully weighed and designed, taking into account the patterns of shelter use and length of stay identified in this report.

6. **Expand workforce development and job training assistance.**
    Promote self-sufficiency and increases in income through linkage and alignment with workforce development systems and funding of job training and placement services.

7. **Increase assistance for obtaining entitlement benefits, opportunities to increase income.**
    Connect people with services to access benefit, programs, and opportunities to increase income.

8. **Support skill development of staff, self-managed communities, and volunteers in shelter programs.**
   Promote and provide technical assistance and strength based services training to all shelter and housing assistance programs funded by King County and cities.

9. **Review data regularly and adjust course, when needed.**
   Continue to use available data sets to regularly review specific demographic characteristics, particularly age and disability status in intervention strategies. Watch for changes in demographic characteristics of short and long term shelter stayers, as this may signal a need for to adjust strategies.

C. **Target new and existing resources to enhance shelter as a pathway to housing.**

1. **Focus outreach and resources to reduce long term stays.**
   Identify and provide assistance to individuals with long-term shelter stays of more than 180 days to move into housing.

   Design a system for regular reviews and "check-ins" on who is in shelter, to ensure that no one languishes in shelter.

   Coordinate teams of highly trained service providers, including mental health, substance abuse, housing specialists and treatment teams to regularly assess options for individuals with high barriers.

2. **Assess, and prioritize long-term stayers for housing assistance.**
   Assess long-term shelter stayers to determine if they could be prioritized for existing programs (e.g. Client Care Coordination, senior programs). Identify other options or create new programs that could be put in place to fill gaps when people are not eligible for existing programs.

3. **Pilot peer outreach models to assist and support individuals in their transition to housing.**
   Explore use of peer models to assist individuals, especially long term stayers, to transition to housing and maintain stability.

4. **Target Rapid Re-housing investments.**
   Continue to explore rapid re-housing models for single adults in other communities and compare with local programs to see how they could be successfully expanded in King County. Improve targeting and assessment tools to identify the most appropriate population(s) for this intervention strategy.

   Explore opportunities to coordinate and expand rent and voucher assistance through the Landlord Liaison program and other existing housing placement programs.

5. **Create a flexible funding pool.**
   Create a flexible pool of funds available to shelter providers as a lower cost alternative to assisting persons who have low-barrier/minimal needs. Funds could be used to assist individuals with gas/transportation costs, utility payments, minor debt, move-in costs, etc. with the expectation that assistance would help to shorten shelter stay.

POLICY & SYSTEM COORDINATION

*This set of **RECOMMENDATIONS** focus on actions to encourage policy alignment and coordination by mainstream systems in order to support the homeless crisis response system's effectiveness in moving people from shelter to housing. These actions are not listed in a specific priority order.*

A. Increase public and private resources to expand access to affordable housing.

   1. **Create affordable housing for individuals who are homeless.** Continue to focus on housing production goals identified in the Ten Year Plan for all adult populations. Increase housing production of units for chronically homeless adults and units for individual adults with low-and moderate service needs who may not meet the strict, "chronic homelessness" federal definitions.

   2. **Create alternative housing models.**
       Expand investments to include housing models for long-term stayers who may not need Permanent Supportive Housing. Further explore the range of housing development, rental assistance and operating models and determine populations best suited for these different types of models.   Invest in new models, where feasible, and where programs are shown to be more cost effective to develop and operate.

   3. **Expand graduation housing models.**
       Invest in programs to move stable, formerly homeless individuals out of supported housing units into subsidized units with less/no intensive services. Provide case management services to facilitate the physical move, ensure tenants are connected in their new community and provide short term support during the transition. Include resources to facilitate and to pay for the physical move and the security deposits in the new units.

B. Remove barriers to housing.

   1. **Encourage public funders to work with affordable housing grantees to reduce or eliminate barriers to housing.**
       Current barriers to housing posed by publicly funded housing can include income requirements, criminal history exclusions, rental and credit history requirements, and fees. While some of these barriers are based on statute, many are imposed as landlord risk-management strategies and may effectively preclude people who are homeless and reduce their opportunities for permanent housing placements.

       This could be done by placing requirements for fair screening standards into public funding contracts and by supporting legislative or other efforts to minimize barriers to access in all rental housing, not just publicly-funded housing. Limitations on landlord consideration of criminal history are an example of this.

   2. **Work with Landlord Liaison to remove barriers to housing** for Transitory Level Two sex offender registrants whose status is increased due to homelessness. The lack of a fixed residence is a factor that contributes to an offender's classification or level. Level 1 offenders are considered to present the lowest possible risk to the community and their likelihood to re-offend is considered minimal. However, homeless Level 1 offenders are automatically upgraded to a Transient Level 2 status due being homeless.

C. Increase political will, education, and advocacy in support of creating a crisis response system.

1. **Change regulatory barriers (zoning, land-use, and building codes) to allow for siting and development of shelters.** Provide information and educational opportunities for areas that are resistant to hosting shelter programs in their communities/neighborhoods. Dispel stereotypes and discuss concerns that contribute to potential opposition to siting and development of shelter and housing.

2. **Work with communities to support the crisis response system and Ten-Year Plan goals. Increase community ownership and leadership on solutions that end homelessness.** Broaden conversations to include all community members on the reality of homelessness.

3. **Work across systems of care to ensure that the goals and priorities for creating a crisis response system are shared and public and private systems share accountability for meeting people's needs.**

Special Thanks

The Single Adult Task Force was lead by three Co-Chairs:

    Dannette R. Smith, City of Seattle   Emily Leslie, City of Bellevue   Jason Johnson, City of Kent

The following members of the community provided significant resources and expertise to the development of this report.

Alison Eisinger	Seattle King County Coalition on Homelessness		Justin Embree	SHARE/WHEEL
Andrea Akita	Seattle Human Services Department		Karen Bergsvik	City of Renton
Angele Leaptrot	Millionair Club Charity		Kari Murphy	Building Changes
Bill Block	Committee to End Homelessness		Kate Joncas	Downtown Seattle Association
Bill Hallerman	Catholic Community Services		Kate Speltz	King County
Bill Hobson	DESC		Kim Sather	Compass Housing Alliance
Cheryl Bozarth	Domestic Abuse Women's Network		Leslie Miller	The Sophia Way
Chloe Gale	REACH Evergreen Treatment Services		Lorri Cox	Public Health Seattle King County
Christina Clayton	DESC		Manuela Ginnett	Multi-Service Center
Colleen Kelly	City of Redmond		Mark Putnam	Building Changes
Courtney Noble	United Way of King County		Marty Hartman	Mary's Place
Dan Wise	Catholic Community Services		Mary Flowers	Seattle Human Services Department
Dana Libby	The Salvation Army		Megan Smith	DESC
Daniel Malone	DESC		Mike Johnson	Seattle Union Gospel Mission
David Johns-Bowling	Congregations for the Homeless		MJ Kiser	Compass Housing Alliance
Deb Srebnik	King County Mental Health, Chemical Abuse, and Dependency Services Division (MHCADSD)		Monte Smith	SHARE/WHEEL
Debra Rhinehart	Seattle Human Services Department		Nancy Sherman	Consumer Advisory Council
Derek Wentorf	United Way of King County		Neil Powers	United Way of King County
Eileen Denham	Seattle Human Services Department		Paul LaRose	Seattle Union Gospel Mission
Flo Beaumon	Catholic Community Services		Rene Franzen	King County MHCADSD
Gretchen Bruce	Committee to End Homelessness		Renee Lamberjack	Safe Harbors
Helen Leuzzi	The Sophia Way		Rick Reynolds	Operation Nightwatch
Janice Hougen	King County Community Services Division		Rochelle Calkins	YWCA Angelines
Jarvis Capucion	SHARE/WHEEL		Steve Roberts	Congregations for the Homeless
Jason Ortiz	Health Care for the Homeless		Tom Mack	Seattle Office of Housing
Joseph Adriano	City of Bellevue		Vance Evans	The Salvation Army

Thank you to the following City of Seattle staff for providing support:

    Andrea Akita   Lindsey Zimmerman   Sola Plumacher   Renee Lamberjack

References

Boyer, Debra, Ph.D., *Ethnographic Assessment of Homeless Street* Populations (United Way of King County, 2008). http://www.uwkc.org/assets/files/research-and-reports/ethnographic-assessment-of.pdf

City of Seattle Human Services Department, Emergency Shelter and Encampment Survey, 2011.

City of Seattle Office of Housing, *Seattle Homeless Needs Assessment: Report on Finding* (City of Seattle, 2009)*.* http://www.seattle.gov/homelessneeds/docs/Homeless_Needs_Assessment_Findings_November_2009.pdf

Clegg and Associates, Inc, *King County Committee to End Homelessness Emergency Housing Task Force Recommendations* (Committee to End Homelessness in King County, 2006). http://www.cehkc.org/DOC_reports/CEHKC_Emergency_Housing_Task_Force_Report.pdf

Committee to End Homelessness, *Steady Steps Forward: 2011 Annual Report, Ten Year Plan to End Homelessness in King County* (Committee to End Homelessness in King County, 2012). http://www.cehkc.org/DOC_reports/CEH_10YP_annrpt11.pdf

Committee to End Homelessness, *A Roof Over Every Bed in King County: Our Community's Ten-Year Plan to End Homelessness* (Committee to End Homelessness in King County, 2005). http://www.cehkc.org/DOC_plan/10-YearPlanFinal.pdf

Communities Count, Social and Health Indicators across King County (Public Health Seattle and King County, 2010). www.communitiescount.org

King County Inventory of Homeless Units and Beds, Spring 2011 (amended by SATF, December 2012).

Lyons, Heather, *King County-Mid Plan Review Recommendations from Charrette as Presented by the Corporation for Supportive Housing to Committee to End Homelessness and its Partners and Stakeholders* (Corporation for Supportive Housing, 2011). http://www.cehkc.org/KC-MPR.pdf

Safe Harbors Homeless Management Information System, 2011 Annual Homeless Assessment Report (AHAR), http://safeharbors.org/reportsAHAR.htm

Seattle/King County Coalition on Homelessness, *The Role of Shelter in Addressing Homelessness: A Realistic Look at the Need* (Seattle/King County Coalition on Homelessness, 2012). http://homelessinfo.org/downloads/SKCCH-A-Realistic-Look-at-the-Need.pdf

Seattle King County Coalition on Homeless, One Night Count 2012. www.homelessinfo.org/one_night_count/2012_results.php

Srebnik, Debra, Ph.D., *Transitions from Highly-Supported Permanent Supported Housing* (King County, 2011).

United States Department of Housing and Urban Development, *Annual Homeless Assessment Report, King County, 10/1/2010-9/30/2011* (HUD, 2012).