



Department of Commerce

Innovation is in our nature.

Ten-Year Homeless Plan: 2012 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

February 2013
Report to the Legislature
Brian Bonlender, Director

Acknowledgements

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Executive Summary

Background

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 addition, [RCW 43.185C.240](#) requires Commerce to report on the use of document recording surcharge funds.

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 2012 has grown in Washington State since the plan’s inception in 2006 due to:

- Increased unemployment – up 64 percent (from 5 percent to 8.2 percent).¹
- Increased percentage of workers unemployed, underemployed, or who have stopped looking for employment – up 64 percent (from 10.4 percent to 17.1 percent).²
- Declining percentage of working-age people with jobs – down 7.6 percent (264,000 fewer people employed).³
- Declining earned income – down 6.9 percent.⁴
- Increased rents – up 10 percent.⁵
- Declining rental vacancies – down 8 percent (from 6.1 percent to 5.6 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 2011 dollars

⁵ U.S. Census Bureau, American Community Survey 1-Year Estimates

⁶ U.S. Census Bureau, American Community Survey 1-Year Estimates

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

- Increased poverty – up 18.1 percent (from 11.8 percent, 736,963 people to 13.9 percent, 943,197 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

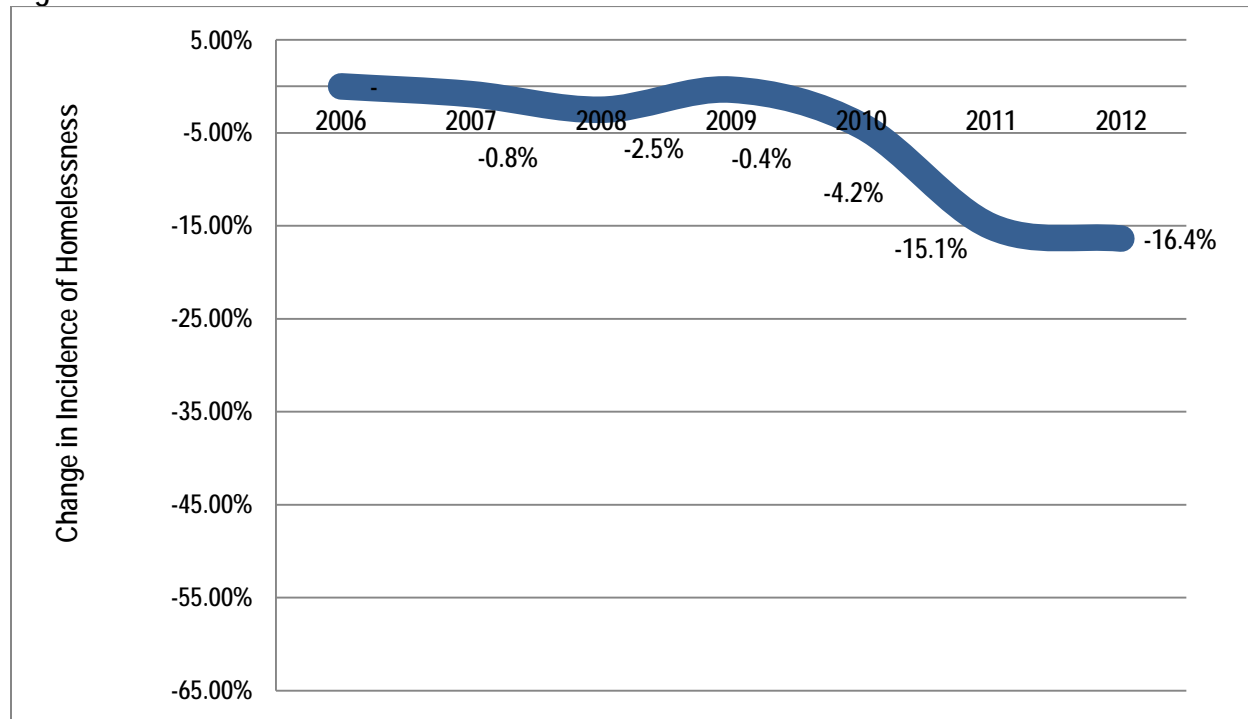
The incidences of other factors that influence homelessness have not significantly changed since 2006:

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

Homelessness is Declining by Every Measure

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

Figure 1: The Incidence of Homelessness Has Declined 16.4 Percent



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

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.

Figure 2: The Incidence of Unsheltered Family Homelessness Has Declined 62.4 Percent

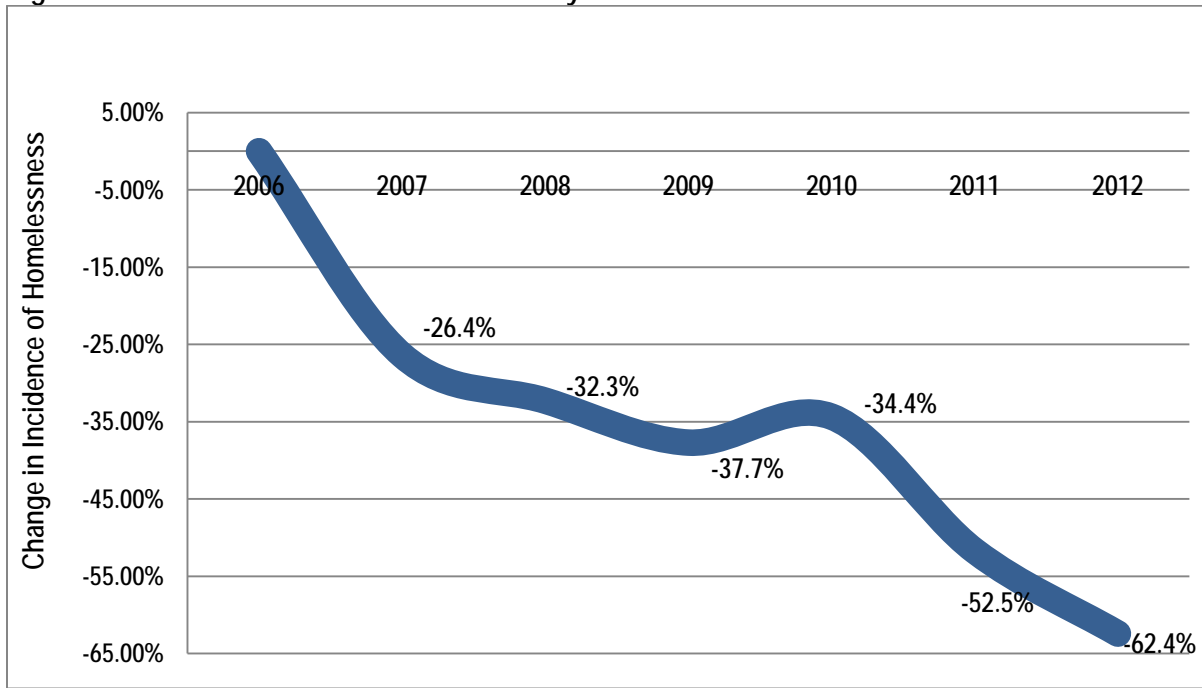
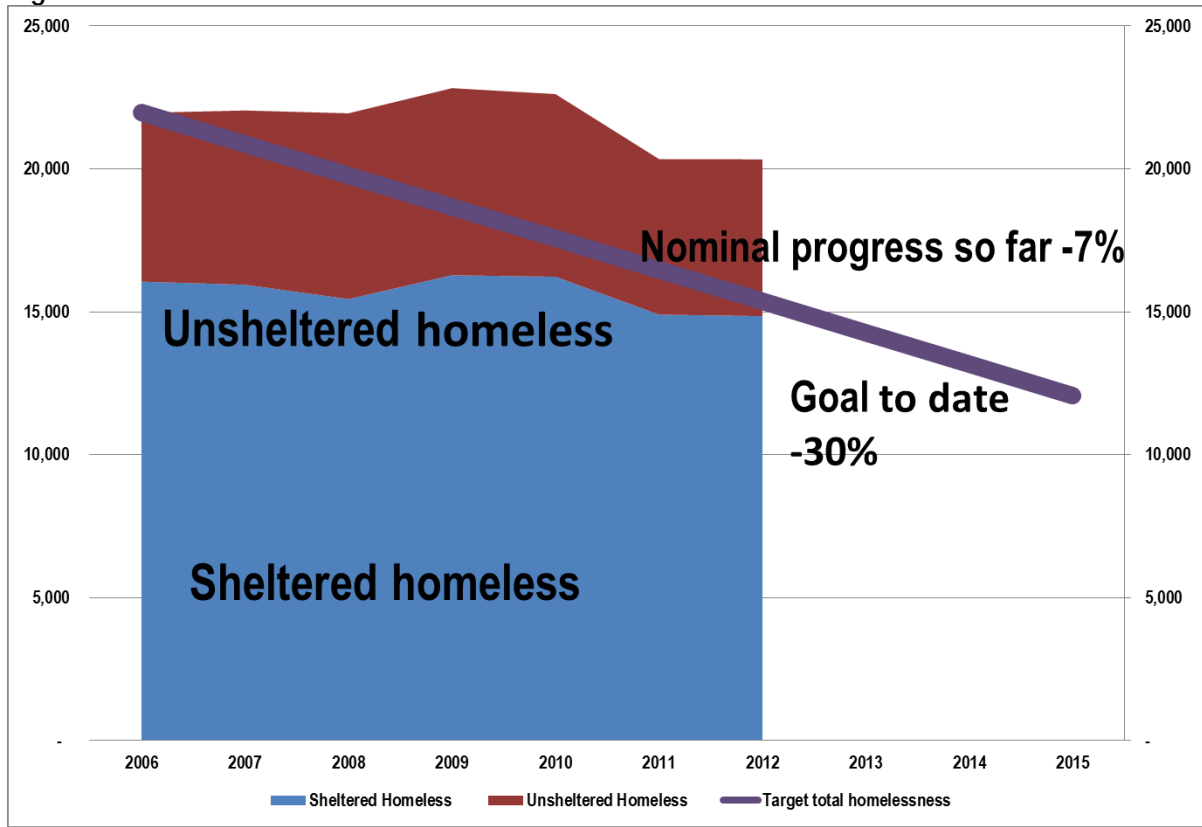


Figure 3: Not on Pace to Meet the 2015 Goal of 50 Percent Reduction



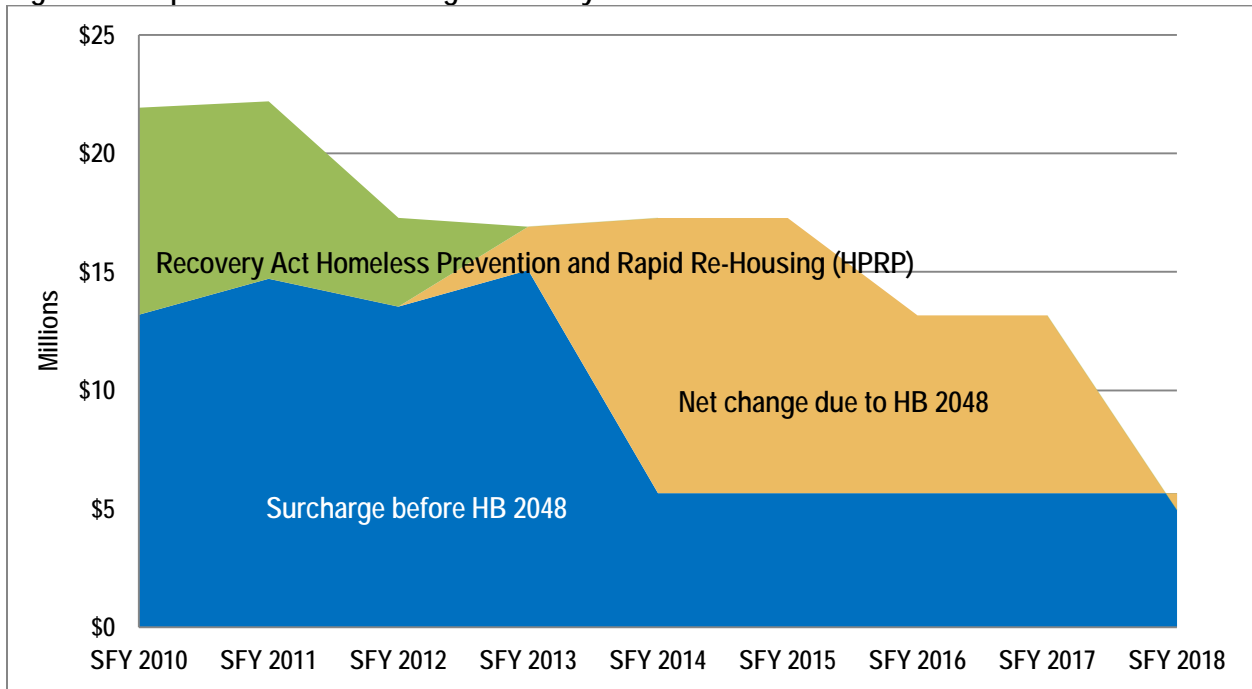
The Point In Time Count: An Annual Count of State Homelessness

Each January, every county is required to conduct a point in time count of sheltered and unsheltered homeless individuals in accordance with state and federal requirements. Commerce provides some tools and guidelines; counties can gather additional information as long as their count meets state and federal guidelines. The 2013 count took place January 24, and results will be posted on the Commerce website (commerce.wa.gov/pit) in mid-March.

Investments in Homeless Housing through Document Recording Surcharges

Local and state investments of document recording surcharges are central to the effort to reduce homelessness. In 2012, the Legislature passed HB 2048, which extended the document recording fees that pay for homeless services. This section meets the reporting requirements from HB 2048.

Figure 4: Drop in Homeless Funding Slowed by HB 2048



For calendar year 2012, surcharge funds were budgeted as follows:

Table 1: State and Local Document Surcharges by Activity Type (RCW 36.22.178, .179, .1791)

| | | All budgeted funding 1/2012-12/2013 | Portion of Funding to projects renting Private For-profit Housing | % of funding to Projects renting private for-profit housing | People Served 1/2012 - 12/2012 |
|--|--|-------------------------------------|---|---|--------------------------------|
| | Emergency Shelter | \$12,881,076 | \$5,442,687 | 42% | 20,951 |
| | Transitional Housing Facility | \$8,286,836 | \$3,028,416 | 37% | 6,479 |
| | Temporary Rent assistance | \$16,842,574 | \$14,659,123 | 87% | 12,823 |
| | Permanent Supportive Housing for Disabled People | \$15,072,253 | \$9,675,198 | 64% | 2,928 |
| | Permanent Housing | \$6,216,801 | \$2,619,926 | 42% | 1,972 |
| | Services Only(no housing) | \$8,834,285 | n/a | n/a | n/a |
| | Performance Data Collection and Administration | \$4,010,305 | n/a | n/a | n/a |
| | TOTAL | \$72,144,130 | \$35,425,350 | 49% | 45,152 |

Figure 5: Use of Local and State Homeless and Affordable Housing Document Surcharges 1/2012 – 12/2013 (RCW 36.22.178, .179, 1791)

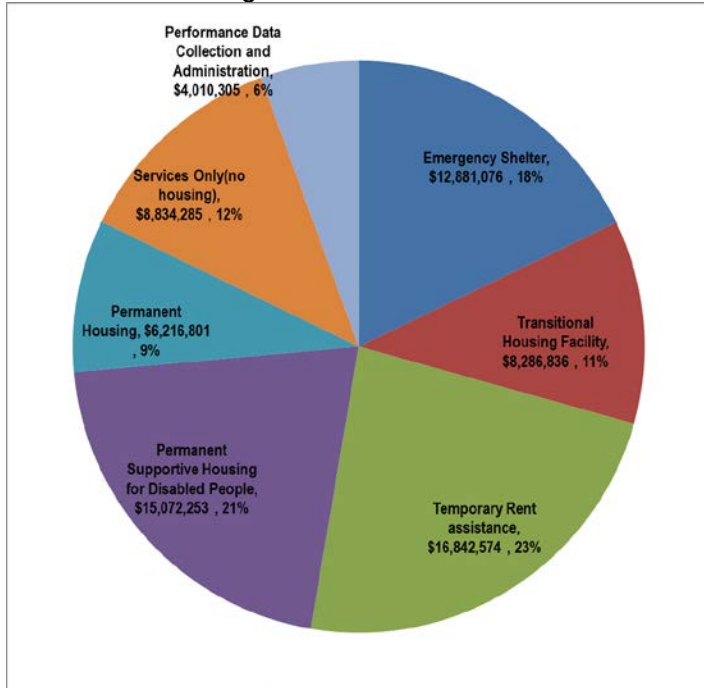


Figure 6: Use of Funds by Landlord Type 1/2012 – 12/2013 State and Local Document Surcharges (RCW 36.22.178, .179, 1791)

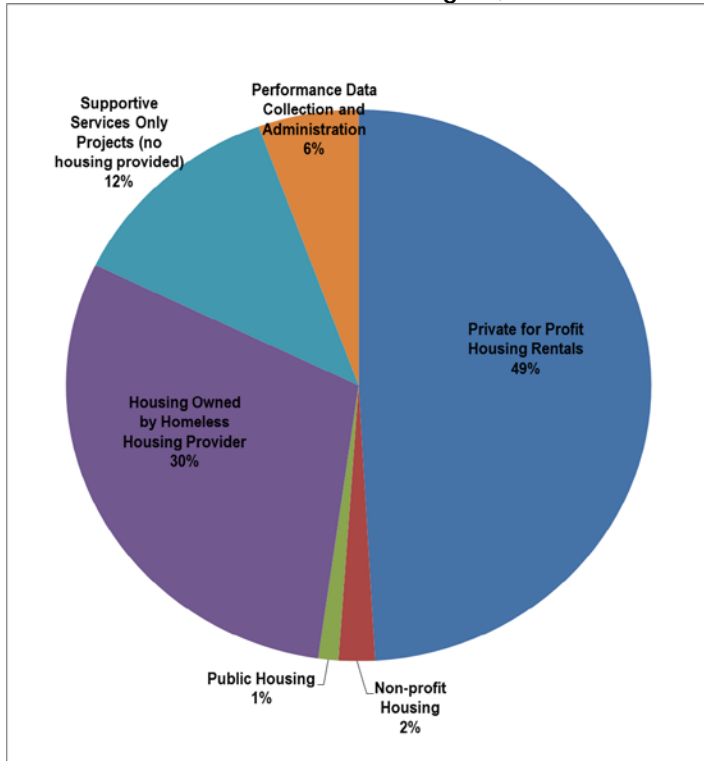


Table 2: Total Budgeted Homeless Surcharges, 1/2012 – 12/2013

| County | Private for Profit Housing Rentals | Non-profit Housing | Public Housing | Housing Owned by Homeless Housing Provider | Supportive Services Only Projects (no housing provided) | Performance Data Collection and Administration | TOTAL Budgeted |
|-------------------|------------------------------------|--------------------|----------------|--|---|--|----------------|
| Adams | 121,797 | - | - | - | - | - | 121,797 |
| Asotin | 133,937 | - | - | 57,400 | - | 51,933 | 243,270 |
| Benton-Franklin | 2,307,599 | - | - | 1,360,541 | 130,800 | 84,460 | 3,883,400 |
| Chelan-Douglas | 626,310 | 18,905 | - | 453,712 | 44,100 | 60,479 | 1,203,505 |
| Clallam | 469,179 | - | 74,420 | 318,325 | 75,000 | - | 936,924 |
| Clark | 2,889,777 | 172,236 | - | 1,133,325 | 1,992,560 | 70,080 | 6,257,978 |
| Columbia-Garfield | 81,384 | - | - | 16,299 | - | 13,639 | 111,322 |
| Cowlitz | 941,722 | - | - | 256,592 | 446,000 | 35,813 | 1,680,127 |
| Ferry | 32,369 | - | 6,554 | 121,797 | - | 4,000 | 164,720 |
| Grant | 306,000 | 18,000 | 36,000 | 265,896 | - | 102,250 | 728,146 |
| Grays Harbor | 264,612 | - | 31,810 | 198,976 | - | 90,312 | 585,710 |
| Island | 642,439 | 44,177 | - | 110,000 | 100,500 | 10,608 | 907,724 |
| Jefferson | 170,000 | - | - | 478,759 | - | 19,138 | 667,897 |
| King | 10,309,102 | 195,771 | 97,886 | 5,959,988 | 250,000 | 703,824 | 17,516,570 |
| Kitsap | 700,021 | 21,848 | 109,238 | 1,497,843 | 92,093 | 8,035 | 2,429,077 |
| Kittitas | 385,779 | - | - | 76,000 | - | 24,841 | 486,620 |
| Klickitat | 112,410 | - | - | 129,710 | - | 27,972 | 270,092 |
| Skamania | 143,880 | - | - | - | - | 17,846 | 161,726 |
| Lewis | 550,699 | - | 43,483 | 57,388 | 25,250 | 102,000 | 778,820 |
| Lincoln | 143,862 | 17,983 | 17,983 | 93,000 | - | - | 272,827 |
| Mason | 198,000 | - | 22,000 | 358,167 | 117,000 | - | 695,167 |
| Okanogan | 304,629 | - | - | 283,600 | - | 56,556 | 644,785 |
| Pacific | 139,972 | - | - | 15,854 | - | - | 155,826 |
| Pend Oreille | 106,096 | - | 26,524 | 117,402 | 56,000 | 22,504 | 328,526 |
| Pierce | 2,640,634 | - | - | 2,058,781 | 2,789,766 | 340,350 | 7,829,531 |
| San Juan | 241,062 | - | - | 114,400 | - | 6,257 | 361,719 |
| Skagit | 672,709 | 51,701 | - | 557,941 | - | 57,888 | 1,340,239 |
| Snohomish | 3,839,543 | - | - | 1,269,424 | 913,648 | 203,936 | 6,226,551 |
| Spokane County | 1,458,805 | 729,402 | 243,134 | 386,613 | - | - | 2,817,954 |
| Spokane City | 218,425 | 81,088 | 27,029 | 631,061 | 156,568 | 934,202 | 2,048,374 |
| Stevens | 110,667 | - | - | 346,459 | 77,870 | 27,250 | 562,246 |
| Thurston | 752,408 | 38,145 | - | 710,238 | 215,534 | 263,390 | 1,979,715 |
| Wahkiakum | 68,150 | - | - | - | - | 28,299 | 96,449 |
| Walla Walla | 444,060 | - | - | 210,950 | - | 128,734 | 783,744 |
| Whatcom | 1,693,000 | - | - | 1,008,613 | 481,564 | 94,007 | 3,277,184 |
| Whitman | 243,703 | 54,471 | - | 45,000 | 36,480 | 254,729 | 634,383 |
| Yakima | 960,611 | - | 64,002 | 930,346 | 833,552 | 164,973 | 2,953,484 |
| TOTAL | 35,425,350 | 1,443,727 | 800,062 | 21,630,400 | 8,834,285 | 4,010,305 | 72,144,130 |

Table 3: Total People Served with Homeless Surcharge Funds 1/2012 – 12/2012

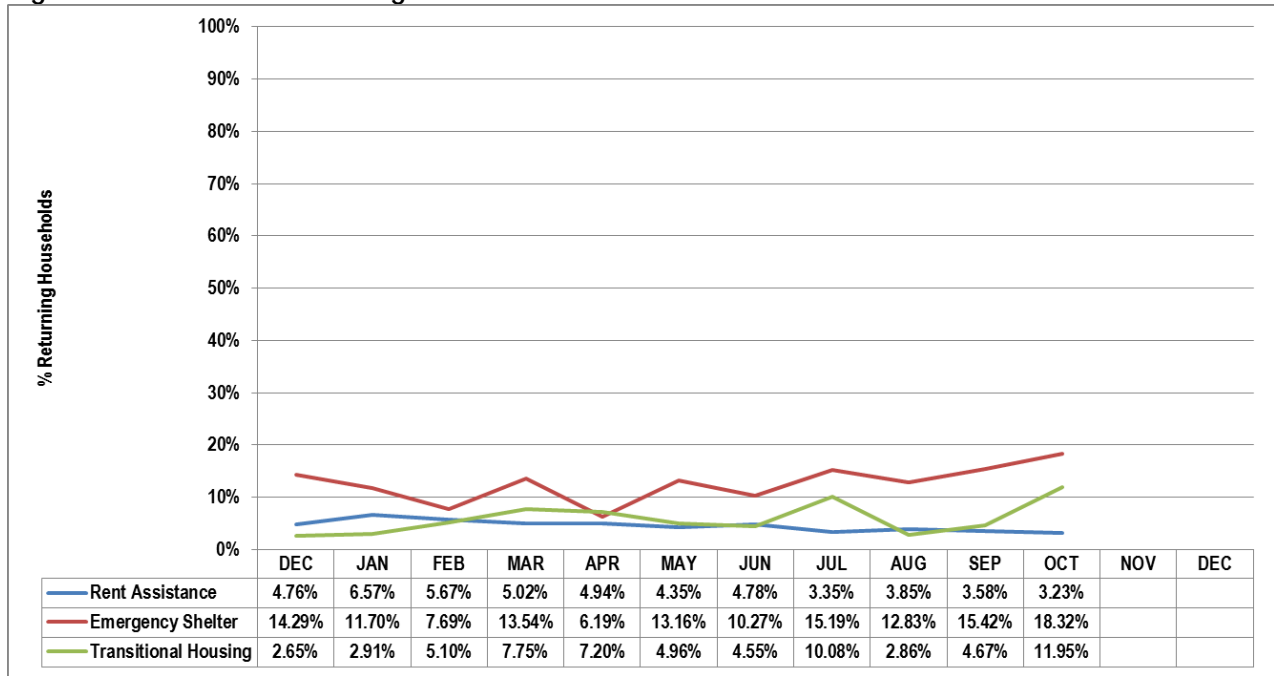
| County | Private for Profit Housing Rentals | Non-profit Housing | Public Housing | Housing Owned by Homeless Housing Provider | Supportive Services Only Projects (no housing provided) | TOTAL Served |
|-------------------|------------------------------------|--------------------|----------------|--|---|--------------|
| Adams | 60 | - | - | - | - | 60 |
| Asotin | 73 | - | - | 84 | - | 157 |
| Benton-Franklin | 491 | - | - | 351 | - | 841 |
| Chelan-Douglas | 1,091 | 108 | - | 633 | - | 1,832 |
| Clallam | 1,829 | - | 420 | 919 | - | 3,168 |
| Clark | 1,754 | 50 | - | 484 | 280 | 2,568 |
| Columbia-Garfield | 385 | - | - | - | - | 385 |
| Cowlitz | 421 | - | - | 441 | - | 863 |
| Ferry | 18 | - | 26 | 67 | - | 111 |
| Grant | 229 | 13 | 27 | 147 | - | 416 |
| Grays Harbor | 366 | - | 66 | 148 | - | 580 |
| Island | 497 | 55 | - | - | 131 | 683 |
| Jefferson | 25 | - | - | 35 | - | 60 |
| King | 8,037 | 199 | 100 | 5,884 | - | 14,220 |
| Kitsap | 674 | 3 | 16 | 871 | 12 | 1,576 |
| Kittitas | 67 | - | - | 63 | - | 129 |
| Klickitat | 131 | - | - | 87 | - | 217 |
| Skamania | 20 | - | - | - | - | 20 |
| Lewis | 392 | - | 44 | 67 | 1,855 | 2,357 |
| Lincoln | 18 | 2 | 2 | - | - | 23 |
| Mason | 52 | - | 6 | 164 | - | 221 |
| Okanogan | 61 | - | - | 121 | - | 183 |
| Pacific | 88 | - | - | - | - | 88 |
| Pend Oreille | 83 | - | 21 | 85 | - | 189 |
| Pierce | 673 | - | - | 2,423 | 92 | 3,188 |
| San Juan | 39 | - | - | - | - | 39 |
| Skagit | 74 | 7 | - | 772 | - | 853 |
| Snohomish | 1,909 | - | - | 2,339 | - | 4,248 |
| Spokane County | 100 | 50 | 17 | - | - | 167 |
| Spokane City | 237 | 62 | 21 | 1,877 | 155 | 2,351 |
| Stevens | 185 | - | - | 33 | 527 | 745 |
| Thurston | 50 | 2 | - | 511 | 76 | 639 |
| Wahkiakum | 71 | - | - | - | - | 71 |
| Walla Walla | 811 | - | - | 212 | - | 1,023 |
| Whatcom | 344 | - | - | 784 | - | 1,128 |
| Whitman | 336 | 79 | - | - | - | 415 |
| Yakima | 1,590 | - | 101 | 775 | 448 | 2,913 |
| TOTAL | 23,281 | 631 | 865 | 20,375 | 3,575 | 48,727 |

Measuring Effectiveness

The Homeless Management Information System (HMIS) is a central piece of measuring the effectiveness of local and state investments in homeless housing. The HMIS collects client-level data regarding who was housed and what happened to them when they left the program. HMIS client data, with the written consent of the people served, is merged with social service, employment income, criminal justice, and medical use data to gain a comprehensive understanding of the effectiveness of homeless housing and its relationship to the larger system.

The HMIS data is reviewed monthly to monitor system performance, and the data merged with other systems is used to publish reports focused on the larger system. The following is an example of the trend data that is reviewed monthly as part of the homelessness dashboard.

Figure 7: Households Returning to Homelessness



For additional HMIS information and associated research visit [Commerce's HMIS webpage](#).

Why is Homelessness Decreasing?

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:

- **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:

- 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.

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

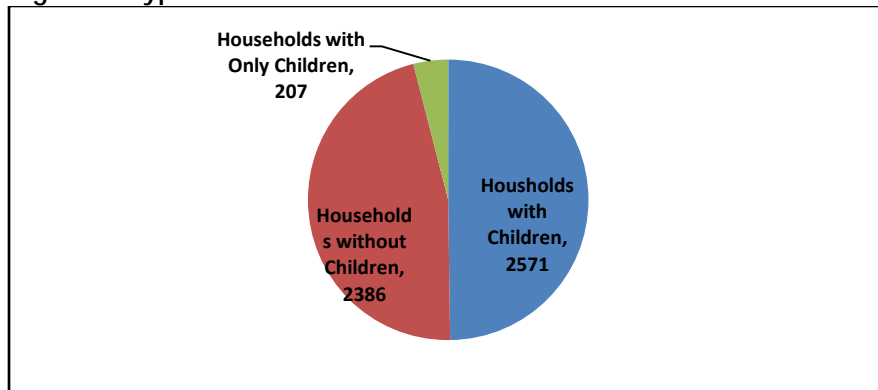
RCW 43.185C.210 established new performance measures for the THOR program in the following issue areas.

- 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 of Households Served

| Table 1: Total Households Served | 5164 |
|---|------|
| Households with Children ¹² | 2571 |
| Households without Children ¹³ | 2386 |
| Households with Only Children ¹⁴ | 207 |

Figure 1: Types of Households Served



¹² Includes family types recorded at entry of “Single Parent” or “Two Parent” where the HOH is greater than age 17.

¹³ Includes family types recorded at entry of “Adults No Children” or “Unaccompanied” where all household members are greater than age 17.

¹⁴ Includes family types recorded at entry of “Single Parent,” “Two Parent,” “Adults No Children” or “Unaccompanied” where all household members are less than age 18.

Table 2: Total of New and Exited Households Served¹⁵

| | 5164 |
|---|-------------|
| Total New Households ¹⁶ | 4938 |
| Total Exited Households ¹⁷ | 3732 |
| Total Households with Children Served | 2571 |
| Total New Households with Children | 2410 |
| Total Exited Households with Children | 1880 |
| Total Households without Children Served | 2386 |
| Total New Households without Children | 2323 |
| Total Exited Households without Children | 1674 |
| Total Households with Only Children Served | 207 |
| Total New Households with Only Children | 205 |
| Total Exited Households with Only Children | 178 |

Figure 2: New Households

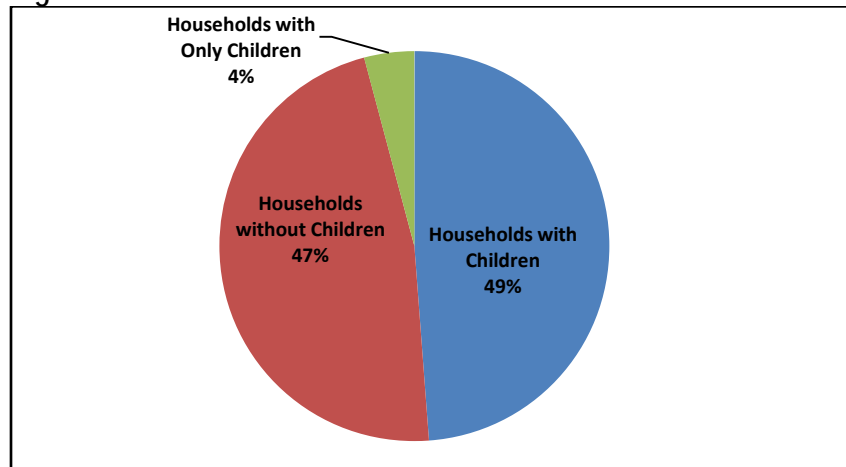
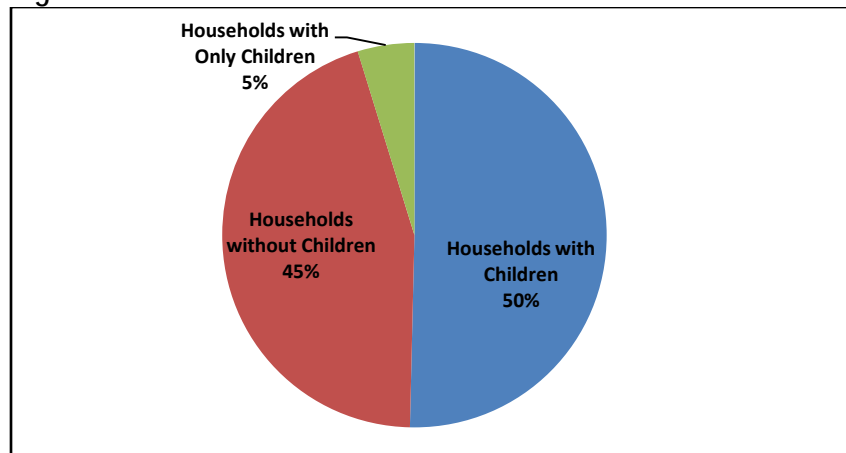


Figure 3: Exited Households



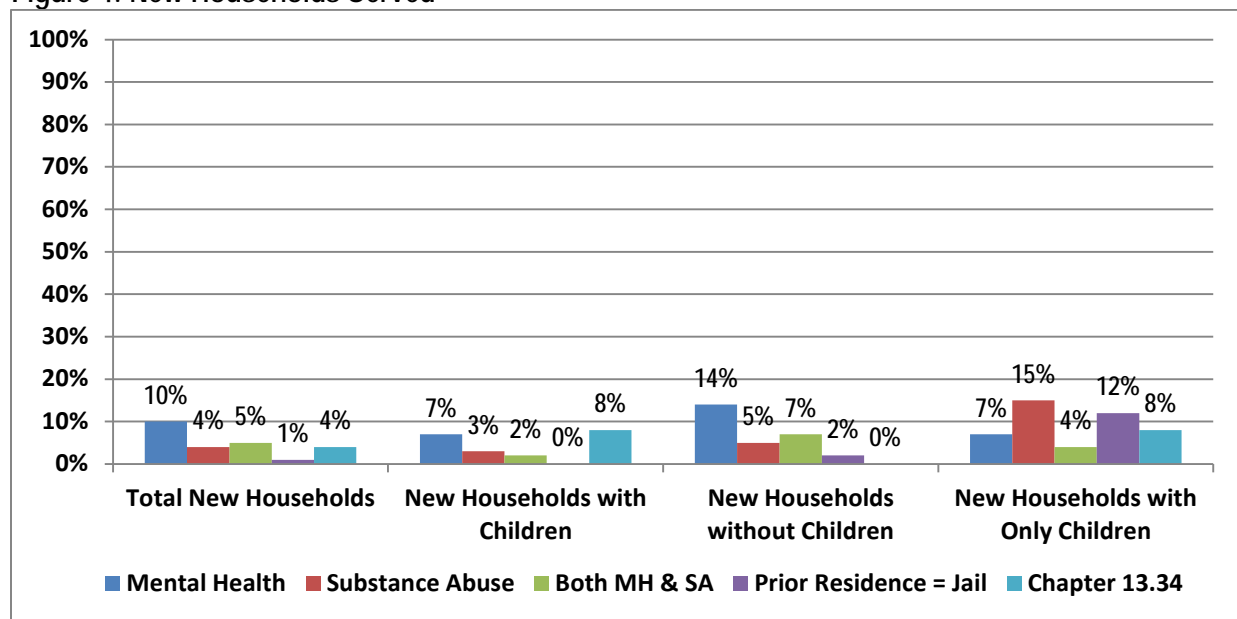
¹⁵ “Served” – at least one service recorded in SFY12

¹⁶ “New” – program entry date is between July 1, 2011 and June 30, 2012

¹⁷ “Exited” – program exit date is between July 1, 2011 and June 30, 2012

| Table 3: Total of New Households Served | | 4938 |
|---|--|------|
| Total New Households with Children | | 2410 |
| With an Adult Mental Health Disability ¹⁸ | | 175 |
| With an Adult Substance Abuse Disability ¹⁹ | | 66 |
| With both Adult Mental Health and Adult Substance Abuse Disability | | 56 |
| With Jail as the Residence Prior to Program Entry ²⁰ | | 4 |
| With any Institution as the Residence Prior to Program Entry | | 19 |
| Estimated Households Receiving Services under Chapter 13.34 RCW ²¹ | | ~195 |
| Total New Households without Children | | 2323 |
| With an Adult Mental Health Disability | | 324 |
| With an Adult Substance Abuse Disability | | 119 |
| With an both Adult Mental Health and Adult Substance Abuse Disability | | 165 |
| With Jail as the Residence Prior to Program Entry | | 36 |
| With any Institution as the Residence Prior to Program Entry | | 101 |
| Estimated households receiving services under chapter 13.34 RCW | | 0 |
| Total New Households with Only Children | | 205 |
| With an Adult Mental Health Disability | | 15 |
| With an Adult Substance Abuse Disability | | 30 |
| With an both Adult Mental Health and Adult Substance Abuse Disability | | 9 |
| With Jail as the Residence Prior to Program Entry | | 36 |
| With any Institution as the Residence Prior to Program Entry | | 101 |
| Estimated households receiving services under chapter 13.34 RCW | | ~14 |

Figure 4: New Households Served



¹⁸ “Adult Mental Health Disability” – HMIS Program Specific Data Element (PSDE) 4.7

¹⁹ “Substance Abuse Disability” – HMIS PSDE 4.8

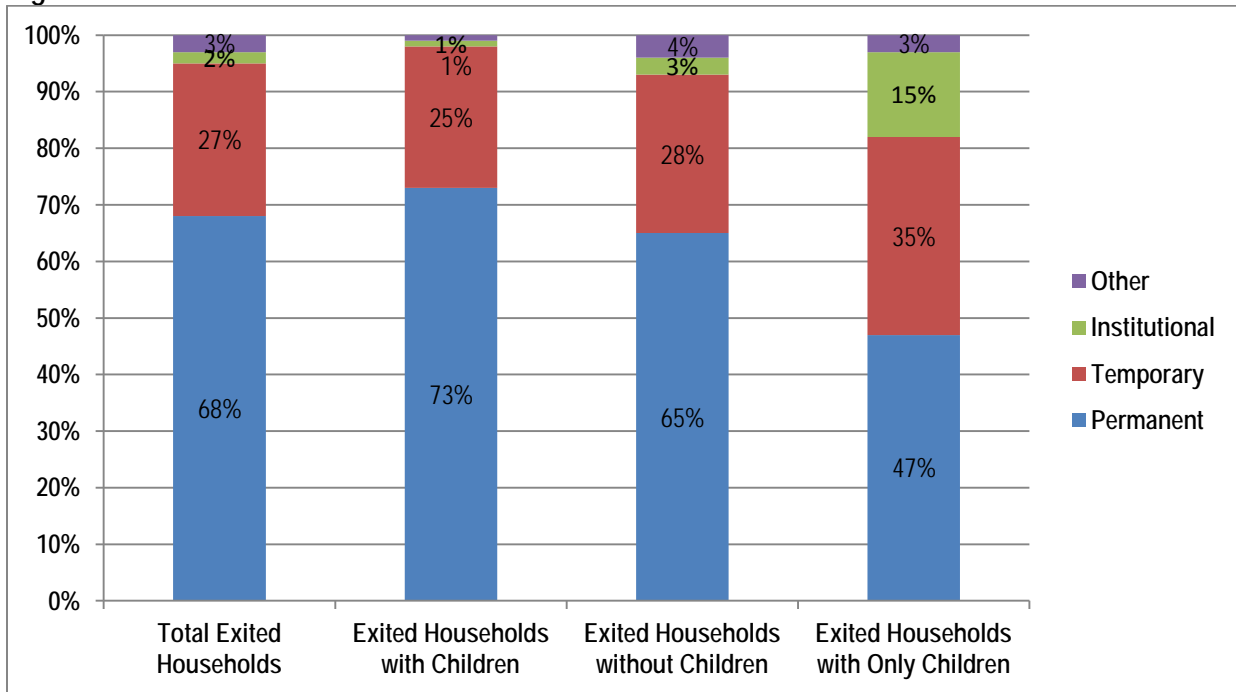
²⁰ “Residence Prior to Program Entry – HMIS Universal Data Element (UDE) 3.9

²¹ Per Commerce Contract #09-46108-901: Analysis of HMIS-DSHS linked data

Transition to Permanent Affordable Housing

| Table 4: Total Exited Households | | 3732 |
|---|--|-------------|
| Total Exited Households with Children | | 1880 |
| Exited to Permanent Housing | | 1134 |
| Unsubsidized Permanent Housing | | 895 |
| Subsidized Permanent Housing | | 239 |
| Exited to a Temporary Location | | 394 |
| Exited to an Institutional Setting | | 4 |
| Exited to "Other" | | 21 |
| Exited to an Unknown Destination | | 327 |
| Total Exited Households without Children | | 1674 |
| Exited to Permanent Housing | | 831 |
| Unsubsidized Permanent Housing | | 678 |
| Subsidized Permanent Housing | | 153 |
| Exited to a Temporary Location | | 361 |
| Exited to an Institutional Setting | | 43 |
| Exited to "Other" | | 50 |
| Exited to an Unknown Destination | | 389 |
| Total Exited Households with Only Children | | 178 |
| Exited to Permanent Housing | | 70 |
| Unsubsidized Permanent Housing | | 67 |
| Subsidized Permanent Housing | | 3 |
| Exited to a Temporary Location | | 53 |
| Exited to an Institutional Setting | | 23 |
| Exited to "Other" | | 5 |
| Exited to an Unknown Destination | | 27 |

Figure 5: Exited Households



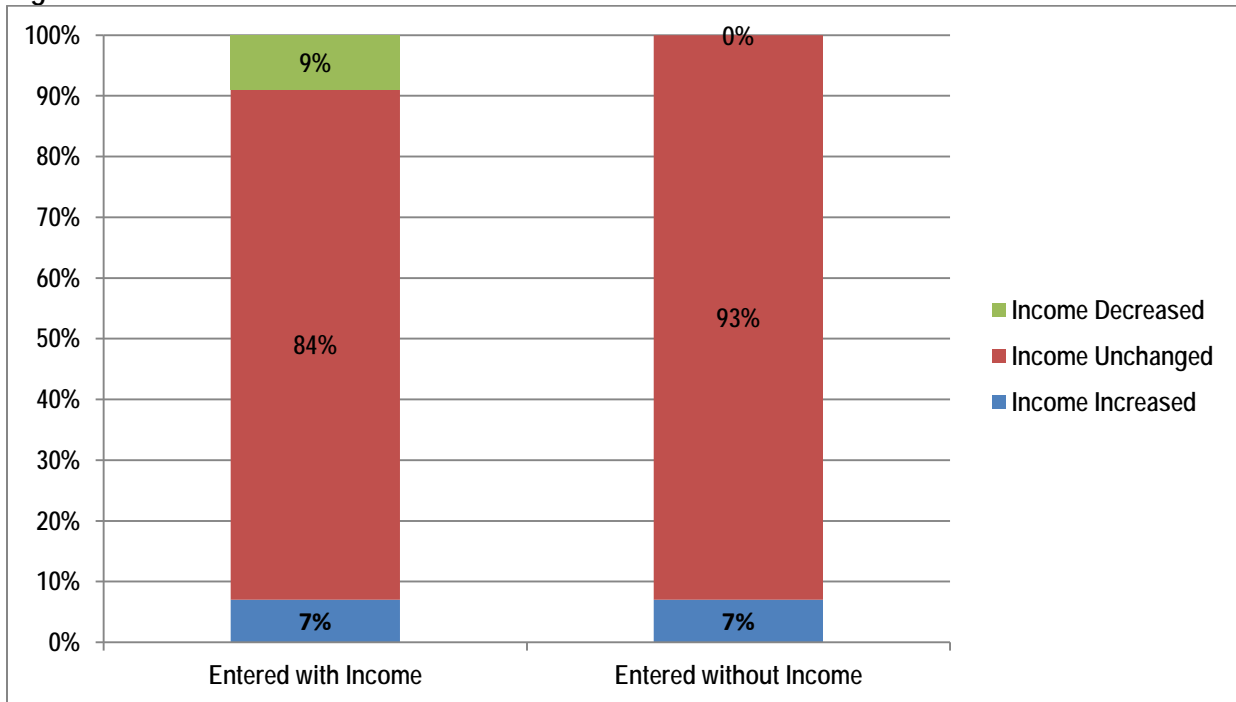
Data represent known destinations only

Achievement of, or Increases in, Self-Sufficiency

Table 5: Increase or Decrease of Income for Exited Households

| | |
|---|-------------|
| | 3732 |
| Entered with Income | 2443 |
| Increased Income from Entry to Exit | 165 |
| Income Unchanged from Entry to Exit | 2047 |
| Decreased Income from Entry to Exit | 231 |
| Average Increase | \$7760 |
| Entered without Income | 1289 |
| Increased Income from Entry to Exit | 88 |
| Income Unchanged from Entry to Exit | 1201 |
| Decreased Income from Entry to Exit | - |
| Average Increase | \$11082 |
| Number of Exited Households with Incomes above 200% of Federal Poverty Level | 113 |

Figure 6: Income Status of Exited Households



Financial Performance

The total biennial amount allocated to the THOR program was \$8.5 million. In FY 2012, Commerce spent \$148,369 to administer the program. Grantees spent \$4,874,528 in pass-through funds, with a statewide average cost per household being \$944. At the grantee level, expenditure amounts are collected monthly and include actual expenditures for each grantee and any subgrantees.

Washington State Homeless Management Information System (HMIS)

All THOR grantees are currently submitting data using HMIS as required by their contract with Commerce.

Household Demographics

| Table 6: Total Households Served | 5164 |
|--|------|
| Identified Male Head of Household | 1385 |
| Identified Female Head of Household | 3636 |
| Unknown Head of Household Gender | 143 |
| Veteran Head of Household | 345 |
| Non-Veteran Head of Household | 4452 |
| Unknown Head of Household Veteran Status | 367 |
| Disabled Head of Household | 1223 |
| Non-Disabled Head of Household | 3519 |
| Unknown Head of Household Disabled Status | 422 |
| Hispanic Head of Household | 744 |
| Non-Hispanic Head of Household | 3963 |
| Unknown Head of Household Ethnicity | 457 |
| American Indian/Alaskan Native | 211 |
| Asian Head of Household | 52 |
| Black/African American Head of Household | 619 |
| Native Hawaiian/Pacific Islander Head of Household | 63 |
| White Head of Household | 3380 |
| Other Multi-Racial Head of Household | 158 |
| Unknown Head of Household Race | 681 |

Figure 7: Gender

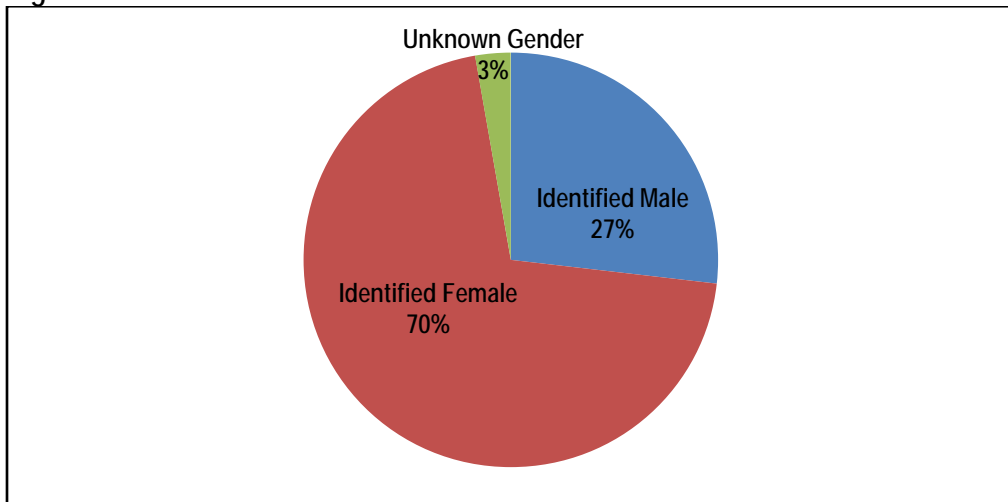


Figure 8: Veterans

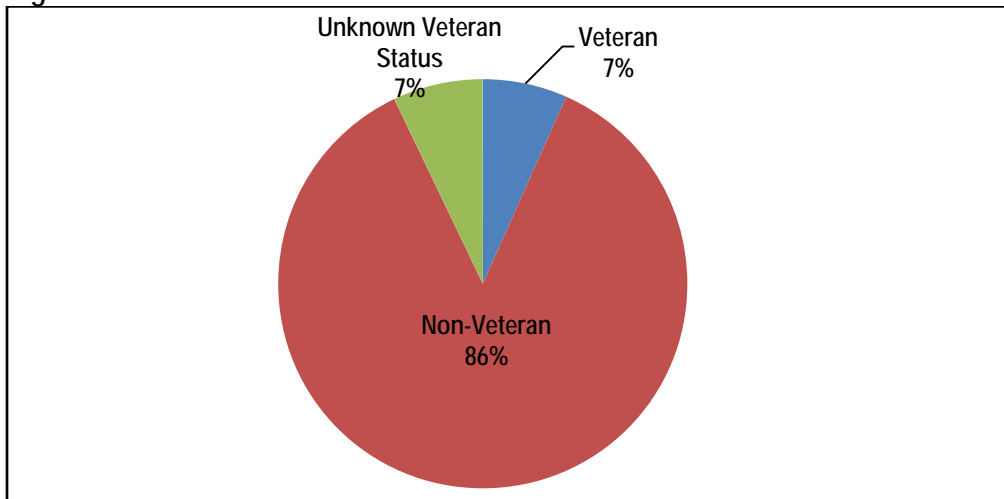


Figure 9: Disabled

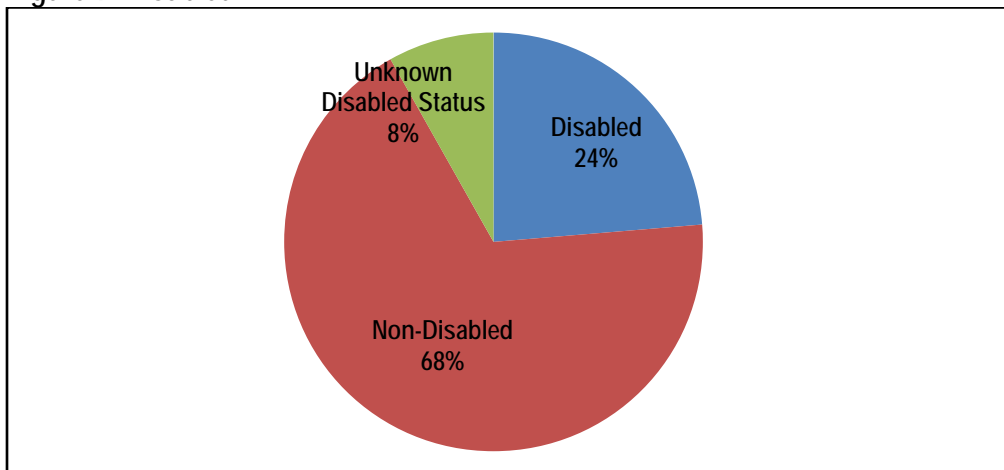


Figure 10: Ethnicity

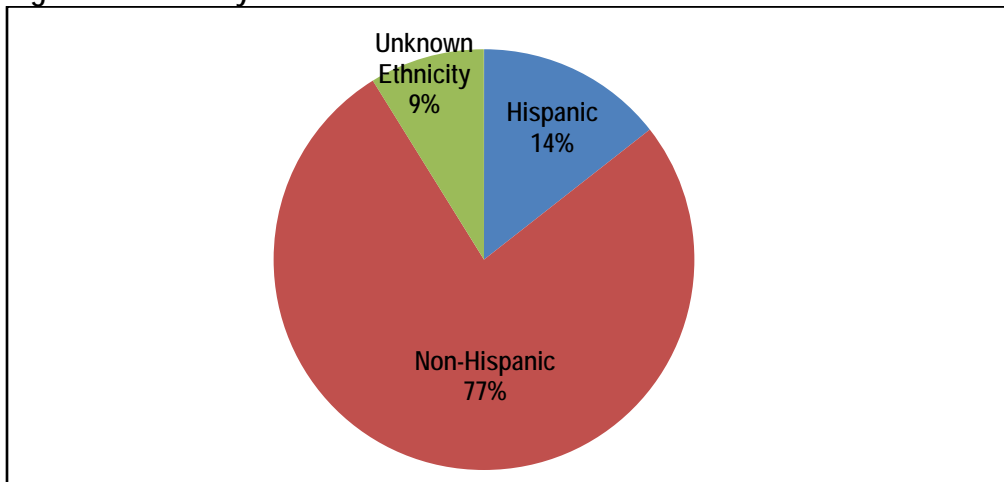
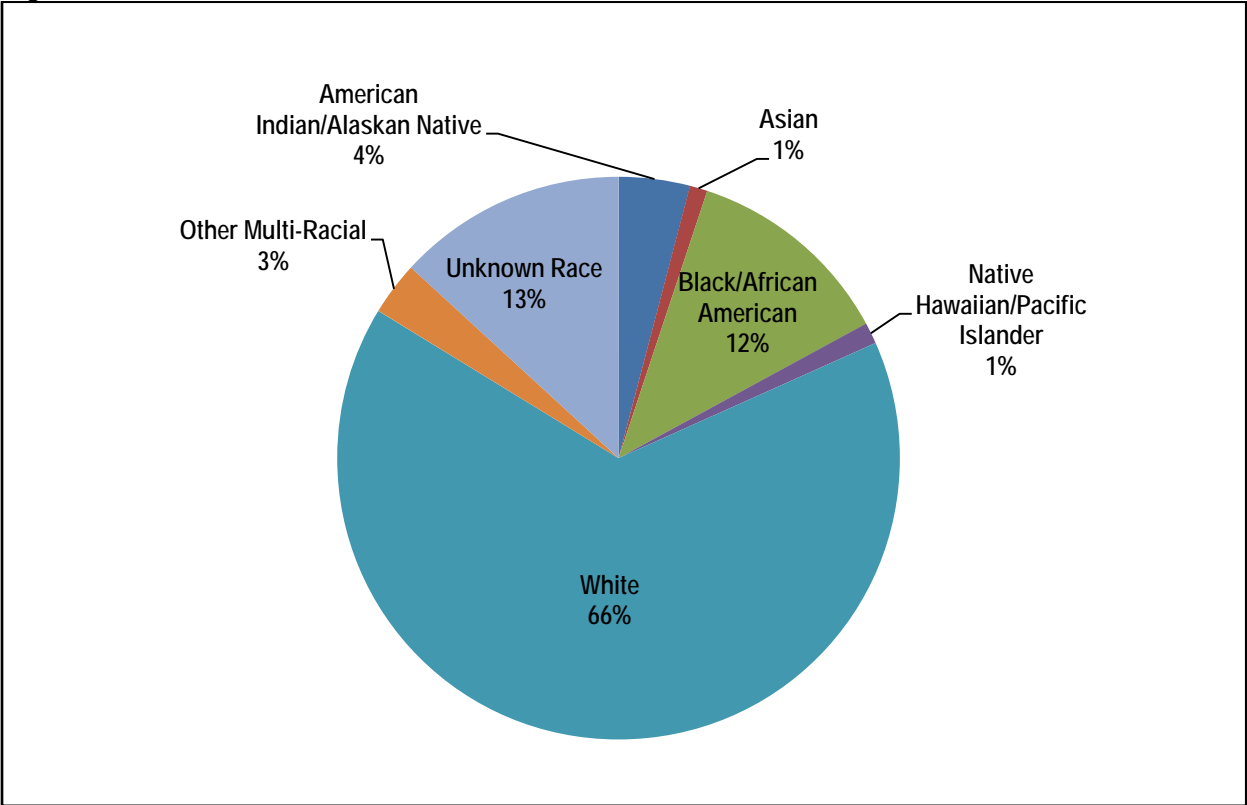


Figure 11: Race



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 2012, the Department of Commerce (Commerce) held grants to provide program services with five agencies: Catholic Family and Child Service (CFCS), serving Benton, Franklin, Kittitas, Walla Walla, 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, 2011, through June 30, 2012. 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.

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.

To more effectively measure performance, the program moved to a self-sufficiency matrix²² in lieu of the Ansell-Casey Life Skills Assessment at the beginning of the fiscal year. The matrix measures a person’s status along a five-point scale in 18 domains at different points in time (initial entry, regular intervals during program stay, and exit). Domains include income, employment, independent living skills, and education and training among others. We anticipate this information, in tandem with the data collected in the state Homeless Management Information System (HMIS), will provide a strong picture of the progress made by program participants.

²²The matrix is based on the Arizona Self-Sufficiency Matrix, a tool for assessment and outcome measurement that has been tested and validated for reliability. A number of states and cities around the county use the Arizona matrix.

Table 1: Enrollment Levels

| | Benton-Franklin | King | Lewis | Pierce | Spokane | Thurston | Walla Walla | Yakima | Total |
|--------------------------------|-----------------|------|-------|--------|---------|----------|-------------|--------|-------|
| Number of Youth Served | 4 | 34 | 6 | 23 | 18 | 23 | 2 | 15 | 125 |
| Number of Youth Enrolled (New) | 3 | 15 | 2 | 1 | 8 | 11 | 2 | 5 | 47 |
| Number of Youth Exited | 1 | 12 | 3 | 4 | 6 | 13 | 0 | 7 | 46 |
| Average Length of Stay | 605 | 491 | 860 | 744 | 327 | 386 | 0 | 478 | |

Figure 1: Number of Youth Served

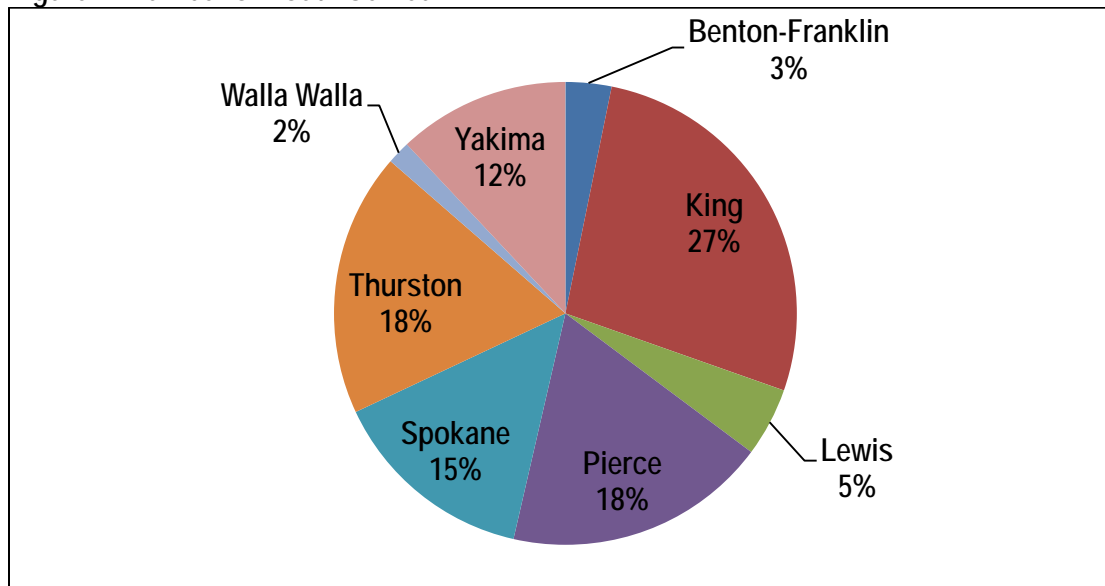


Figure 2: Enrollment Trends

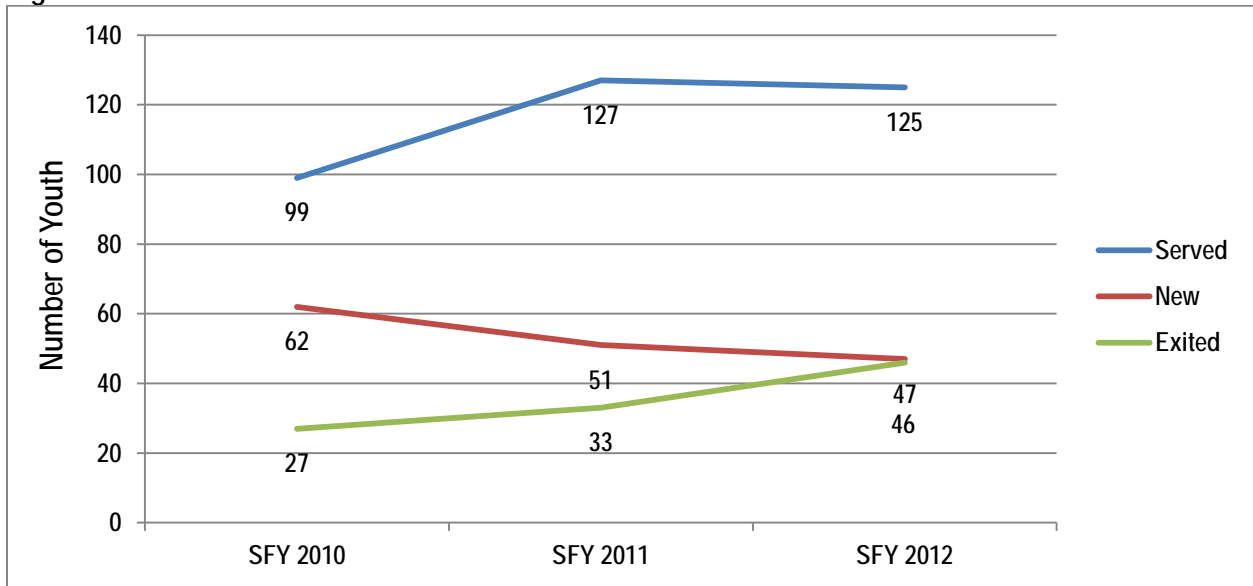


Table 2: Housing Stability

| | Benton-Franklin | King | Lewis | Pierce | Spokane | Thurston | Walla Walla | Yakima | Total |
|---|-----------------|------|-------|--------|---------|----------|-------------|--------|-------|
| Number of Youth Exited | 1 | 12 | 3 | 4 | 6 | 13 | 0 | 7 | 46 |
| Exiting to Permanent Destination | 1 | 8 | 3 | 3 | 4 | 8 | 0 | 3 | 30 |
| Of the Permanent Destination, Number <u>with</u> Subsidy | 0 | 1 | 1 | 0 | 0 | 2 | 0 | 0 | 4 |
| Of the Permanent Destination, Number <u>without</u> Subsidy | 1 | 7 | 2 | 3 | 4 | 6 | 0 | 3 | 26 |
| Exiting to Temporary Destination | 0 | 2 | 0 | 0 | 2 | 0 | 0 | 3 | 7 |
| Exiting to Institutional Destination | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 2 |
| Exiting to Other Destination | 0 | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 5 |
| Exiting to Unknown Destination | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 | 2 |

Figure 3: Destinations at Exit (All Counties)

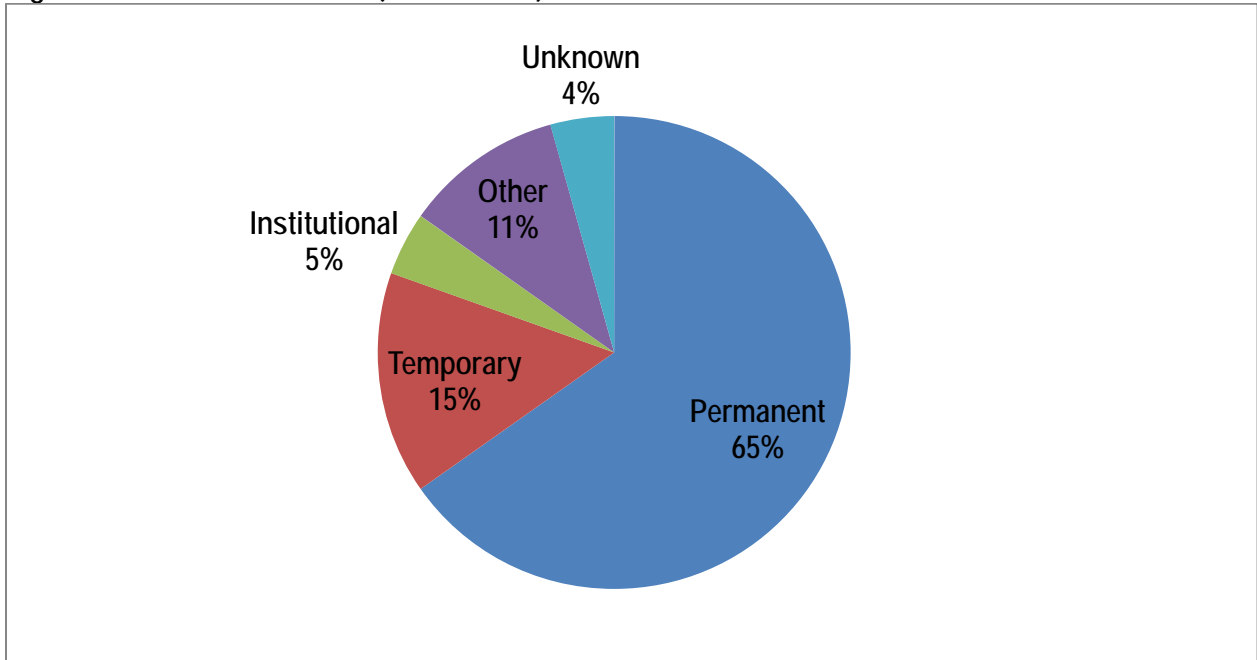


Figure 4: Destinations at Exit (County Breakdown)

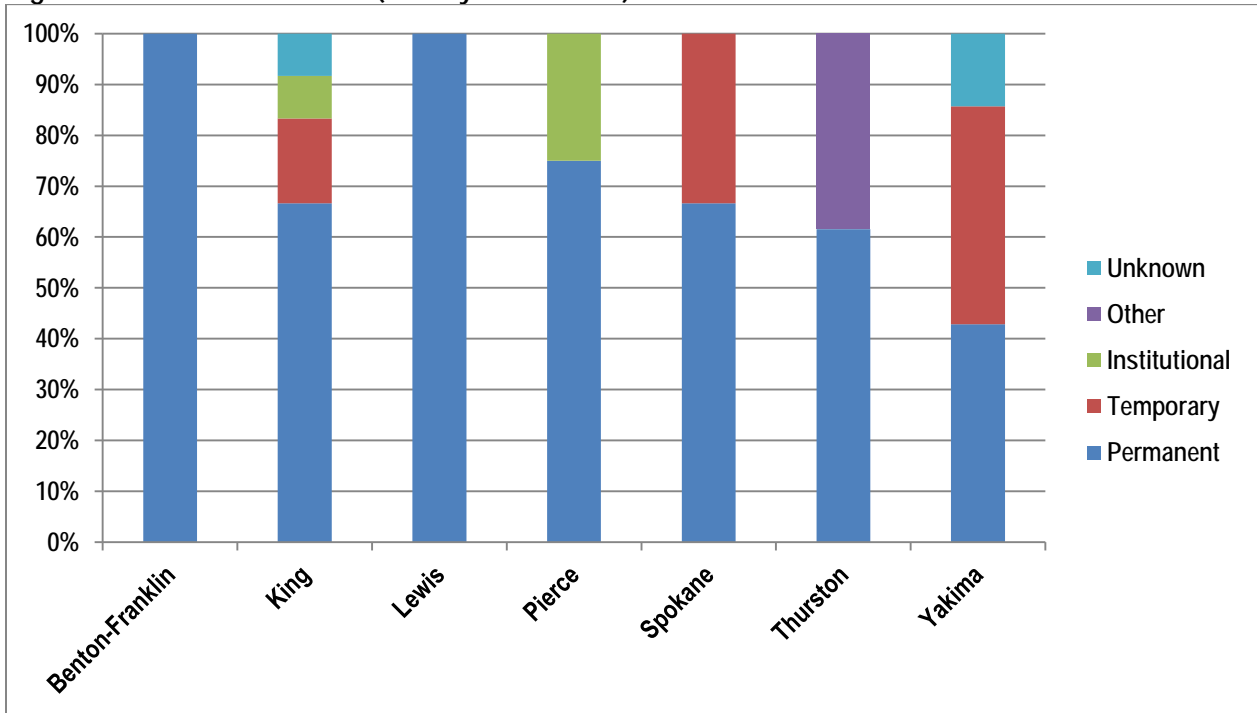


Figure 5: Exits to Permanent Destination

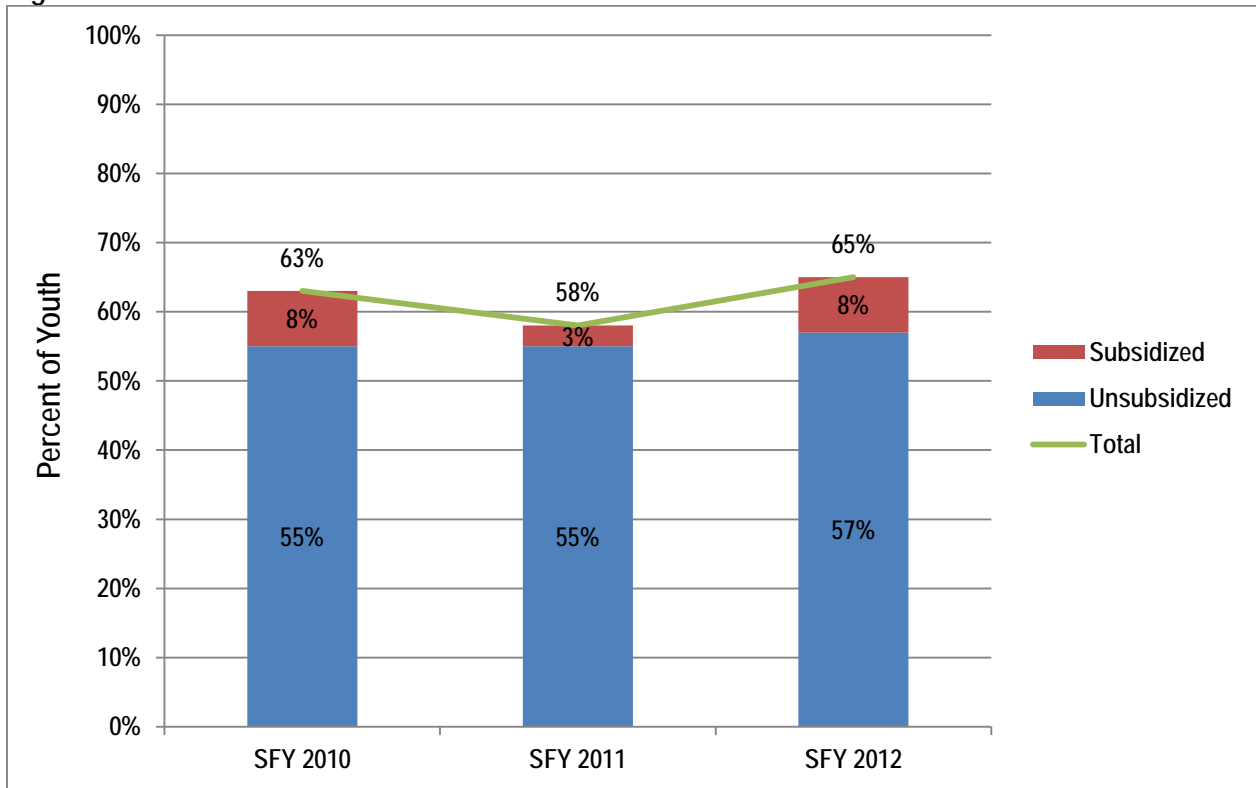


Table 3: Economic Self-Sufficiency, Independent Living Skills, Education and Job Training

| | Benton-Franklin | King | Lewis | Pierce | Spokane | Thurston | Walla Walla | Yakima | Total |
|--------------------------------------|-----------------|------|-------|--------|---------|----------|-------------|--------|-------|
| Number of Youth Exited | 1 | 12 | 3 | 4 | 6 | 13 | 0 | 7 | 46 |
| Number who Increased Income | 1 | 8 | 2 | 2 | 0 | 5 | 0 | 3 | 21 |
| Number who Increased Adult Education | 1 | 7 | 2 | 2 | 1 | 4 | 0 | 3 | 20 |
| Number who Increased Employment | 1 | 5 | 2 | 2 | 1 | 4 | 0 | 4 | 19 |
| Number who Increased Life Skills | 1 | 5 | 2 | 0 | 2 | 4 | 0 | 7 | 21 |
| Number who Increased Housing | 1 | 8 | 2 | 2 | 2 | 4 | 0 | 4 | 23 |

Figure 6: Self Sufficiency Matrix Domains

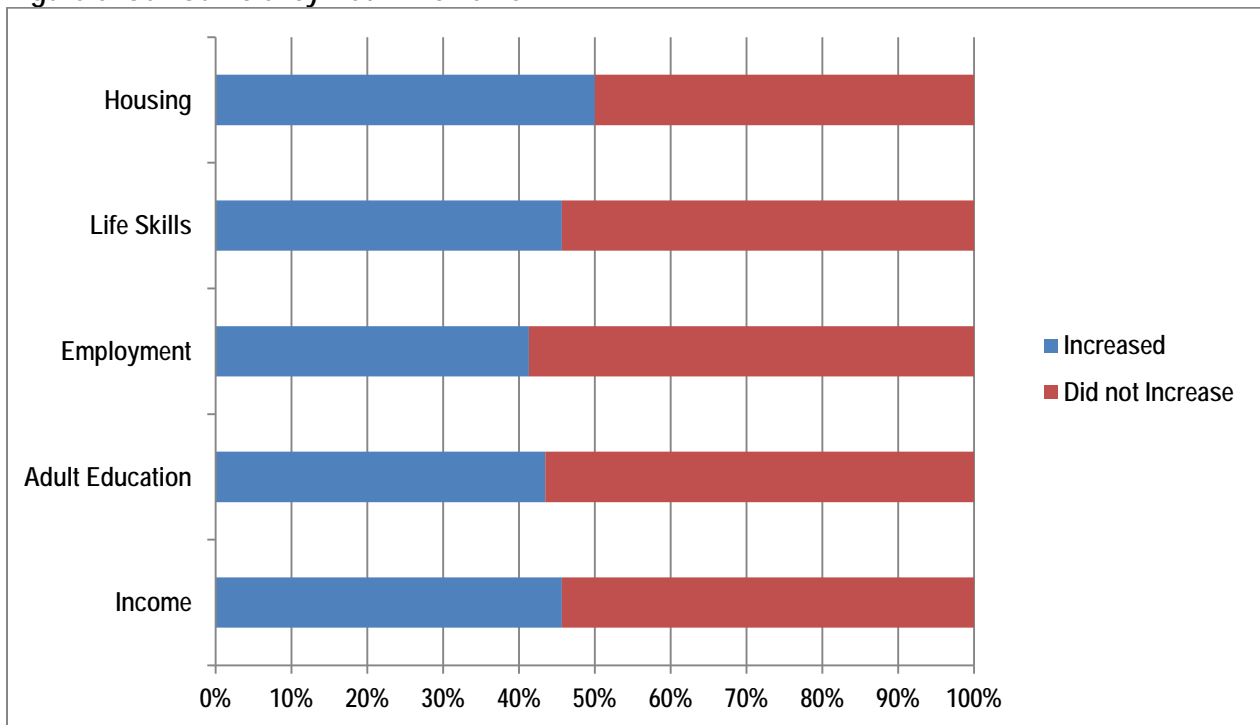


Table 4: State Funded Services

| | Benton-Franklin | King | Lewis | Pierce | Spokane | Thurston | Walla Walla | Yakima | Total |
|--|-----------------|------|-------|--------|---------|----------|-------------|--------|-------|
| Number of Youth Exited | 1 | 12 | 3 | 4 | 6 | 13 | 0 | 7 | 46 |
| Number who Increased Their use of State-funded Services | 0 | 2 | 0 | 0 | 4 | 1 | 0 | 0 | 7 |
| Number who Decreased Their use of State-funded Services | 0 | 0 | 2 | 0 | 2 | 1 | 0 | 1 | 6 |
| Number Whose use of State-funded Services Remained Unchanged | 1 | 10 | 1 | 4 | 0 | 11 | 0 | 6 | 33 |

Figure 7: Use of State-Funded Services from Entry to Exit

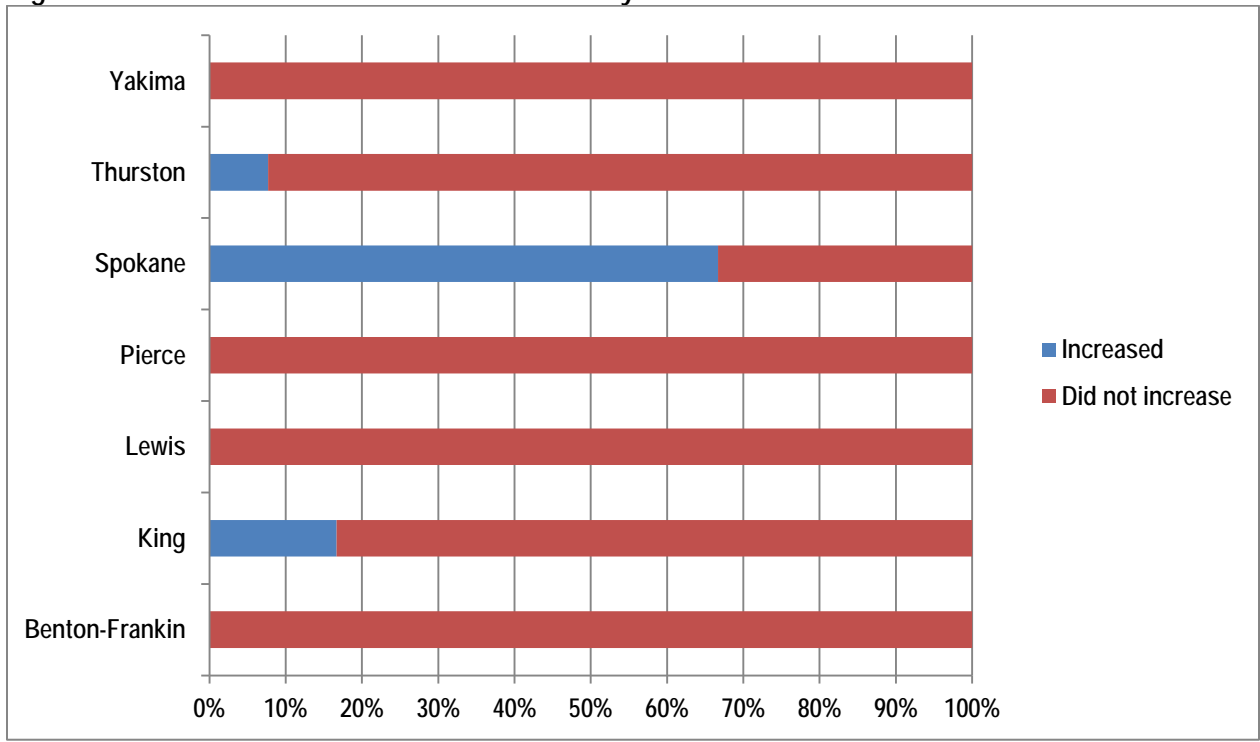


Table 5: Demographic Information

| | Benton-Franklin | King | Lewis | Pierce | Spokane | Thurston | Walla Walla | Yakima | Total |
|---------------------------------|-----------------|------|-------|--------|---------|----------|-------------|--------|-------|
| Female | 3 | 23 | 5 | 18 | 9 | 23 | 2 | 8 | 91 |
| Male | 1 | 11 | 1 | 7 | 18 | 12 | | 7 | 57 |
| Households Without Children | 2 | 28 | 3 | 23 | 27 | 26 | 1 | 12 | 122 |
| Households with Children | 2 | 6 | 3 | 2 | | 9 | 1 | 3 | 26 |
| Female Single Parent Households | 2 | 4 | 2 | 2 | | 9 | 1 | 3 | 23 |
| Disabled | | 5 | | | | 2 | | | 7 |
| Veteran | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Hispanic | 1 | 1 | | 2 | 2 | 12 | 1 | 6 | 25 |
| Non-Hispanic | 2 | 31 | 6 | 23 | 25 | 23 | 1 | 9 | 120 |
| Unknown Ethnicity | 1 | 2 | | | | | | | 3 |
| American Indian/Alaska Native | | 4 | | 1 | 1 | 1 | | | 7 |
| Asian | | 1 | | 1 | | | | | 2 |
| Black/African American | | 18 | 1 | 7 | 2 | 3 | | 2 | 33 |
| White | 3 | 4 | 5 | 12 | 20 | 15 | | 7 | 66 |
| Other Multi Racial | | 5 | | 4 | 3 | 5 | | 2 | 19 |
| Unknown Race | 1 | 2 | | | 1 | 11 | 2 | 4 | 21 |

Figure 8: Gender

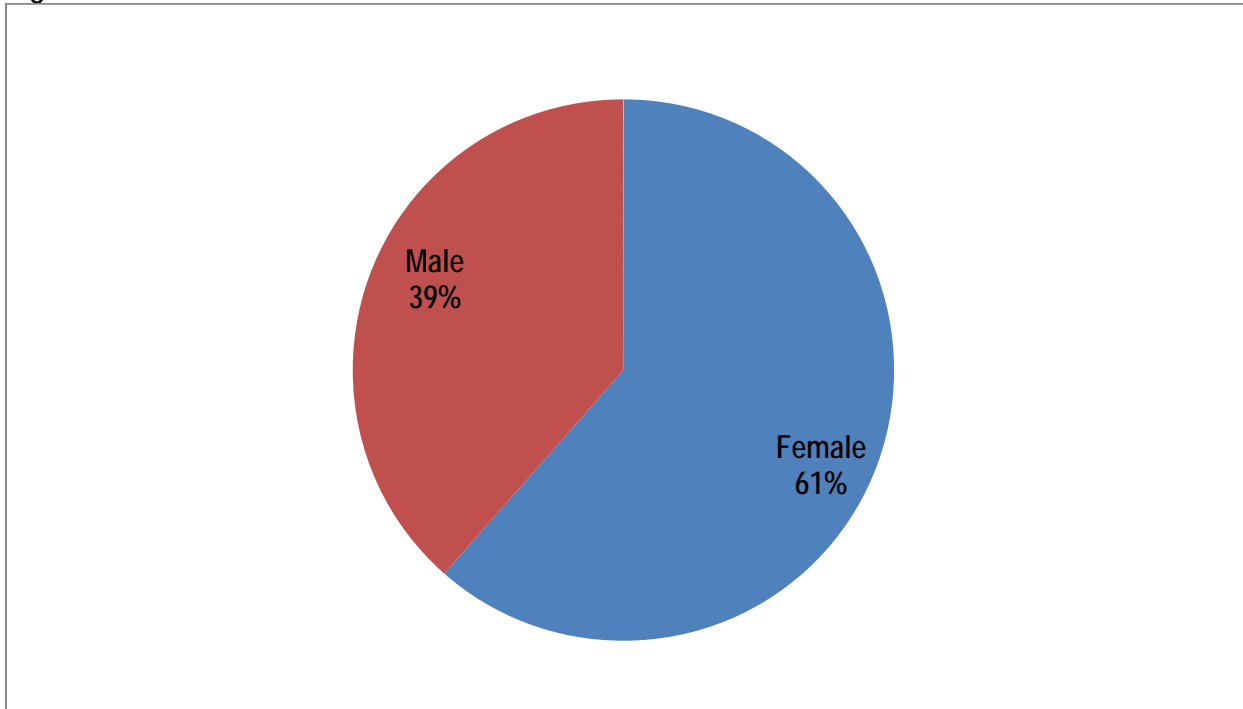


Figure 9: Household Composition

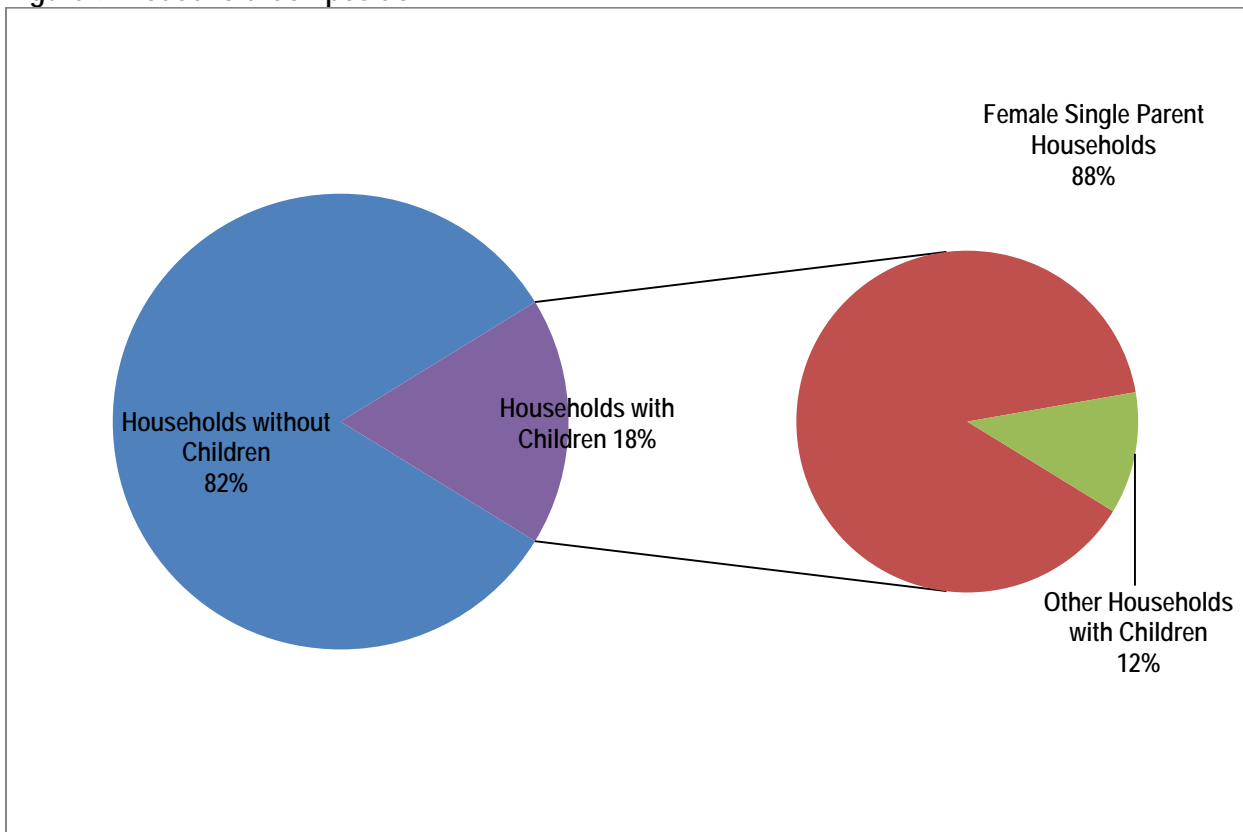


Figure 10: Ethnicity

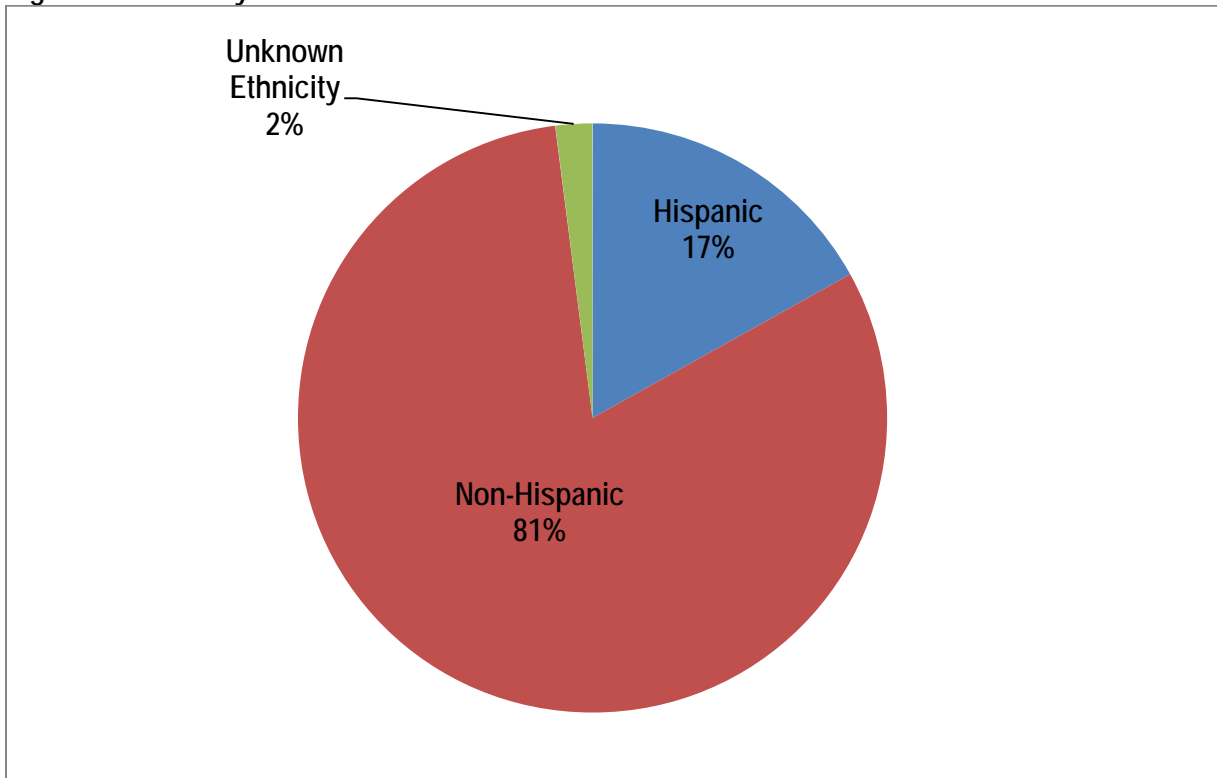
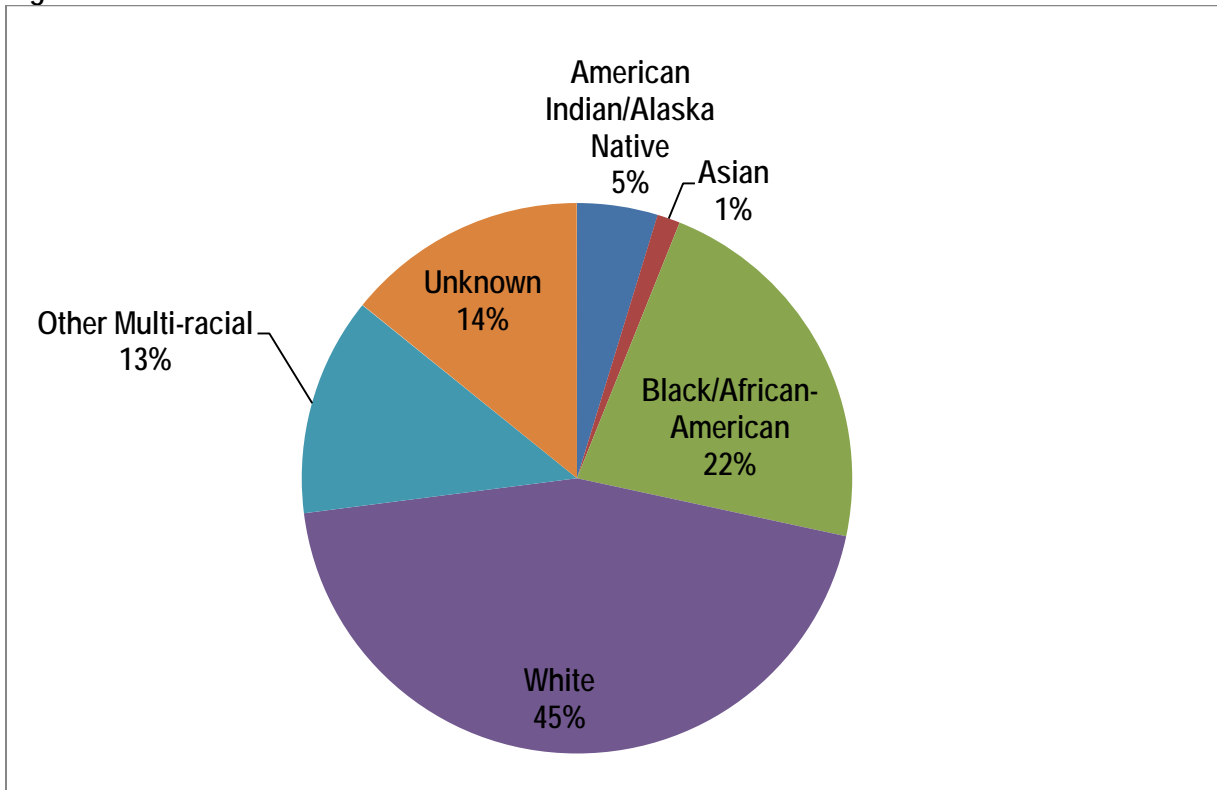


Figure 11: Race



DSHS Analysis of Youth Aging Out Who Are Eligible for State Assistance

At Commerce's request, DSHS provided the following analysis regarding the percentage of youths aging out of the state dependency system each year who are eligible for state assistance.

As a strategy to identify a means by which to measure youth development and stability after aging out of foster care, DSHS Research and Data Analysis Division (RDA) was able to look at youth who aged out of foster care in 2005 and identify, in a six-year period through 2011, some of the services they had received.

Analyses by the RDA compared risk factors and outcomes for 699 youth who aged out of foster care in 2005 with:

- (1) Youth turning 18 in CY 2005 who received TANF-related Family Medical Coverage in CY 2005, and
- (2) Youth turning 18 in CY 2005 who received Children's Medical Coverage in CY 2005.

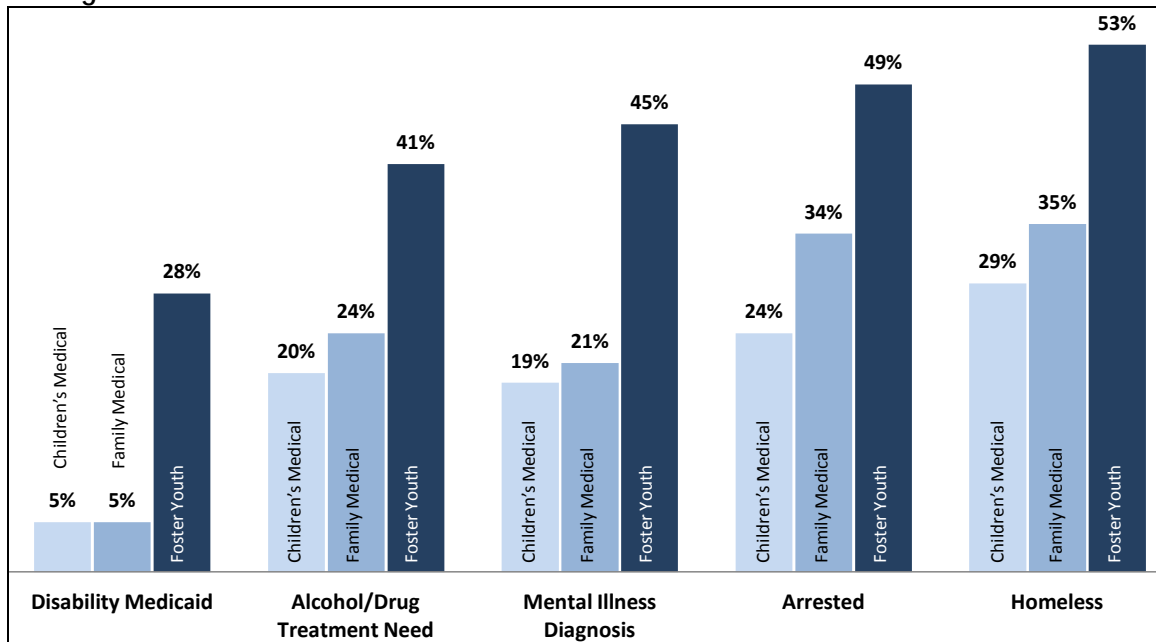
The Children's Medical coverage group provides Medicaid coverage to children in households with income above TANF program eligibility limits, but below 200 percent of the federal poverty level. These Medicaid medical coverage groups represent most of the state population of children in households at or below 200 percent of the federal poverty level. Limiting the comparison groups to youth who turned age 18 in 2005, there were 8,623 youth in the Family Medical cohort, and 16,949 youth in the Children's Medical cohort.

This report examines differences across three groups (foster youth, family medical, and children's medical) in several risk factor and outcome areas. These risk factor and outcome areas 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.

- 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 understates arrest prevalence.
- Mental illness data is derived from medical and mental health claims and encounters in the ProviderOne and legacy Medicaid Management Information System (MMIS) data 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 during a medical or behavioral health service encounter, or participated in AOD treatment or detoxification services.

The analysis summarized in the chart below shows that across 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.

Table 6: Selected Risk Factors and Outcomes Ever Occurring After Emancipation in CY 2005 Through December 2011



This analysis shows:

- 28 percent of foster youth were enrolled in disability-related Medicaid coverage at some point after emancipation in CY 2005 through December 2011, compared to only 5 percent of youth in the Family Medical and Children’s Medical comparison groups.
- 41 percent of foster youth had an indication of an AOD treatment need at some point after emancipation in CY 2005 through December 2011, compared to 24 percent of youth in the Family Medical comparison group and 20 percent of youth in the Children’s Medical comparison groups.
- 45 percent of foster youth were diagnosed with mental illness in Medicaid-paid service encounters at some point after emancipation in CY 2005 through December 2011, compared to 21 percent of youth in the Family Medical comparison group and 19 percent of youth in the Children’s Medical comparison groups.
- 49 percent of foster youth experienced a spell of homelessness or housing instability at some point after emancipation in CY 2005 through December 2011, compared to 34 percent of youth in the Family Medical comparison group and 24 percent of youth in the Children’s Medical comparison groups.
- 49 percent of foster youth were arrested at least once at some point after emancipation in CY 2005 through December 2011, compared to 35 percent of youth in the Family Medical comparison group and 29 percent of youth in the Children’s Medical comparison groups.

DSHS Recommendations

The legislation calls for recommendations on program improvements and departmental strategies that will assist the state in reaching its goal of ensuring that all youth 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. Specifically, the recommendation should address the statutory outcome of “*decreasing the percentage of youths aging out of the state dependency system each year who are eligible for state assistance.*” Given our economic situation in the state of Washington we have seen an increase in most all areas of state assistance.

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 2005 to support youth leaving foster care. Areas of program focus include the following.

- Education
- Employment
- Extended foster care
- Housing
- Life skills.
- Health
- Supportive relationships and community connections
- Cultural and personal identity

In an effort to adequately prepare youth for transition to adulthood, DSHS Children’s Administration actively plans with the youth for their transition from care and educates youth on state and federal resources available to them.

DSHS recommends that the legislatively mandated outcome be evaluated as to 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.

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 child care. 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.