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Ten-Year Homeless Plan: 2011 Annual Report

Annual Update on the *Ten-Year Plan to End Homelessness*
Annual Report on the Transitional Housing, Operating and Rent (THOR) Program
Report on the Independent Youth Housing Program

August 2012
Report to the Legislature
Rogers Weed, Director

ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

Overview

This annual report is part of a systematic effort to understand the problem of homelessness and implement strategies to end it, as required by the 2005 Homelessness Housing and Assistance Act (RCW 43.185C).

Specifically, [RCW 43.185C.040\(3\)](#) calls for the Department of Commerce (Commerce) to “report biennially to the governor and the appropriate committees of the legislature an assessment of the state’s performance in furthering the goals of the state ten-year homeless housing strategic plan and the performance of each participating local government in creating and executing a local homeless housing plan.”

In 2006, the state and local governments developed plans to reduce homelessness by at least 50 percent, and used new state and local funding to implement the plans and measure performance.

Since then, data-directed investments in homeless housing have reduced the incidence of homelessness by 16.4 percent despite increases in unemployment, declining incomes, cuts in social services, and increasing rents. Although these gains are notable given the environment in which they were achieved, the improvement lags the pace necessary to fulfill the legislatively mandated goal of a 50 percent reduction by 2015.

The Number of People at Risk of Becoming Homeless is Growing

The pool of people at risk of becoming homeless in 2011 has grown in Washington State since the plan’s inception in 2006 due to:

- Increased unemployment – up 84 percent (from 5 percent to 9.2 percent).¹
- Increased percentage of workers unemployed, underemployed, or who have stopped looking for employment – up 77 percent (from 10.4 percent to 18.4 percent).²
- Declining percentage of working-age people with jobs – down 7.2 percent (minus 244,000 people employed).³
- Declining earned income – down 4.9 percent.⁴
- Increased rents – up 12 percent.⁵
- Declining rental vacancies – down 26 percent (from 6.1 percent to 4.5 percent).⁶
- Reductions in need-based cash assistance – down 29 percent.⁷

¹ Bureau of Labor Statistics U-3 measure

² Bureau of Labor Statistics U-6 measure

³ Bureau of Labor Statistics Employment-Population Ratio

⁴ U.S. Census Bureau Annual Social and Economic Supplement Median Household Income by State – Single-Year Estimates, inflation adjusted using the Bureau of Labor Statistics Consumer Price Index

⁵ Washington Apartment Market Survey, Washington Center for Real Estate Research at Washington State University

⁶ Washington Apartment Market Survey, Washington Center for Real Estate Research at Washington State University

⁷ Per-capita, inflation adjusted TANF and GAU/DL cash assistance payments

Those primary drivers of need have resulted in increases in the following secondary measures of need:

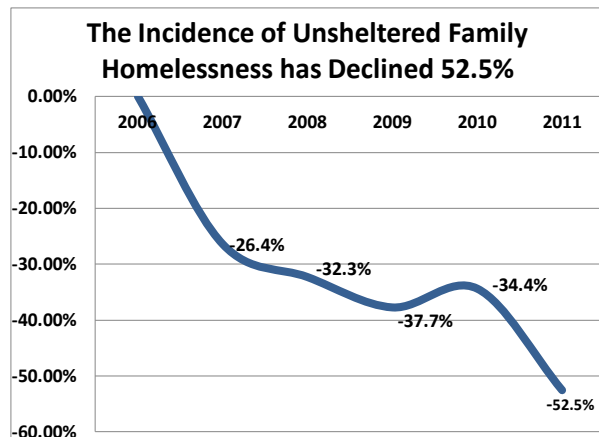
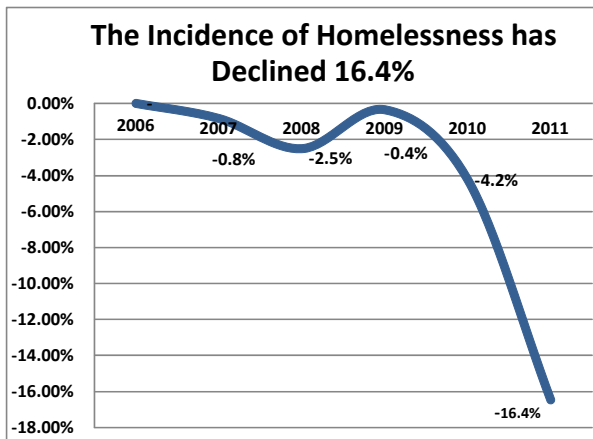
- Increased poverty – up 13.8 percent (from 11.8 percent, 736,963 people, to 13.4 percent, 930,225 people).⁸
- Increased incidence of extremely low-income households with severe rent burdens – up 14 percent (from 4.9 percent, 121,708 households; to 5.2 percent, 139,666 households).⁹

The incidences of other factors that influence homelessness have not significantly changed since 2006:

- Substance dependence and abuse.
- Mental illness.
- Number of single-parent households.
- Educational attainment.

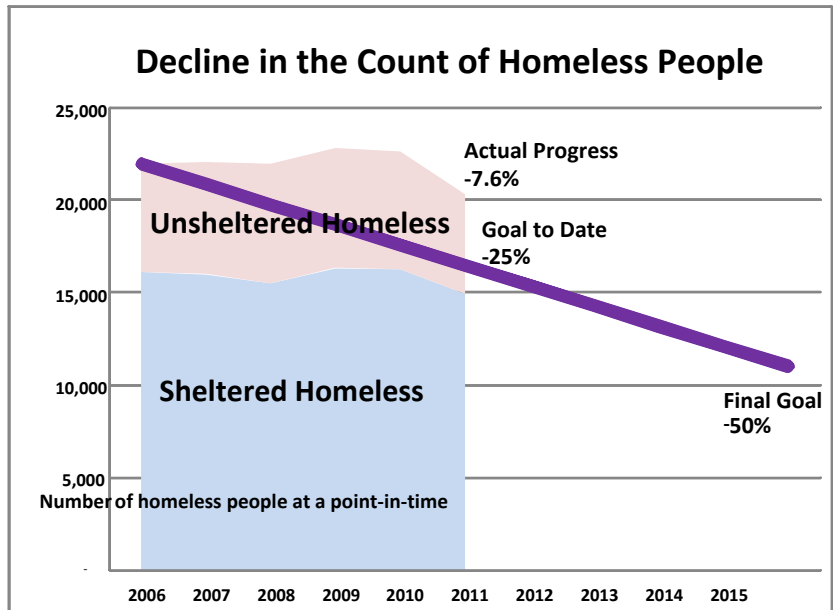
Homelessness is Declining by Every Measure

In spite of countervailing forces, data-driven state and local investments have reduced the overall incidence of homelessness by 16.4 percent.



⁸ U.S. Census Bureau American Community Survey 1-Year Estimates

⁹ U.S. Department of Housing and Urban Development *Comprehensive Housing Affordability Strategy* (CHAS) Data. Table ID S10708, Order 76. 2011 estimate derived from 2008 CHAS data increased proportional to population growth. Stated another way, these are households earning less than \$16,689 each year paying at least half of their income on housing.



Why is Homelessness Declining?

There are a wide variety of factors to consider when determining why the count of homeless people is declining. Accurate analysis is further complicated by factors related to the effects of the economic downturn. Factors that are likely driving the decline include the following.

Increased Focused Investments in Homelessness

While overall funding for affordable housing and homelessness is declining when adjusted for population growth and housing inflation, new funding has been invested in narrowly targeted proven strategies, including the following.

- **Short-term Rent Assistance for People Facing Imminent Homelessness.** Eligibility for homelessness prevention has been narrowed to those at imminent risk of becoming homeless, using new assessment tools developing since 2006. Although short-term assistance does not necessarily solve long-term affordability and self-sufficiency problems, it is an efficient way to keep people from becoming homeless.
- **Creating Permanent Supportive Housing for Chronically Homeless People.** Through plan-driven investment, permanent supportive housing has been created throughout the state, including many rural counties. This housing links affordability with mental health and other supportive services so that people who prior to the 1960s would have been institutionalized can sustainably remain housed. Federally funded permanent supportive housing for veterans is an important piece of this investment.
- **Linking Homeless Housing to Other Systems.** The state Homeless Grant Assistance Program (HGAP) innovation grants supported pilot projects in 20 counties that tested new ways to explicitly link housing to social service, mental health, medical, and criminal justice systems. The pilots explored how to reduce overall public costs by reducing recidivism and leveraging the resources and expertise of other systems. The

insights gained through this effort have been parlayed into performance incentive contracts that reward the successful housing of homeless people being discharged from psychiatric hospitals, jails, prisons, hospitals, and foster care.

Increased Efficiency Driven by Performance Data

The Homelessness Housing and Assistance Act significantly improved state and local capacity to plan and measure performance. Client-level homeless housing data is now collected in real-time using the Homeless Management Information System (HMIS). State incentive payments are based on outcomes measured by the HMIS.

Building on cooperation fostered by the Interagency Council on Homelessness, homeless client data is now matched against client data collected by other state agencies, including social service, employment, and criminal justice records. The cross-agency data is used at the state and local levels to test the efficacy of different strategies and retarget limited resources accordingly. Examples of findings include the following.

- Targeted short-term rent assistance reduces homelessness 58 percent, as compared to a matched control group, seven to nine months after assistance. Rent assistance costs on average were \$1,451 per household assisted.¹⁰
- Targeted re-entry housing for people exiting prison reduces state costs by 26 percent as compared to those who did not receive housing upon re-entry. Savings are higher if local law enforcement and victim costs are added into the costs of recidivism.¹¹

Next Steps

- Refine and expand the use of performance-based contracts that reward the successful housing of hard-to-serve homeless people.
- Further refine what risk factors are predictive of homelessness by analyzing cross-system client data so homelessness prevention resources can be better targeted toward those at imminent risk.
- Determine additional reforms needed to further link the affordable and homeless housing system to traditional poverty reduction programs.

¹⁰ *Impact of Housing Assistance on Short-Term Homelessness*, Research and Data Analysis Division, Washington State Department of Social and Health Services, September 2011.

¹¹ Costs savings calculated by cross-referencing administrative spending information with results from the *Washington State's Reentry Housing Pilot Program Evaluation: Year 3 Final Report*, Washington State University, June 2011.

ANNUAL POINT-IN-TIME COUNT OF HOMELESS PEOPLE

A point-in-time count of homeless people is conducted every year in every county, as required under RCW 43.185C.030. The count is conducted during the last week in January by local volunteers and service providers with assistance from counties, cities, and Commerce.

Washington State Point-in-Time Count of Homeless Persons, January 2011

	<i>Sheltered</i>										<i>Unsheltered</i>				<i>TOTAL Homeless</i>	
	Individuals and Persons in HH w/out minors-		Persons in Families with Minor		Persons in Families with Minor		Persons in Households without adults		Persons in Households without adults		Persons in Families with Minor		Persons in Households without adults			
	Emergency Shelter	Transitional	Emergency	Transitional	Emergency	Transitional	Emergency	Transitional	Emergency	Transitional	Children	Adults	Unsheltered	TOTAL		
Adams	1	-	1	-	-	-	-	-	-	-	1	7	112	-	119	120
Asotin	2	1	3	5	-	-	5	-	-	-	8	26	-	2	28	36
Benton-Franklin	59	6	65	20	59	79	-	-	-	-	144	17	5	-	22	166
Chelan-Douglas	74	34	108	83	106	189	-	-	-	-	297	55	4	-	59	356
Clallam	85	9	94	62	126	188	-	-	-	-	282	62	3	-	65	347
Clark	126	126	252	106	277	383	7	8	15	650	133	133	52	2	187	837
Columbia	-	-	-	-	4	4	-	-	-	-	4	2	-	-	2	6
Cowlitz	57	13	70	55	75	130	-	-	-	200	41	41	9	-	50	250
Ferry	6	1	7	7	8	15	-	-	-	22	3	3	-	-	3	25
Garfield	-	-	-	-	12	12	-	-	-	12	-	-	-	-	-	12
Grant	10	7	17	67	4	71	3	-	3	91	53	53	9	-	62	153
Grays Harbor	30	23	53	-	-	-	-	1	1	54	26	26	54	-	80	134
Island	2	2	4	15	47	62	-	-	-	66	14	14	26	-	40	106
Jefferson	24	16	40	36	19	55	-	-	-	95	13	13	-	-	13	108
King	1,928	992	2,920	668	2,751	3,419	15	28	43	6,382	2,408	2,408	50	34	2,492	8,874
Kitsap	33	38	71	59	103	162	-	2	2	235	71	71	21	1	93	328
Kittitas	6	11	17	15	20	35	2	2	4	56	7	7	5	1	13	69
Klickitat	2	2	4	5	45	50	-	-	-	54	2	2	-	-	2	56
Lewis	2	4	6	20	19	39	-	-	-	45	30	30	18	-	48	93
Lincoln	3	26	29	-	69	69	-	-	-	98	-	-	-	-	98	98
Mason	22	-	22	76	26	102	-	-	-	124	100	100	116	5	221	345
Okanogan	8	4	12	21	-	21	-	-	-	33	9	9	2	-	11	44
Pacific	-	-	-	-	-	-	-	-	-	-	12	12	2	-	14	14
Pend Oreille	-	-	-	3	-	3	-	-	-	3	-	-	-	-	-	3
Pierce	392	241	633	118	1,112	1,230	-	-	-	1,863	208	208	13	1	222	2,085
San Juan	-	-	-	-	-	-	-	-	-	-	27	27	13	2	42	42
Skagit	30	30	60	63	111	174	54	-	54	288	109	109	59	43	211	499
Skamania	2	-	2	5	-	5	-	-	-	7	3	3	15	-	18	25
Snohomish	222	71	293	137	821	958	6	16	22	1,273	502	502	72	13	587	1,860
Spokane	338	181	519	170	442	612	5	1	6	1,137	120	120	18	-	138	1,275
Stevens	3	-	3	-	11	11	-	-	-	14	2	2	-	1	3	17
Thurston	70	60	130	25	144	169	-	-	-	299	258	258	6	3	267	566
Wahkiakum	1	5	6	-	6	6	-	-	-	12	5	5	-	-	5	17
Walla Walla	36	57	93	45	44	89	-	-	-	182	19	19	43	-	62	244
Whatcom	101	109	210	155	129	284	2	2	4	498	167	167	34	1	202	700
Whitman	1	-	1	-	-	-	-	-	-	1	-	-	-	-	1	1
Yakima	139	30	169	82	124	206	-	-	-	375	40	40	19	1	60	435
TOTAL	3,815	2,099	5,914	2,123	6,714	8,837	94	60	154	14,905	4,551	4,551	780	110	5,441	20,346

Difference between 2006 and 2011 Point-in-Time Counts of Homeless Persons

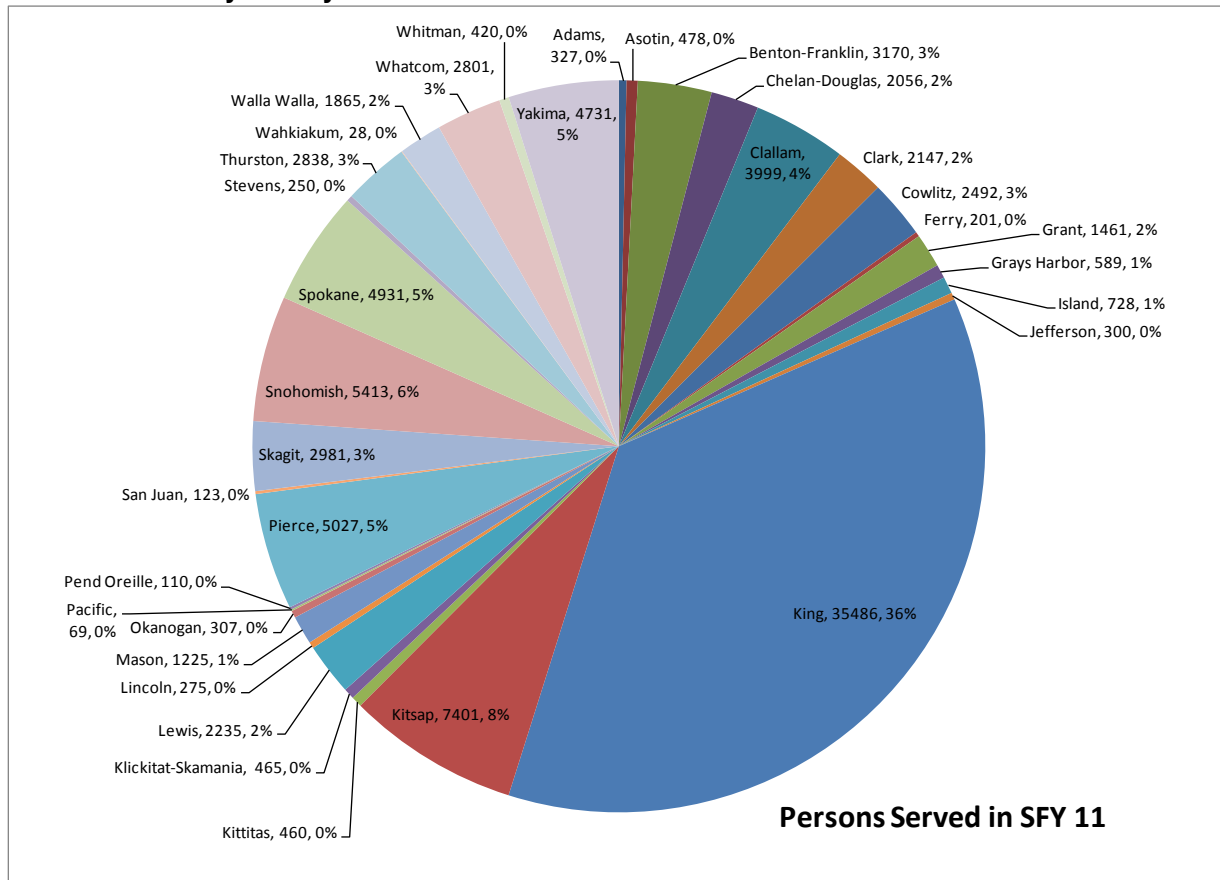
	<i>Sheltered</i>						<i>Unsheltered</i>			<i>TOTAL</i>	
	Individuals - Emergency Shelter	Individuals - Transitional	Individuals	Persons in Families with Minor Children - Emergency	Persons in Families with Minor Children - Transitional	Persons in Families with Minor Children	TOTAL Sheltered	Individuals	Persons in Families with Minor Children	TOTAL Unsheltered	Sheltered and Unsheltered
Adams	1	(32)	(31)	-	(10)	(10)	(41)	(14)	89	75	34
Asotin	(4)	(1)	(5)	-	(1)	(1)	(6)	15	2	17	11
Benton-Franklin	10	(242)	(232)	(35)	(281)	(316)	(548)	(19)	(18)	(37)	(585)
Chelan-Douglas	(23)	5	(18)	21	(35)	(14)	(32)	(28)	(71)	(99)	(131)
Clallam	(1)	(37)	(38)	3	48	51	13	(116)	(22)	(138)	(125)
Clark	(23)	(340)	(363)	(78)	(29)	(107)	(470)	22	(106)	(84)	(554)
Columbia	-	-	-	(4)	4	-	-	-	-	-	-
Cowlitz	(22)	(70)	(92)	33	(65)	(32)	(124)	(90)	6	(84)	(208)
Ferry	4	(1)	3	5	(3)	2	5	(2)	(2)	(4)	1
Garfield	-	-	-	(3)	10	7	7	(1)	-	(1)	6
Grant	8	(6)	2	69	(105)	(36)	(34)	53	9	62	28
Grays Harbor	(45)	(22)	(67)	(24)	(17)	(41)	(108)	(34)	42	8	(100)
Island	(2)	(3)	(5)	(9)	(22)	(31)	(36)	(4)	2	(2)	(38)
Jefferson	21	(68)	(47)	34	1	35	(12)	(21)	-	(21)	(33)
King	93	(219)	(126)	55	489	544	418	1,240	(694)	546	964
Kitsap	(2)	(81)	(83)	37	(154)	(117)	(200)	(5)	(14)	(19)	(219)
Kittitas	(2)	(7)	(9)	14	3	17	8	(16)	2	(14)	(6)
Klickitat	(3)	1	(2)	1	18	19	17	(2)	-	(2)	15
Lewis	(22)	(5)	(27)	(40)	2	(38)	(65)	(6)	-	(6)	(71)
Lincoln	3	7	10	-	30	30	40	(3)	-	(3)	37
Mason	17	-	17	53	(15)	38	55	89	56	145	200
Okanogan	(4)	(72)	(76)	6	(39)	(33)	(109)	(22)	(3)	(25)	(134)
Pacific	(1)	(3)	(4)	(10)	(21)	(31)	(35)	(13)	(19)	(32)	(67)
Pend Oreille	(3)	-	(3)	-	(13)	(13)	(16)	(4)	(17)	(21)	(37)
Pierce	80	116	196	(9)	618	609	805	(90)	(28)	(118)	687
San Juan	-	-	-	-	(7)	(7)	(7)	9	(10)	(1)	(8)
Skagit	3	(161)	(158)	45	(17)	28	(130)	(34)	54	20	(110)
			-			-	-			-	
Snohomish	(126)	(139)	(265)	(182)	242	60	(205)	(199)	(38)	(237)	(442)
Spokane	(126)	108	(18)	(120)	202	82	64	(316)	(65)	(381)	(317)
Stevens	2	(8)	(6)	(7)	(1)	(8)	(14)	(4)	1	(3)	(17)
Thurston	(38)	(7)	(45)	(23)	48	25	(20)	143	2	145	125
Wahkiakum	(1)	(9)	(10)	(4)	3	(1)	(11)	1	-	1	(10)
Walla Walla	(14)	2	(12)	(7)	(6)	(13)	(25)	(16)	39	23	(2)
Whatcom	(19)	(109)	(128)	96	(124)	(28)	(156)	(2)	20	18	(138)
Whitman	(5)	(23)	(28)	-	(76)	(76)	(104)	(1)	-	(1)	(105)
Yakima	39	(94)	(55)	28	(57)	(29)	(84)	(176)	(32)	(208)	(292)
	-	-	-	-	-	-	-	-	-	-	-
TOTAL	(203)	(1,520)	(1,723)	(50)	620	570	(1,153)	337	(800)	(463)	(1,616)

NUMBER SERVED WITH STATE, LOCAL, AND FEDERAL HOMELESS FUNDING

Number Served by Program Type

Program Type	Number Served
Emergency Shelter	26,474
Transitional Housing	15,211
Permanent Supportive Housing	7,509
Homeless Outreach	2,833
Homelessness Prevention & Rapid Re-housing	24,739
TOTAL served housing program types*	73,933
Average spent per person housed (Federal, state and local funds)*	\$1,409
*Not all units were entering data in the HMIS from the beginning of SFY 2011, so the number served is too low and amount spent is too high.	

Number Served by County



HIGHLIGHTS FROM THE HOMELESS HOUSING INVENTORY

2011 Homeless Housing by County

Time-limited and Permanent Supportive Housing				
	Beds for HH with minors	Units for HH with minors	Beds for HH w/out minors	TOTAL BEDS
Adams	12	3	12	24
Asotin	32	16	2	34
Benton-Franklin	946	276	614	1,560
Chelan-Douglas	506	218	263	769
Clallam	312	88	232	544
Clark	767	255	530	1,297
Columbia-Garfield	10	4	3	13
Cowlitz	672	206	161	833
Ferry	21	5	9	30
Grant	78	39	20	98
Grays Harbor	86	29	149	235
Island	222	82	39	261
Jefferson	60	16	30	90
King	4,986	1,402	5,557	10,543
Kitsap	355	94	231	586
Kittitas	169	67	14	183
Klickitat	77	25	9	86
Skamania	27	12	3	30
Lewis	444	210	100	544
Lincoln	6	2	6	12
Mason	196	50	6	202
Okanogan	944	370	950	1,894
Pacific	5	3	2	7
Pend Oreille	27	4	-	27
Pierce	1,664	537	1,003	2,667
San Juan	14	5	14	28
Skagit	757	205	103	860
Snohomish	1,977	634	739	2,716
Spokane County	205	46	47	252
City of Spokane	840	279	1,002	1,842
Stevens	61	14	3	64
Thurston	360	125	277	637
Wahkiakum	15	9	32	47
Walla Walla	199	69	189	388
Whatcom	349	142	483	832
Whitman	34	14	7	41
TOTAL	17,435	5,555	12,841	30,276

Budgeted Uses of Homeless Document Recording Fees by Project Type (based on housing inventory)		
	State	Local
Tenant-based rent assistance, leasing, or hotel/motel vouchers	66.1%	53.4%
<i>Additional Details</i>		
Tenant-based rent assistance projects	36.8%	16.8%
Leased housing projects	24.5%	36.3%
Hotel/motel vouchers projects	4.8%	0.4%
Housing provided in buildings owned by service providers	32.2%	19.6%
Services only projects	1.6%	19.3%
Capital construction of housing	0.0%	7.7%

PERFORMANCE MEASURES BY PROJECT TYPE

Term of Homelessness

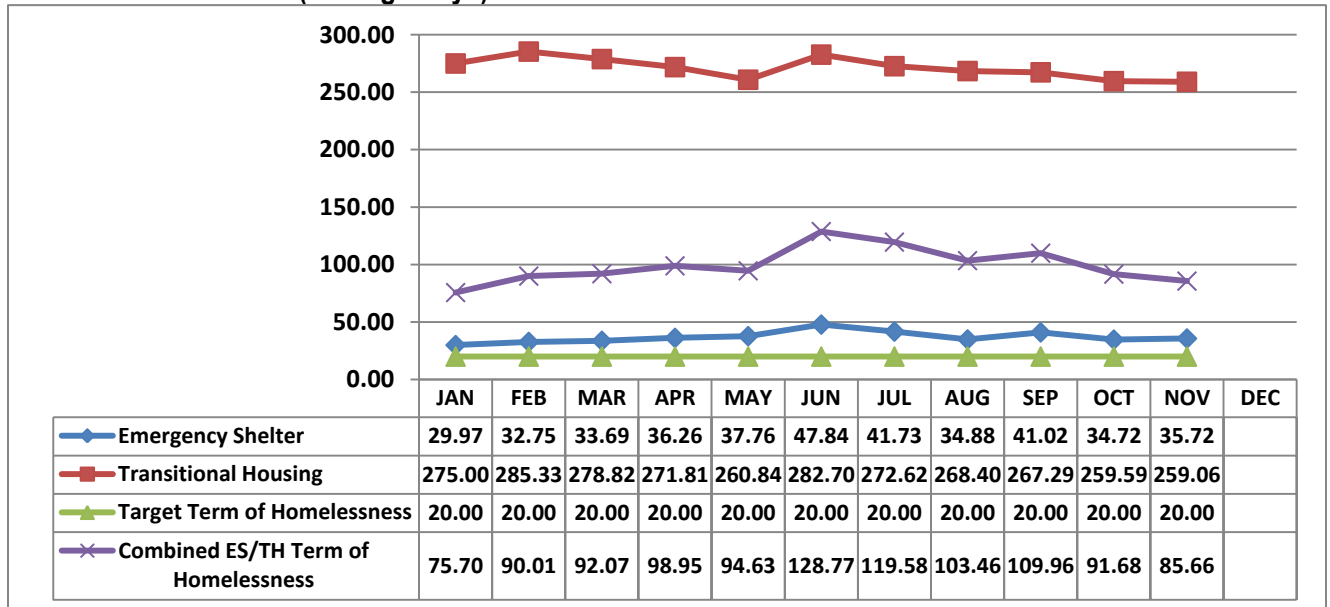
Definition: The mean (average) length of homeless episodes for that geographic area.

Time Period: Six complete months prior to the Dashboard report month.

HMIS Query Method: The query for “Emergency Shelter Term of Homelessness” counts all the service dates for households who exited emergency shelter programs in the last six complete months prior to the Dashboard report month. The service has to be coded as “Temporary Housing and Other Financial Assistance.” The distinct days of service are then added together for each household, and an average number of days per household are derived for each county and for the state as a whole. The query for “Transitional Housing – Term of Homelessness” looks for a distinct Head of Household and program start and end dates for households who exited transitional housing programs in the last six complete months prior to the Dashboard report month. The number of days between program start and end date are calculated, and an average number of days per household is derived for each county and for the state as a whole. The number of days of service and number of households are then totaled across both program types, and an average number of days per household is derived for the state to determine an overall term of homelessness.

Results

Term of Homelessness (Average Days)



Households Leaving Homelessness and Households Returning to Homelessness after Leaving Homelessness (Recidivism)

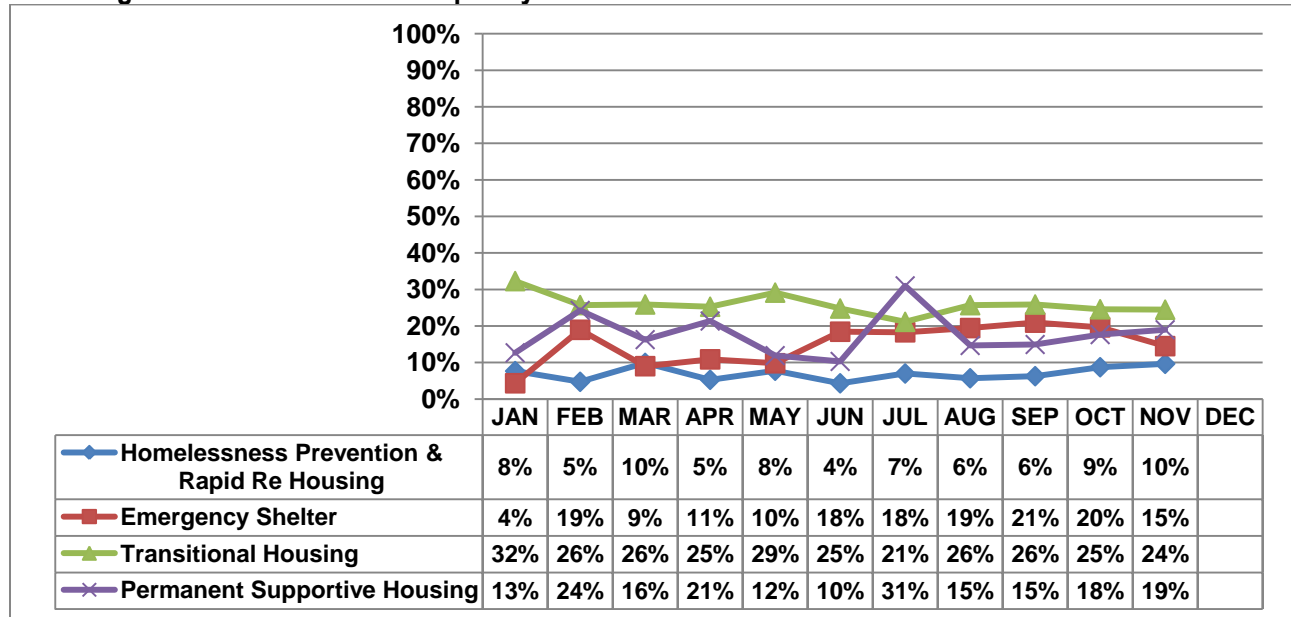
Definition: Of individuals and families that leave homelessness from a homeless housing program, how many return to emergency shelter or transitional housing within two years.

Time Period: 1) Leaving Homelessness – Households exiting in a single month by destination (month used is 13 months prior to report month); 2) Recidivism – Households IDs with permanent destination from #1 matched against all new entries into transitional housing, emergency shelter, or rapid re-housing since January 2010.

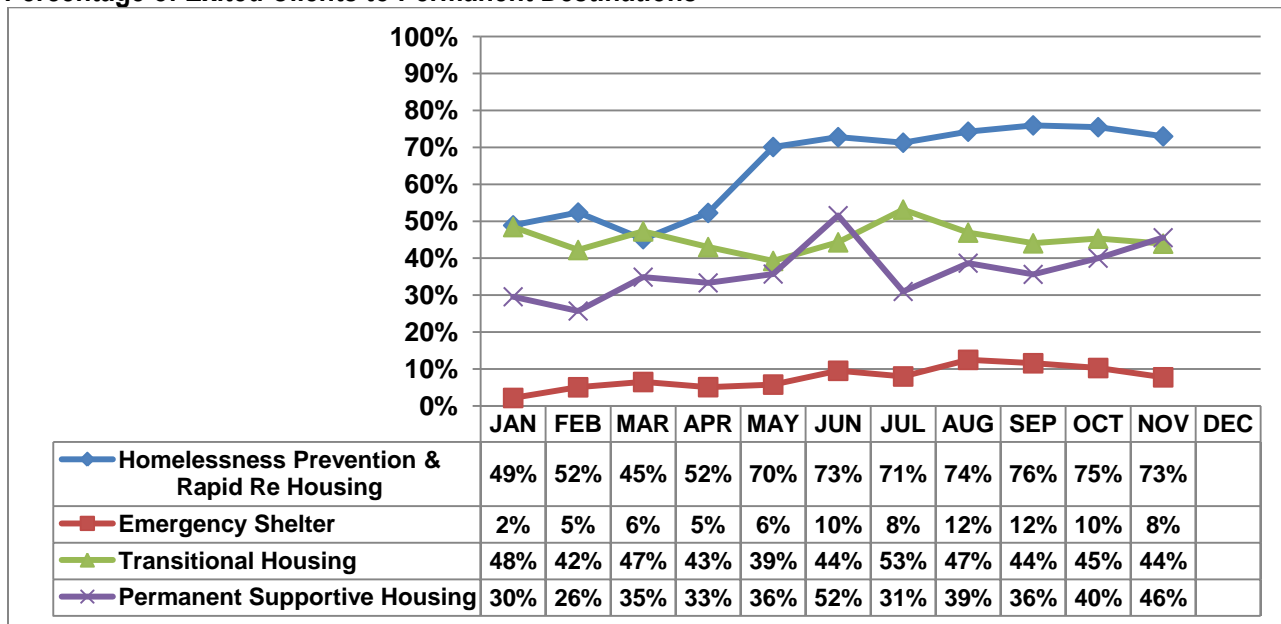
HMIS Query Method: The query for households leaving homelessness starts with a count of the number of households who exited from the program’s emergency shelter, transitional housing, homeless prevention and rapid re-housing, or permanent supportive housing in the 13th month prior to the Homeless Dashboard report. Then, a count of those households that exited to a permanent destination is done to obtain the percentage of households leaving homelessness. Finally, the cohort of households who left homelessness is compared to the households who have since enrolled in emergency shelter or transitional housing. Any matches between those two cohorts are counted as a household that has returned to homelessness after leaving homelessness.

Results

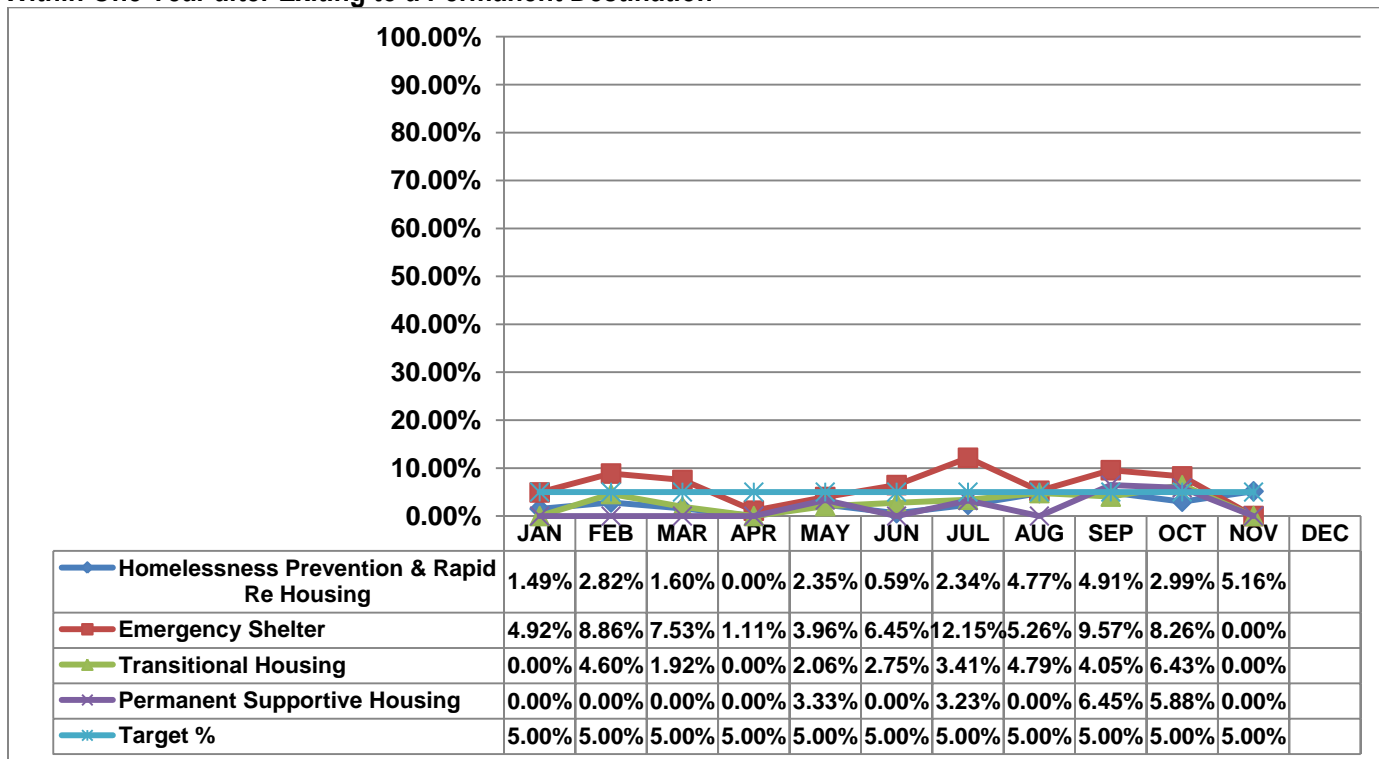
Percentage of Exited Clients to Temporary Destinations



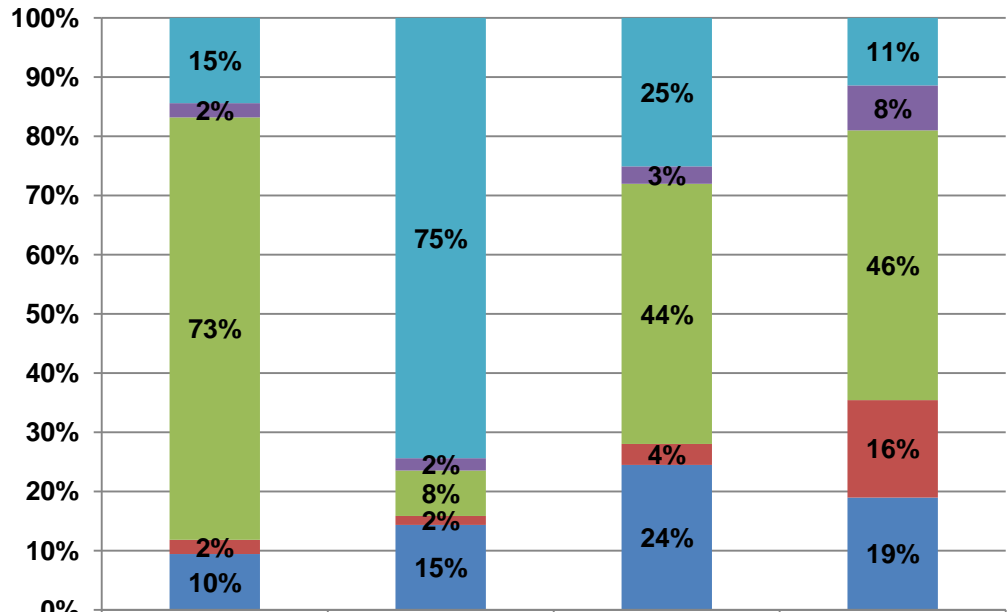
Percentage of Exited Clients to Permanent Destinations



Percentage of Clients Who Returned to Homelessness Within One Year after Exiting to a Permanent Destination



Destination at Exit*



	Homelessness Prevention & Rapid Re Housing	Emergency Shelter	Transitional Housing	Permanent Supportive Housing
Unknown Destination	15%	75%	25%	11%
Other Destination	2%	2%	3%	8%
Permanent Destination	73%	8%	44%	46%
Institutional Destination	2%	2%	4%	16%
Temporary Destination	10%	15%	24%	19%

Earned Income or Employment at Exit

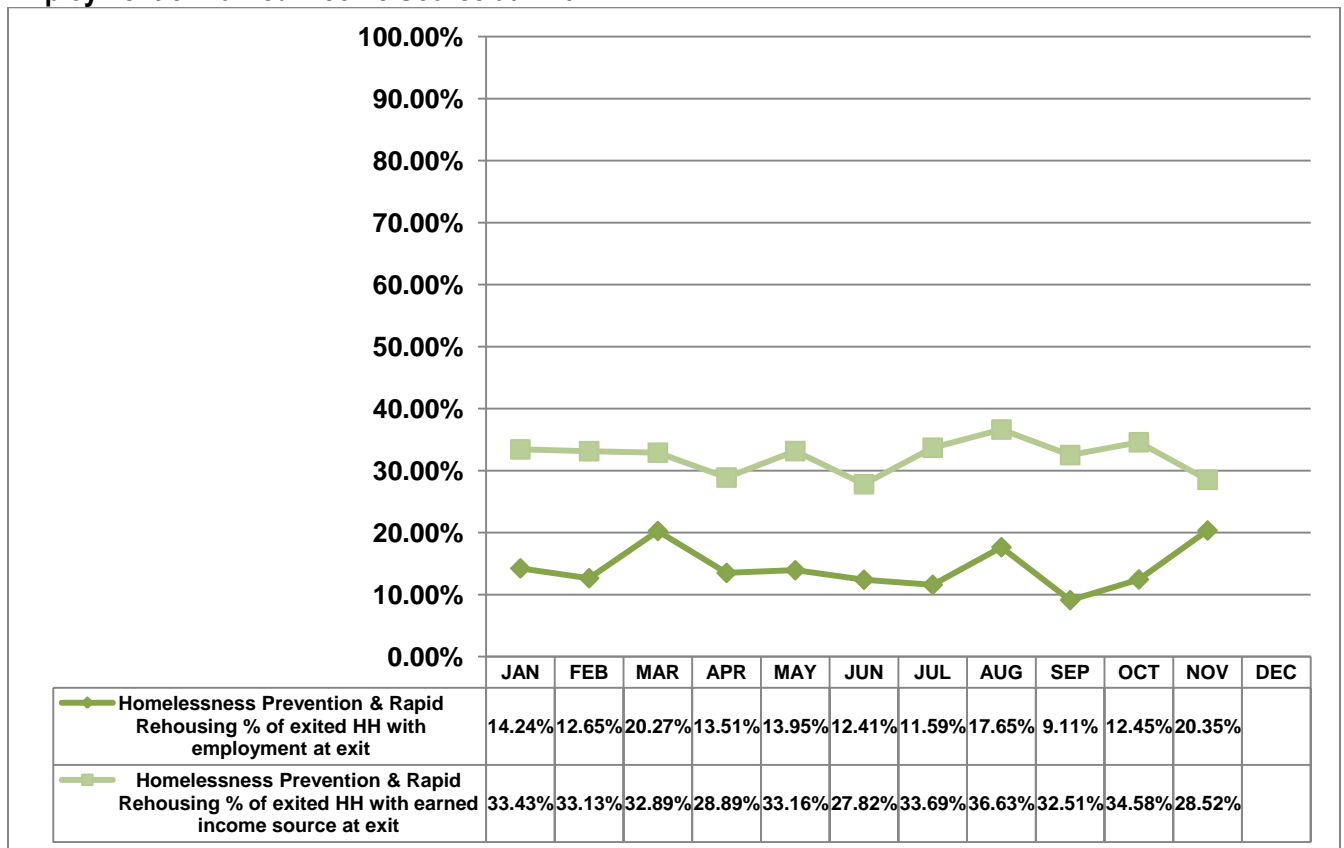
Definition: The percentage households that have earned income or employment at exit.

Time Period: Immediate complete month prior to the Homeless Dashboard report month.

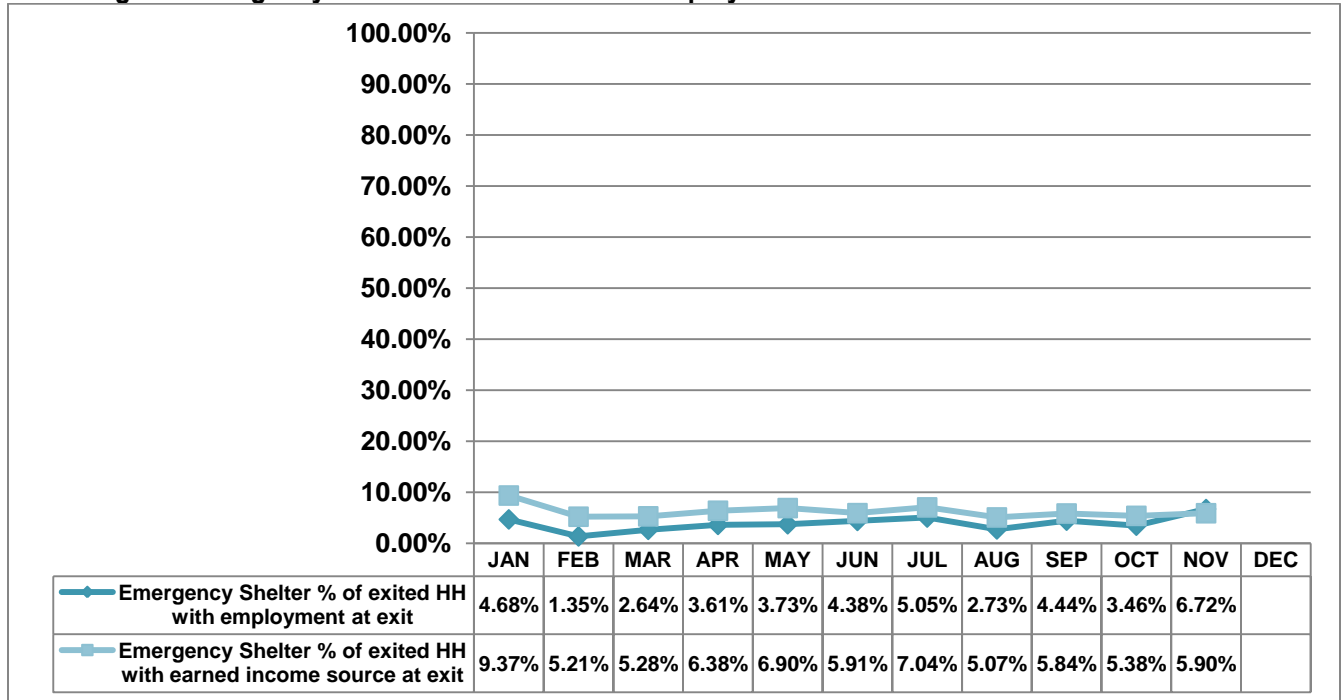
HMIS Query Method: First, obtain a count of households that have exited homelessness prevention and rapid re-housing, emergency shelter, or transitional housing in the month prior to the Homeless Dashboard report month. Of those, count the number that have an income source of “Earned Income” in their program exit snapshot, and separately count the number that have an answer of “Yes” to the program exit question, “Is client currently employed?” Divide the two different counts of earned income and employment at exit by the total number of exited clients and multiply by 100 to obtain a percentage.

Results

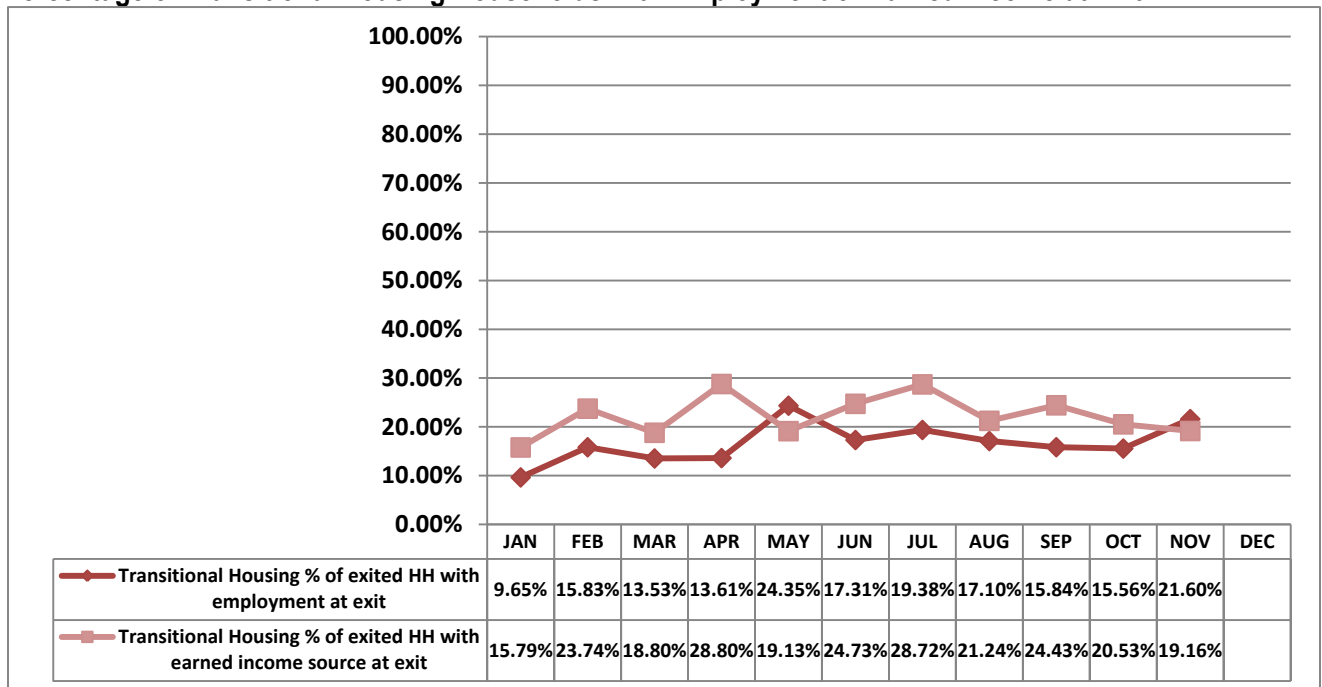
Percentage of Homelessness Prevention and Rapid Re-housing (HPRP) Households with Employment or Earned Income Source at Exit



Percentage of Emergency Shelter Households with Employment or Earned Income at Exit



Percentage of Transitional Housing Households with Employment or Earned Income at Exit



GLOSSARY

Additional Requirements for Emergent Needs (AREN): Payments of up to \$750 to families eligible for temporary assistance for needy families (TANF), state family assistance (SFA) or refugee cash assistance (RCA) to help in an emergency to get or keep safe housing or utilities. Payments may be used for eviction or foreclosure prevention, secure housing if homeless or a domestic violence victim, secure or prevent utility shut-off, or repair damage to home if it causes a risk to health or safety.

Affordable housing: Housing is generally defined by the U.S. Department of Housing and Urban Development (HUD) as affordable when the occupant is paying no more than 30 percent of their adjusted gross income for housing costs, including utilities. Affordable housing may refer to subsidized or unsubsidized units.

At risk of becoming homeless: Being on the brink of becoming homeless due to one or more of the following: having inadequate income or paying too high a percentage of income on rent (typically 50 percent or more), living in housing that does not meet federal housing quality standards, or living in housing that is seriously overcrowded. Also see Homeless Person.

Chronically homeless, as defined by HUD: A “chronically homeless” person is defined by HUD as an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years.

Continuum of care planning group: To receive federal homeless funding, a community must establish a continuum of care planning group, made up of homeless outreach providers, emergency shelter providers, transitional housing providers, and representatives from other public and private organizations that serve homeless people. Continuum of care groups exist in almost every county in the state, and meet regularly to better coordinate services to homeless people.

Diversion cash assistance: Diversion cash assistance helps families who do not want to go on monthly cash assistance (TANF), state family assistance (SFA), or refugee cash assistance (RCA). They must be eligible for TANF or SFA, but do not have to participate in the WorkFirst requirements. Payments are limited to \$1,500 per year.

Emergency shelter: Any facility with overnight sleeping accommodations for up to 90 days, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of homeless persons. Eligible prevention services include paying up to 90 days for rent or mortgage subsidies to prevent eviction; first or last month's rent, security deposits, and screening fees; case management to assist with obtaining or maintaining housing, and other services (food, childcare, counseling, etc.); and follow-up client contact to assess the need for additional services or the effectiveness of previous program efforts.

Emergency Shelter Grant Program (ESG): Provides funding to counties to support the operating costs of emergency shelters. ESG also provides support services for people who are homeless, resulting in greater individual self sufficiency.

Emergency Shelter Assistance Program (ESAP) (including the Homeless Family Shelter Program): Supports a network of 146 community-based emergency shelters and programs statewide to prevent homelessness or for those already homeless, quickly re-house them in safe, secure and affordable housing.

Extremely low-income: An individual or family whose income is between 0 percent and 30 percent of the median income for the area, as determined by the U.S. Department of Housing and Urban Development (HUD).

General Assistance Unemployable (GAU): A state-funded program that provides cash and medical benefits for people who are temporarily physically or mentally incapacitated and unemployable for 90 days from the date of application.

Homeless individual: In general, the term “homeless” or “homeless individual” includes an individual who lacks a fixed, regular and adequate nighttime residence, and an individual who has a primary nighttime residence that is a publicly supervised or privately operated shelter designed to provide temporary living accommodations, an institution that provides a temporary residence for individuals intended to be institutionalized, or a public or private place not designated for, or ordinarily used as, a regular sleeping accommodation for human beings.

Homeless prevention: Activities or programs designed to prevent the incidence of homelessness including, but not limited to:

- Short-term subsidies to defray rent and overdue utility charges for families who have received eviction or utility termination notices.
- Security deposits or first month’s rent to permit a homeless family to move into their own apartment.
- Mediation programs for landlord-tenant disputes.
- Legal services programs for the representation of indigent tenants in eviction proceedings.
- Payments to prevent foreclosure on a home.
- Other innovative programs and activities designed to prevent the incidence of homelessness.

Homeless Prevention and Rapid Rehousing (HPRP): Funding from HUD for rental assistance for people at imminent risk of becoming homeless, or to move homeless people into rental housing; provided as part of the American Recovery and Reinvestment Act.

Homeless Veterans Reintegration Project: Competitive grant funded by the U.S. Department of Labor to provide services that help re-integrate homeless veterans into meaningful employment. Services include job placement, training, job development, career counseling,

resume preparation and supportive services, such as clothing, provision of or referral to temporary, transitional and permanent housing, referral to medical and substance abuse treatment, and transportation assistance.

Household: A household is comprised of one or more individuals (the National Affordable Housing Act definition required to be used in the CHAS rule – equivalent to U.S. Census Bureau definition of household). The U.S. Census defines a family as a householder (head of household) and one or more other persons living in the same household who are related by birth, marriage or adoption.

Housing First: Moving homeless persons from the streets to permanent housing as quickly as possible by removing barriers to housing and providing on-site services, as needed, which engage and support individuals to maintain their health and housing stability.

Housing unit: An occupied or vacant house, apartment or a single unit that is intended as separate living quarters.

Information and referral: Assistance to individuals who are having a difficult time finding or securing housing.

McKinney-Vento Act: The primary federal response targeted to assisting homeless individuals and families. The scope of the act includes outreach, emergency food and shelter, transitional and permanent housing, primary health care services, mental health, alcohol and drug abuse treatment, education, job training and childcare. There are nine titles under the McKinney-Vento Act that are administered by several different federal agencies, including HUD.

Mental illness: A mental illness is a psychiatric disorder that results in a disruption in a person's thinking, feeling, moods and ability to relate to others.

Permanent Supportive Housing: Long-term community-based housing and supportive services for homeless persons. The intent of this type of supportive housing is to enable this special needs population to live as independently as possible in a permanent setting. The supportive services may be provided by the organization managing the housing or provided by other public or private service agencies.

Person with a disability: A person who is determined to: 1) have a physical, mental or emotional impairment that is expected to be of continued and indefinite duration, substantially impedes his or her ability to live independently and is of such a nature that the ability could be improved by more suitable housing conditions; or 2) have a developmental disability, as defined in the Developmental Disabilities Assistance and Bill of Rights Act.

Projects for Assistance in Transition from Homelessness (PATH): Created under the McKinney Act – a formula grant program that funds support service delivery to individuals with serious mental illnesses, as well as individuals with co-occurring substance use disorders, who are homeless or at risk of becoming homeless.

Rental assistance: Cash subsidy for housing costs provided as either project-based rental assistance or tenant-based rental assistance.

Section 8 rental subsidy: A federal rent subsidy program that provides monthly rental assistance to low-income individuals residing in privately owned units. The rents must be within HUD limits, and the units must meet HUD Housing Quality Standards. Section 8 can be used in cooperatives to help lower-income households pay their monthly carrying charges.

Self-sufficiency income: The amount of earned income needed by a household to afford the bare minimum costs of living in a community; varies by family size and community. (See <http://www.thecalculator.org/> for additional details.)

Social Security Disability Insurance (SSDI): SSDI is federal wage-replacement income for those who have a disability meeting Social Security disability rules.

Substance use issues: The problems resulting from a pattern of using substances such as alcohol and drugs. Problems can include a failure to fulfill major responsibilities or using substances in spite of physical, legal, social and interpersonal problems and risks.

Supplemental Security Income (SSI): The program is funded by the general revenues of the U.S. Treasury and is intended to provide a minimum level of income to persons who are aged, disabled, or blind and demonstrate economic need. The SSI program is meant to supplement any income an individual might already have to ensure a certain level of income to meet basic living expenses. The dollar amount received in SSI on a monthly basis varies from person to person and is computed each month, taking into account an individual's current financial situation.

Support service: Services provided to individuals to assist them to achieve or maintain stability, health and improved quality of life. Some examples are case management, medical or psychological counseling and supervision, childcare, transportation and job training.

Supportive housing: Permanent affordable housing enriched with support services designed to help tenants who are homeless, very low-income, or have disabilities or other chronic health conditions to maintain their housing and achieve maximum independence.

TANF – Temporary Assistance to Needy Families: A program administered by the U.S. Department of Health and Human Services. TANF, which replaced and is sometimes referred to as welfare, provides assistance and work opportunities to families with low incomes by granting states the federal funds and guidelines to administer their own welfare programs.

Transition in place: A type of housing program in which supportive services are provided on a transitional basis. Once the individual or family no longer needs supportive services, this individual or household has the option to stay in the affordable unit in which they have been living.

Transitional housing: A type of supportive housing used to facilitate the movement of homeless individuals and families to permanent housing. It is housing in which homeless persons live for up to 24 months and receive supportive services that enable them to live more independently. The supportive services may be provided by the organization managing the housing or coordinated by them and provided by other public or private agencies. It is a middle point between emergency shelter and permanent housing.

Youth: For purposes of narrative descriptions, “youth” can include persons up to age 21. For the point-in-time count of homeless persons, “youth” refers to persons less than 18 years old.

Appendix A - Report on the Transitional Housing, Operating and Rent (THOR) Program

Introduction

Codified in 2008 ([RCW 185C.210-215](#)), the Transitional Housing, Operating, and Rent program (THOR) assists individuals and families who are homeless or who are at risk of becoming homeless to secure and retain safe, decent and affordable housing. This is a status report on how the Department of Commerce (Commerce) is implementing the THOR program. The report contains data pertinent to the performance measures for THOR as specified by legislation.

Performance Measurement

[RCW 43.185C.210](#) established new performance measures for the THOR program in the following issue areas.

- Number of households served.
- Transition to permanent affordable housing.
- Achievement of, or increases in, self-sufficiency.
- Financial performance.
- Washington Homeless Management Information System (HMIS).
- Household satisfaction.

Number Served

	Total Reported in HMIS	Percent
Households Served	1,329	-
Families with Children Served	1,117	84.05%
Individuals or Families Without Children	208	15.65%
Number of Households Without Family Type Data	4	0.30%

New Households Served

	Total Reported in HMIS	Percent
New Households Served	803	-
New Total Households Served With Adult Mental Health Disorder (2039)	65	8.07%
New Total Households Served With Adult Substance Abuse Disorder (2115)	89	11.06%
New Total Households Served With Adult Co-occurring Disorder	38	4.72%
New Total Households Served with "Jail" as Residence Prior to Program Entry	2	0.25%
New Total Households Served With 13.34 Status*	~74.06	~9.2%

New Families with Children Served

	Total Reported in HMIS	Percent
New Families with Children Households Served	677	-
New Families with Children Households Served With Adult Mental Health Disorder	55	8.07%
New Families with Children Households Served With Adult Substance Abuse Disorder	75	11.06%
New Families with Children Households Served With Adult Co-occurring Disorder	32	4.72%
New Families with Children Households Served With "Offender in last 18 months"	N/A	N/A
New Families with Children Households Served With "Jail" as Residence Prior to Program Entry	2	0.25%
New Families with Children Households Served With 13.34 status*	~62	~9.2%

New Families without Children Served

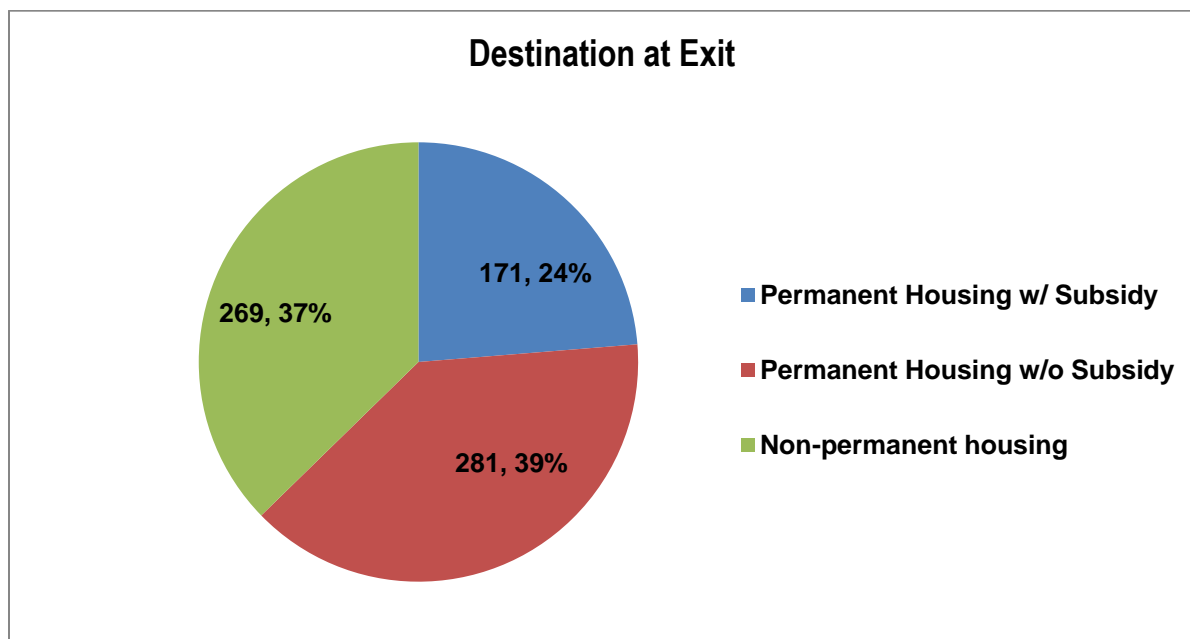
	Total Reported in HMIS	Percent
New Families Without Children Households Served	126	-
New Families Without Children Households Served With Adult Mental Health Disorder	10	8.07%
New Families Without Children Households Served With Adult Substance Abuse Disorder	14	11.06%
New Families Without Children Households Served with Adult Co-occurring Disorder	6	4.72%
New Families Without Children Households Served With "Offender in last 18 months"	N/A	
New Families Without Children Households Served With "Jail" as Residence Prior to Program Entry	0	0.25%

*There were an estimated 276 unique individuals in 128 households who received THOR in SFY 2011 and were either a child, primary caregiver, or secondary caregiver in a child dependency case based on records from the Department of Social and Health Services Children's Administration.** The estimated 276 individuals represented 7.0 percent of 3,950 individuals and 9.2 percent of the 1,392 households that received THOR in State Fiscal Year 2011, as recorded in HMIS.

**Child Dependency cases were identified as "dependency" or "shelter care" cases in the DSHS Children's Administration FamLink database.

Transition to Permanent Affordable Housing

	Total Reported in HMIS	Percent
Households Exiting the Program	721	-
Households Exiting to Permanent Housing (Total Subsidized and Unsubsidized)	452	62.69%
Households Exiting to Non-permanent Housing	269	37.31%
Of Those Exiting to Permanent Housing, Households Exiting to Permanent Housing With Subsidy	171	37.83%
Of Those Exiting to Permanent Housing, Households Exiting to Permanent Housing Without Subsidy	281	62.17%



Definitions

- Permanent housing with a subsidy includes Section 8, Shelter Plus Care, public housing, other ownership or rental with subsidy, or Safe Havens.
- Permanent housing without a subsidy includes homeownership, rental without subsidy, and moving in with a family member or friend on a permanent basis.
- Non-permanent housing means the participant could not be located or the client exited to emergency shelter, another transitional housing facility, a psychiatric hospital or other psychiatric facility, a substance abuse treatment center, a hospital, jail, prison, a juvenile detention facility, a family member or friend's residence on a temporary basis, a hotel or motel paid for without an emergency shelter voucher, a foster care home or group home, or a place not meant for human habitation.

Achievement of, or Increases in, Self-Sufficiency

	Total Reported in HMIS	Percent
Exiting Households With Increased Income Since Entering THOR Program	217	30.10%
Exiting With Increased Income Where Increase is Greater Than Five Percent	204	94%
Households Exiting the Program With Income at Exit Between 0-100 Percent of Federal Poverty Level	108/144 with data	75%
Households Exiting the Program With Income at Exit Between 100-200 Percent of Federal Poverty Level	36/144 with data	25%
Of Those That Increased Income From Entry to Exit, Average Income Increase	\$805.00	N/A
Of Those That Increased Income From Entry to Exit, Median Income Increase	\$533.00	N/A
Of Those That Decreased Income From Entry to Exit, Average Income Increase	\$445.00	N/A
Of Those That Decreased Income From Entry to Exit, Median Income Increase	\$251.00	N/A

Financial Performance. The total biennial amount allocated to the THOR program was \$8.5 million. In FY 2011, Commerce spent \$114,570 to administer the program. The balance of pass-through funds available in FY 2011 was approximately \$5,095,000. Grantees expended 96 percent of these funds, with a statewide average cost per household being \$3,668. At the grantee level, expenditure amounts are collected monthly and include actual expenditures for each grantee and any subgrantees.

Washington Homeless Management Information System (HMIS). All THOR grantees are currently submitting data using the HMIS.

Household Satisfaction. Commerce received 92 responses to the web-based exiting household satisfaction survey. Households could complete the survey either online or using a hard copy.

Sixty-seven percent of respondents were very satisfied with the rental assistance received and 65 percent were very satisfied with case management services. The survey inquires about how well the services helped the household meet their housing stability goals. Sixty-six percent of respondents felt rental assistance helped them achieve their goals very well, and 74 percent thought case management services helped them achieve their goals very well. Thirty-eight percent of the households met all of their goals, while 57 percent met some of their goals.

Appendix B - Report on the Independent Youth Housing Program

Introduction

The Independent Youth Housing Program (IYHP) provides rental assistance and case management to youth, ages 18 to 23, who have exited the state dependency system. It was codified in 2007 ([RCW 43.63A.305](#)).

During FY 2011, the Department of Commerce (Commerce) held grants to provide program services with five agencies: Catholic Family and Child Service (CFCS), serving Benton, Franklin and Yakima Counties; Community Youth Services (CYS), serving Lewis and Thurston Counties; Pierce County Alliance (PCA), serving Pierce County; Volunteers of America (VOA), serving Spokane County; and YMCA of Greater Seattle (YMCA), serving King County.

This is the annual report on IYHP for the period July 1, 2010, through June 30, 2011. The report contains data pertinent to the performance measures for IYHP as specified by legislation. IYHP is specifically referenced under the “Transitional Subsidized Housing and Services” strategy in the state Homeless Plan.

Commerce eliminated paper reporting for IYHP data in late 2009. IYHP grantees were asked to input all program data for state fiscal year 2011 (July 1, 2010 – June 30, 2011) into the state HMIS via direct data entry or data integration. We continue to address data quality and integration issues with grantees, and expect that future annual reports will reflect increased accuracy and completeness of data.

Performance Measurement

RCW 43.63A.311 established performance measures for the IYHP, which pertain to the following issue areas.

- Enrollment levels.
- Housing stability.
- Economic self-sufficiency.
- Independent living skills.
- Education and job training attainment.
- Use of state-funded services over time.
- Percentage of youths aging out of the state dependency system each year who are eligible for state assistance.

Enrollment Levels

	King	Pierce	Spokane	Thurston	Yakima	Total
Youth Served	26	30	22	28	21	127
Average Length of Program Participation (Still Enrolled and Exited In SFY 2011)	379.07	498.83	325.77	371.71	418.14	402.78
Average Length of Stay (Only Exited)	260.25	349.5	90	381	581.1	401.64

Housing Stability

	King	Pierce	Spokane	Thurston	Yakima	Total
Youth Enrolled	6	10	11	14	10	51
Youth Exited	8	3	1	12	10	34
Youth Exited to Other Than Permanent Housing	4	1	0	7	1	14
Youth Exited to Permanent Housing	4	2	1	5	9	21
Youth Exited to Subsidized Permanent Housing	0	0	0	1	0	1
Youth Exited to Unsubsidized Permanent Housing	4	2	1	4	9	20

Definitions

- “Permanent unsubsidized housing” includes homeownership, rental without subsidy and moving in with a family member or friend on a permanent basis.
- “Permanent subsidized housing” includes Section 8, Shelter Plus Care, public housing and other ownership or rental with subsidy, or Safe Havens.
- “Other locations” means the participant could not be located or the client exited to emergency shelter; another transitional housing facility; a psychiatric hospital or other psychiatric facility; a substance abuse treatment center; a hospital; jail; prison; a juvenile detention facility; a family member or friend’s residence on a temporary basis; a hotel or motel paid for without an emergency shelter voucher; a foster care home or group home; or a place not meant for human habitation.

Economic Self-Sufficiency

	King	Pierce	Spokane	Thurston	Yakima	Total
Served During Program Year	26	30	22	28	21	127
Enrolled at End of Program Year	19	28	21	16	11	95
Youth Who Increased Income From Entry to Exit		1		4	6	11
Youth With No Change or Decrease Income From Entry to Exit	8	1	1	8	4	22
Youth Earning Self-Sufficiency Income	0	0	0	0	0	0
Youth Employed at Entry		4	1	2	5	12
Youth Unemployed at Entry	6	5	10	9	5	35
Youth Don't Know/Refused/NULL Employment at Entry		1		3		4
Youth Employed at Exit	2			1	8	11
Youth Employed at Exit Who Were Employed at Entry	0				4	4
Youth Employed at Exit Who Were Not Employed at Entry	2			1	4	7
Youth Unemployed at Exit	5			9	1	15
Youth With NULL/DK/R Employment at Exit	1	2	1	2	1	8

Independent Living Skills

	King	Pierce	Spokane	Thurston	Yakima	Total
Youth Participating In IYHP For More Than 12 Months	21	21	13	16	12	83
Youth Participating In IYHP For More Than 12 Months Who Increased Their ACLSA Raw Score By 5 Percent Or More	3	11	3	3	1	21

Education and Job Training Attainment

	King	Pierce	Spokane	Thurston	Yakima	Total
Youth With Degree at Entry	5		5	11	7	28
Youth Without HS Diploma or GED at Entry	1	10	6	3	3	23
Youth Currently In School at Entry, Reassessment or Exit	20	13	15	17	18	83
Degree at Exit With None at Entry	2				1	3
Degree at Exit But Had One at Entry	5			8	9	22
Youth Without HS Diploma or GED at Program Exit				1		1
Youth With Missing Data in Education Level	1	2	1	3	0	7
Vocational Training Cert At Entry		3	1	3	1	8
Vocational Training Cert At Exit	1	2	1	4		10
Youth With HS Diploma or GED at Program Entry by County	5		5	11	7	28

Use of All State-funded Services over Time

	King	Pierce	Spokane	Thurston	Yakima	Total	Percent
Mentoring	3	7	12	4	10	36	28%
Child Care	5	2		4		11	9%
Career Planning	10	20	11	6	20	67	53%
Daily Living Skills	6	12	9	11	15	53	42%
Educational Advocacy	10	21	15	19	5	70	55%
Tuition/School Expense Assistance	17	18	12	12	9	68	54%
Diploma/GED Prep	5	5	8	1	3	22	17%
Post Secondary Ed Prep	2	15	9		15	41	32%
Work/Study Skills	4	11	9	4	17	45	35%
Employment Assistance	8	22	17	7	10	64	50%
Money Management	11	20	14	20	18	83	65%
Family Links		1		1	3	5	4%
Mental Health Services	7	3		6		16	13%

HIV/AIDS Related Services						0	0%
Self Care	2	9	12	2	19	44	35%
Other Health Care	9	1	1	12	5	28	22%
Alcohol/Drug Abuse Services			1		1	2	2%
Parenting Skills	4	1	1	4	2	12	9%
Recreational/Cultural Learning Activities	3	10	5	1		19	15%
Legal Advocacy	8	3	6			17	13%
Social Skills	3	6	9	5	19	42	33%
Transportation	16	16	12	11	3	58	46%
Other				1		1	1%
Youth Receiving At Least One Supportive Service	23	21	16	24	21	105	83%

Percent of Services Funded All or in Part by State Dollars

	King	Pierce	Spokane	Thurston	Yakima	Total
Percent of Services Funded All or in Part by State Dollars	57%	100%	100%	92%	76%	84%

Decreases in the Percentage of Youths Aging Out of the State Dependency System Each Year who are Eligible for State Assistance

The Department of Social and Health Services (DSHS), Research and Data Analysis Division (RDA), compared several risk factors and outcome areas for three different groups:

- 551 youth who aged out of foster care from SFY 2004 through SFY 2010.
- 8,325 youth who were age 18 as of June 2004 and received TANF-related Family Medical coverage in SFY 2004.
- 19,501 youth who were age 18 as of June 2004 and received Medicaid coverage through the Children’s Medical coverage group in SFY 2004.

The Children’s Medical coverage group provides Medicaid coverage to children in households with income above TANF program eligibility limits, but below 200 percent of the federal poverty level. These Medicaid medical coverage groups represent most of the state population of children in households at or below 200 percent of the federal poverty level.

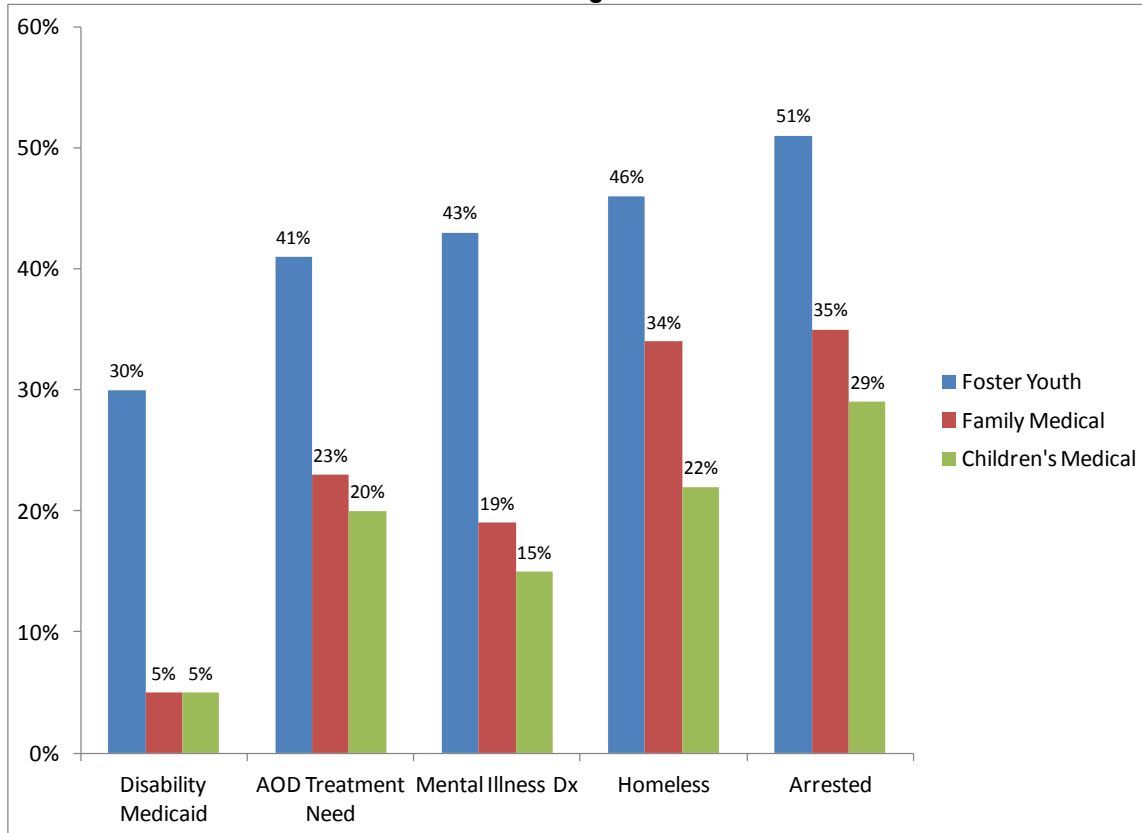
The risk-factor and outcome areas compared include enrollment in disability-related medical coverage, indications of Alcohol or Other Drug (AOD) treatment need, indications of mental illness, indications of housing instability or homelessness, and risk of arrest.

Methodology

- Homelessness and housing instability is measured using living arrangement information in the Automated Client Eligibility System (ACES) that indicates a period of time where the youth was “homeless without housing,” “homeless with housing,” or living in an emergency shelter. This measure likely understates the true prevalence of housing instability because it is reliably collected only during periods of time where persons receive cash or food assistance.
- Arrest measures are derived from linked Washington State Patrol data. This data does not include all arrests for misdemeanor offenses, and therefore somewhat understate arrest prevalence.
- Mental illness data is derived from medical and mental health claims and encounters in the ProviderOne and legacy systems.
- Disability enrollment is derived from the ACES system. Mental illness is the most common primary disabling condition for the youth in these cohorts who become disabled.
- AOD treatment need is identified if the youth was arrested for a substance-related offense (e.g., DUI or possession of illegal drugs), diagnosed with a substance use disorder by a clinician in during a medical or behavioral health service encounter, or participated in AOD treatment or detoxification services.

The analysis summarized in the following chart shows that across most of these risk and outcome areas, there is a much higher rate of occurrence among youth aging out of foster care than among youth in the comparison groups.

Selected Risk Factors and Outcomes Occurring over the FY 2004 to FY 2010 Period



This analysis shows:

- Thirty percent of foster youth enrolled in disability-related Medicaid coverage at some point in the FY 2004 to FY 2010, compared to only 5 percent of youth in the Family Medical and Children’s Medical comparison groups.
- Forty-one percent of foster youth had an indication of an AOD treatment need at some time over the FY 2004 to FY 2009 period,¹² compared to 23 percent of youth in the Family Medical comparison group and 20 percent of youth in the Children’s Medical comparison groups.
- Forty-three percent of foster youth were diagnosed with mental illness in Medicaid-paid service encounters at some time over the FY 2004 to FY 2010 period, compared to 19 percent of youth in the Family Medical comparison group and 15 percent of youth in the Children’s Medical comparison groups.
- Forty-six percent of foster youth experienced a spell of homelessness or housing instability over the FY 2004 to FY 2010 period, compared to 34 percent of youth in the

¹² Due to data limitations, the AOD treatment need measure spans the FY 2004 to FY 2009 time period.

Family Medical comparison group and 22 percent of youth in the Children's Medical comparison groups.

- Fifty-one percent of foster youth were arrested at least once in the FY 2004 to FY 2010 period, compared to 35 percent of youth in the Family Medical comparison group and 29 percent of youth in the Children's Medical comparison groups.

Recommendations

The legislation calls for recommendations on program improvements and departmental strategies that will assist the state in reaching its goals of ensuring that all youths aging out of the state dependency system have access to a decent, appropriate, and affordable home in a healthy, safe environment to prevent such youths from experiencing homelessness.

The challenges faced by youth leaving foster care are many. For most youth, families are there to support the first tentative steps toward independence. Youth who enter adulthood from foster care are unlikely to have family members who can act as a safety net. Part of preparing them for independence is ensuring that they know what resources exist for them in the community and that they know how to access them. Community and government services are, appropriately, their safety net.

Many new state and federal programs have been implemented since 2004. Areas of program focus include education, employment, supportive relationships and community connections, housing, life skills, health, and cultural and personal identity. However, it should be noted that in an effort to prepare youth for transition to adulthood, the DSHS Children's Administration staff plans with the youth for their transition from care, and educates youth on state and federal resources available to them.

The following recommendation from DSHS specifically addresses the statutory outcome of "decreasing the percentage of youths aging out of the state dependency system each year who are eligible for state assistance."

It is recommended that the legislatively mandated outcome be evaluated to determine whether a decrease in state assistance is an accurate and desirable measure of youth functioning in the years following their exit from foster care. Without the support of family, these youth should be – and are – encouraged to meet their health, housing and financial needs by accessing state and community-based services.

The Department of Commerce has no recommendations at this time.