

# **PATHWAYS TO HOUSING SECURITY**

## **PHASE I REPORT DECEMBER 2021**

**Prepared For: Washington State Governor  
and Legislature**



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Governor Inslee, Senators, and Representatives:

The William D. Ruckelshaus Center, in partnership with Washington State University's Division of Governmental Studies and Services, is pleased to submit the first report on activities specified in Section 6 of Engrossed Second Substitute House Bill 1277. The purpose set forth by the Legislature is to:

- Explore and identify trends affecting and policies guiding the housing and services provided to individuals and families who are, or at risk of, homelessness in Washington State; and
- Facilitate meetings and discussions to develop and implement a long-term strategy to improve services and outcomes for persons at risk of or experiencing homelessness and to develop pathways to permanent housing solutions.

During these early months of the project, we have focused on building an internal team, conducting background research and initial stakeholder conversations, and developing a plan and approach that will add value to the state. Background research and fact-finding are being conducted by faculty and graduate students at Washington State University. Initial stakeholder conversations will continue through early 2022. Information gathered will provide a common context for facilitated discussions and serve as the basis for identifying options and recommendations for a long-term strategy to improve services and outcomes for persons at risk or experiencing homelessness. As required under the bill, a second report on those fact-finding efforts and stakeholder conversations is due December 1, 2022. A final report of facilitated conversations with options and recommendations is due December 1, 2023.

We appreciate the opportunity to serve the State of Washington and will continue to keep representatives from the Governor's Office and Legislative staff informed on our progress. We welcome questions and input from the Governor and Legislature at any time.

Sincerely,

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## Executive Summary

This report was prepared to satisfy the first reporting requirement under Section 6 of House Bill 1277 (HB 1277). The overall goal of HB 1277, Section 6 is to engage in a multi-year endeavor to systematically identify the nature and scope of housing instability and homelessness in Washington, develop a shared information base, and engage key entities in the development of options and recommendations for a strategy to improve services and outcomes and develop a path to permanent housing solutions. This first report covers a five-month performance period as compared to the two subsequent 12-month performance periods; as such, this first report provides the foundation for this complex undertaking and presents initial findings, an overview of patterns and themes from initial stakeholder discussions and outlines, the project design for the next two years.

The William D. Ruckelshaus Center has partnered with Washington State University Extension's Division of Governmental Studies and Services to form a multi-disciplinary team to meet the expectations outlined in HB 1277, Section 6. The first of these (Legislative Task 1) includes fact-finding and a systematic review of empirical research and extant documents on the scope of homelessness in Washington. This effort includes attention to the structural and individual root causes; correlates of a housing trajectory; regional, demographic, and subpopulation variation; relevant legal decisions and state statutes; program evaluation and efficacy; program and service availability, and quantitative data on the issues of housing assistance, homelessness, and housing insecurity in Washington. The second of these tasks (Legislative Task 2), involves conducting a series of semi-structured interviews and facilitated discussions that will involve individuals and small groups comprised of key informants, experts, and leaders in these arenas. Legislative Task 2 will identify stakeholder concerns, barriers, opportunities, and desired outcomes to be considered and addressed in the creation of a long-term strategy for housing stability in Washington. Legislative Tasks 1 and 2 will be completed concurrently and iteratively. The final component of the project (Legislative Task 3) will involve the synthesis and analysis of data from the first two Legislative tasks. Findings will produce a series of evidence-based options and recommendations to inform facilitated discussions that will take place among key stakeholders to implement a long-term strategy that improves service outcomes and develops pathways to permanent housing solutions.

The issue of homelessness and housing insecurity is complex, multi-faceted, and historically contextualized. As a result, the chronology of homelessness in the United States, and Washington State in particular, is necessary to understand the problem and identify effective approaches in prevention and response. Attention to the social and political landscape, broad pendulum shifts in thinking about homelessness, and the various structural challenges that have influenced this arena provide a solid foundation for facilitated discussions surrounding a long-term strategy. The historical overview also includes early US examples of homelessness, various ways the social and political climate has influenced responses to homelessness, shifting definitions of homelessness over time, and how data on homelessness and housing insecurity has been collected and reported nationally and in Washington. A broad view of the macro-level and micro-level factors and how they interact to influence entry, pathways, and exits from homelessness is presented. Indeed, the social science research on the issue of homelessness has produced some empirical conclusions that can be applied to Washington State. The application of these strategies, howev-

er, varies by geography, type of homelessness (e.g., chronic, episodic, transitory), subpopulation (e.g., households with families, veterans, individuals), and level of risk/need (substance use disorder, mental and behavioral health). Extensive effort during the next performance period will be devoted to disentangling these complex factors. Finally, this report includes a preliminary inventory of housing assistance programs and services across the state, by county. This inventory identifies the various programs and services currently available and demonstrates the distribution of resources across the state. This preliminary database informs additional research on funding structures and sources, program clients characteristics, evaluation research, and gaps in service delivery.

HB 1277, Section 6 has instructed the involvement of a diverse set of stakeholders to inform the development of long-term strategies for improving outcomes and services and a path to permanent housing solutions. Early discussions, involving approximately 20 stakeholders (e.g., Legislators, representatives from the Governor's Office, and the Washington State Department of Commerce), have revealed a series of themes, including the urgency of this issue, the desire to identify evidence-based strategies, the importance of regional variation, and the commitment to create a long-term actionable plan that targets the range of concerns surrounding housing insecurity and homelessness in Washington. These initial discussions have provided insight to guide the development of a well-informed approach to further discussions.

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## I. Introduction and Authorizing Legislation

### *Homelessness and Housing Security in Washington*

The number of persons and households experiencing homelessness in Washington State has steadily increased since 2013, as demonstrated by Washington State total Point-in-Time (PIT) Counts collected and reported by the Washington State Department of Commerce (see Figure 2). The expansive literature on root causes has identified the importance of macro-level conditions, including income inequality, poverty, social policy, lack of affordable housing, and limited social safety nets, as consistent predictors of housing insecurity and homelessness across the US (see Shinn & Khadduri, 2020; Wasserman & Clair, 2010). This research has noted how macro-level conditions are intertwined with individual risk (Lee et al., 2021). More specifically, “root causes of homelessness” have been conceptualized in the context of a housing pathway (Clapham, 2003), where personal vulnerabilities are inextricably interlaced with aggregate structural conditions (O’Flaherty, 2004). Individual demographics, such as gender, age, race, and social position have had a significant role in influencing housing assistance prevention and response outcomes (Lee et al., 2021). In short, the issue is complex.

Most recently, official data have demonstrated an increase of homelessness in Washington State. At the same time, indicators of some macro-level structural conditions, like educational attainment, employment, income, and family stability, have also trended upward in Washington (Washington State Department of Commerce, 2017). This means that, even with fewer structural barriers, the population experiencing homelessness in the state has swelled. There is also evidence that has underscored how limited housing options for lower income households has increased housing insecurity and homelessness. This evidence highlights the importance of the rent burden (e.g., the percent of net income spent on housing and utilities), and how those households that are severely burdened are more likely to experience unstable housing and entry into homelessness [National Low Income Housing Coalition (NLIHC), 2021]. Federal and state efforts to address homelessness have relied on increased public spending and resource allocation—through Federal McKinney-Vento funds, the 2006 Washington Homeless Housing and Assistance Act (RCW 43.185c), and the Homelessness and Rapid Re-Housing Program under the American Recovery and Reinvestment Act of 2009. This has also involved significant shifts in strategies designed to target homelessness and housing instability—discussed below. Even with sizable public spending, official data have illustrated the growing population of individuals and families experiencing homelessness. Scholars have termed this “modern homelessness,” and noted that this phenomenon dates back only three decades (Lee et al., 2010).

### *Authorizing Legislation*

In 2021, the Washington State Legislature passed House Bill 1277 (HB 1277), which created revenue that nearly doubled state spending to prioritize housing stability and prevention services for people at risk of or who are experiencing homelessness. Specifically, an increase in the document recording fees has been allocated through the Washington State Department of Commerce to provide funding for a series of housing assistance efforts, including permanent supportive housing [Sec. 1(a), lines 14-16], landlord mitigation programs [Sec. 1(b), line 18], project-based vouchers for non-profit housing providers or public housing authorities, housing

services, rapid rehousing, emergency housing, or acquisition [Sec. 1(c), lines 4-1], and eviction prevention rental assistance [Sec. 2(1), lines 28-30].

Section 6 of HB 1277 reiterates the challenges of affordable housing, housing instability, and homelessness in the state; underscores changes and lessons learned associated with the COVID-19 pandemic; and identifies the need for a statewide strategy. According to the legislation, “the COVID-19 pandemic has exacerbated and shed new light on the state’s homelessness problems and forced communities and providers to reexamine the types and delivery of housing and services to individuals and families who are homeless or at risk of homelessness” [Sec. 6(b), lines 11-15]. Resources and programs have been created, or are under consideration, to improve housing assistance services and outcomes [Sec. 6(b), lines 15-24]. The legislature intends the work directed in this subsection to clarify the current state of housing instability and homelessness in Washington and inform the development of options and recommendations for a strategy to improve services and outcomes for individuals and create a pathway to housing security [Sec. 6(c), lines 36-39].

### *Involvement of the William D. Ruckelshaus Center*

Section 6 of HB 1277 has directed the Department of Commerce to contract with the William D. Ruckelshaus Center (Center) to:

1. Explore and identify *trends affecting* and *policies guiding* the housing and services provided to individuals and families who are, or at risk of, homelessness in Washington State.
2. Facilitate meetings and discussions to develop and implement a long-term strategy to improve services and outcomes for persons at risk or experiencing homelessness and to develop pathways to permanent housing solutions.

In July 2021, the Center began work on the tasks articulated in Section 6 of HB 1277. A critical first step was to build a multi-disciplinary team to develop a detailed project scope and work-plan that will inform and guide this work over the next two years. The Center has enlisted the assistance of Washington State University (WSU) Extension’s Division of Governmental Studies and Services (DGSS), a social science research and outreach unit, to accomplish this set of tasks. Through extensive social science research, semi-structured and open-ended interviews, individual and group conversations, and stakeholder discussions, the project team will gather, synthesize, analyze, and collate data on the issue of housing security and homelessness in Washington to identify a series of evidence-based options. Informed by this effort, the project team will facilitate discussions among key stakeholders for the development of options and recommendations for a long-term strategy to improve services and outcomes for persons at risk of or who are experiencing homelessness and to develop pathways to permanent housing solutions.

## **II. Project Team**

Part of the considerable planning necessary for a project of this scope and magnitude has involved a collaboration between the Center and DGSS to form a highly skilled team. The project team has extensive expertise in applied social science research, substantive subject matter specialization, mixed methods research design and analysis, complex public policy-related consensus-building, and collaborative decision making and is comprised of faculty and staff housed in two university-affiliated units. Members from the Center bring expertise in facilitation and process design, situation assessments, and supporting multi-party collaborative processes. Members

from DGSS bring expertise in applied social science research, mixed-methods research design, qualitative and quantitative statistical analysis, program and outcome evaluation, public facilitation, project management, and experience in the areas of political science, public policy, public administration, criminal justice and victimology.

### III. Project Objectives: Pathways to Housing Security in Washington

Section 6, HBI277 directs three broad tasks that support a strategy to increase program and service outcomes for individuals experiencing housing instability and homelessness in Washington and to develop pathways to permanent housing security. A brief description of the legislative tasks is provided below.

#### *Legislative Tasks*

**Legislative Task 1:** Conduct fact-finding and research on housing instability and homelessness, root causes and correlates, and the programs and services currently available to address homelessness and housing insecurity in Washington State.

**Legislative Task 2:** Conduct individual and small group discussions to identify stakeholder concerns, barriers, opportunities, and desired principles that must be considered and addressed to improve program and service outcomes for housing stability in Washington State.

**Legislative Task 3:** Facilitate stakeholder discussions to identify options and recommendations that will inform the development and implementation of a long-term strategy to improve services and outcomes for persons at risk or experiencing homelessness and develop pathways to permanent housing solutions.

#### *Research and Project Design Overview*

The current project uses a mixed-methods research design to fulfill the Legislative Tasks described previously. This involves a systematic review of the empirical social science research on homelessness and housing insecurity to identify factors that contribute to its occurrence in Washington, evidence-based strategies for programmatic intervention, and ways that public investments can be made in a fiscally responsible manner. Quantitative data from official data sources, including the Washington Department of Commerce (to include federally-mandated point-in-time (PIT) count data), the US Department of Housing and Urban Development, the US Census, the National Low Income Housing Coalition, and other agencies, organizations, and coalitions will be used to assess: 1) the scope of the problem in Washington State, and 2) existing solutions currently in place as they have been officially captured and recorded. Additionally, this component of the project will involve data collection on agencies, programs, and resources currently available in Washington State. A review of sources will inform a database of agencies and resources, by county, that supplements programmatic data collected by the Department of Commerce. This inventory will highlight program and service efficacy with attention to strengths in service delivery outcomes, current gaps in services, and how they may vary by the demographic characteristics of program and by service users, state geography, and temporally, in terms of turning points in a housing trajectory. Further, an exploration of recent legal decisions and state statutes, as they pertain to the issue of housing insecurity and homelessness, will pro-

vide additional insight.

A series of qualitative, semi-structured interviews and discussions with key informants in individual and group formats in Washington State will provide depth and context for understanding the issues of homelessness and housing instability. Topics will address key concerns, barriers, opportunities, and principles for creating a long-term strategy to target homelessness. Individuals solicited for participation in interviews and discussions will include stakeholders in housing assistance program advocacy, behavioral health and supplementary service delivery (mental health and substance abuse disorder support), community business interests, tribal and local government representatives, state legislators, and gubernatorially-appointed representatives. Additionally, to gather pertinent qualitative data not captured in official sources and by named stakeholders, semi-structured interviews and discussions with willing members from this population will provide key insights to the lived experiences of those who have directly experienced or are experiencing homelessness.

Legislative Tasks 1 and 2 will occur simultaneously and data will be collected iteratively so that empirical research collected during the fact-finding described in Legislative Task 1 can inform semi-structured interviews and discussions with key informants outlined in Legislative Task 2. Further, qualitative data garnered from interviews and discussions in Legislative Task 2 can augment quantitative data collection among existing scientific research and from official data sources as described in Legislative Task 1. Once all data has been gathered to address the objectives listed in Legislative Tasks 1 and 2, information will be analyzed and synthesized. Findings will be compiled to provide a review of housing insecurity and homelessness in Washington and a shared knowledge base to include evidence-based options. Collectively, this will guide and inform discussions among experts and leaders in housing assistance for the development and implementation of pathways to permanent housing solutions.

It is important to note that two recent efforts targeting homelessness and housing insecurity in Washington have produced important findings and recommendations: Challenge Seattle's (2021) *Chronic Homelessness: A Crossroad* and Helm et al.'s (2018) *Solving Homelessness in Seattle with Tri-Sector Solutions*. These efforts have focused specifically on homelessness and housing instability in the City of Seattle and King County and have centered on chronic homelessness only (Challenge Seattle, 2020) and on transitory homelessness only (Helm et al., 2018). Conclusions produced by these efforts have demonstrated the severity of homelessness for individuals and families in King County and the need to continue to examine strategies for improvement. This existing work, coupled with substantial scientific literature and publicly available official data, has provided an instructive starting point. To that end, HBI 277, Section 6 has called for an inclusive assessment of homelessness and housing insecurity across 39 counties in Washington, with consideration to geographic and regional differences, individual and structural correlates, and how these have varied by subpopulation. The project team will review these existing efforts. Together, this information will clarify the scope and magnitude of homelessness and housing assistance prevention and response across Washington. The remaining sections present initial findings from this research.

#### **IV. Status of Fact-Finding**

As part of this larger effort, an overview of the historical chronology surrounding this issue of

homelessness is warranted. This includes early conceptualizations of homelessness in the US, structural shifts during the 19th and early 20th centuries that have affected housing trajectory trends, the social and political climate that has influenced discourse on homelessness, changing definitions of homelessness, and the role of the US Department of Housing and Urban Development (HUD) in leveraging public funds to produce community-level strategies with accountability metrics for successful and sustained exits from homelessness.

Social mobility in the US has roots in the meritocracy of individualism and the social competition underscoring the American Dream, characteristic of Horatio Alger's 19th century "rags to riches" stories (e.g., Lhamon, 1976). This foundational context provides a cultural framework to understand caricatures of those who experience homelessness as, "lazy alcoholics and skid row bums" (Wasserman & Clair, 2010, p. 8). But homelessness has existed for centuries and has a lengthy and complex history in the US. "Modern homeless," as a static and visible feature of urban cities across the US, is a recent phenomenon that dates to the early 1980s (Lee et al., 2010).

### *Brief History of US Homelessness*

US industrialization, post-Civil War, focused on railway transportation and coal for steam locomotion, which increased the demand for migratory labor. During this time, the "hobo" was heralded as autonomous and adventurous (Anderson, 1923). In the 1890s, economic recession limited migratory labor, and when work disappeared, so did the glorified notion of a nomadic lifestyle. Cultural views of the free-spirited drifter were replaced with negative stereotypes of the transient and unsheltered as "bums" and "tramps" (Beck & Twiss, 2018). These tropes were so culturally engrained, they appeared in early US media portrayals of urban poverty (Pimpare, 2017). Efforts to address the basic food and shelter needs of non-working, unhoused individuals during the late 19th and early 20th centuries largely relied on uncoordinated, privately-funded and religiously-affiliated service providers, in part, because this was not a widespread or large-scale phenomenon.

The chronology of US social mobility, population growth, economic fluctuations (see Shinn & Khadduri, 2020; Wasserman & Clair, 2010 for a review), and the migration of workers from industrial city centers to the suburbs and back again with 1990s re-gentrification made homelessness ever more visible. A series of significant events in US history during the mid-20th century (Lee et al., 2021), including the widespread closing of state mental hospitals, the passing of the Stewart B. McKinney Homeless Assistance Act in 1987, and significant structural changes in the US economy and affordable housing inventory in the 1970s, had a profound impact on US homelessness. For example, at the same time that income inequality was rising, the US witnessed an unprecedented decline in manufacturing jobs; this was coupled with substantial economic inflation and the disappearance of single room occupancy (SRO) housing stock and multi-family housing rentals that had been typically occupied by lower income individuals. These events coalesced during the 1970s and early 1980s and disproportionately affected individuals who were already struggling with housing security so that the trajectory for many in the lower and middle economic classes was characterized by narrow options for employment, limited housing, and underfunded social safety nets that could not mitigate adverse individual circumstances (see Beck & Twiss, 2018).

Additionally, the social and political climate surrounding homelessness has experienced dramat-

ic pendulum shifts in the way society has viewed its root causes and subsequent strategies for improvement (Gowan, 2010). This fluidity has paralleled public perceptions surrounding poverty and disenfranchised populations (e.g., Sommerville, 2013) and has been reflected in state and local statutes that have also shifted between criminalizing and de-criminalizing homelessness, starting with anti-vagrancy legislation in the 1880s (Wasserman & Clair, 2010) through contemporary “quality of life” court rulings, such as the 2018 *Martin v. City of Boise* decision, intended to protect the interests of persons experiencing homelessness (see Jackson et al., 2021 for a review).

Beginning in 1987, the US Department of Housing and Urban Development, who was responsible for McKinney oversight, funded housing assistance programs funneled through state and local governments. Efforts selected for funding were based on defined criteria that incentivized coordinated outreach and response and required multiple data reporting methods to track performance measures and provide status updates regarding the scope of homelessness by state across the nation. Even criteria for housing assistance programs funded by the Federal government have been reshaped multiple times since the 1987 passage and 2009 re-authorization of McKinney-Vento (§578.3) to reflect current trends in the cultural landscape surrounding housing security and homelessness (Beck & Twiss, 2018) and to address prevalence estimates illustrated through longitudinal data collection.

### *Defining Homelessness*

Changing perceptions of homelessness, including widely accepted ideas surrounding its root causes over time, have been reflected in the definitions used to understand and address the phenomenon, distinguishing by type of homelessness. “Literal homelessness” was introduced first by Rossi (1989) and later adopted by HUD (§ 578.3) as individuals who “lack a fixed, regular, and adequate nighttime residence” to include living in a publicly available shelter, on the streets, in a vehicle, in a public space, or in a place not intended for human habitation (also Tsemberis, 2010). This differs from “precariously housed,” sometimes referred to as “sleeping rough,” which has been defined as when an individual may have access to a conventional home but may not be able to stay there (Rossi, 1989). The term “chronically homeless,” (Kuhn & Culhane, 1998), represents individuals who have experienced repeated periods of homelessness and have been diagnosed with behavioral health problems—the latter were clarified by HUD (2015a) as a “qualifying disability” for the purpose of service eligibility.

Beginning in the 1980s, scholars began thinking about homelessness as an event or episode that has occurred as part of a life trajectory (Brandon et al., 1980) to better understand “a person’s housing pathway” (Clapham, 2003, p. 123). To be sure, the majority of persons experiencing homelessness have not been classified as chronically homeless. Instead, most individuals have been faced with a single adverse event that has produced a cascade of collateral consequences. The life course perspective has posited a “chain of risk,” where early exposure to adverse events has predisposed an individual for negative outcomes later in life, including job market detachment and poor health outcomes, ultimately reducing housing stability and facilitating entry into homelessness (Cox et al., 2021, p. 1).

### *Epidemiology and The Continuum of Care*

More recent social policy has been informed by the medicalization of homelessness in adopting the public health language of epidemiology and the strategic use of case management through the Continuum of Care (CoC) model, beginning in the late 1990s and early 2000s. This remains in modified form today.

*Continuum of Care: “a regional or local planning body that coordinates housing and services funding for homeless families and individuals” (Schneider et al., 2016, p. 321)*

The utility of the public health approach has been particularly important for individuals with serious mental illness and substance use disorders and those who are chronically homeless or who have complex needs (see e.g., Tsemberis, 2010). Within the CoC, desirable approaches to addressing homelessness have also shifted. The 1990s saw significant reliance on emergency shelter and transitional housing, but without dramatic and measurable success for long-term housing stability and reductions in homelessness (Burt 2010). In the mid-1990s, HUD embraced a re-institutionalization project that created a “nationally guided system of local services to ameliorate homelessness” (Frank & Baumohl, 2021, p. 374). When early iterations of emergency shelter and transitional housing began to lose support, basic shelter needs were increasingly linked to program participation in organized services like mental health and substance use disorder treatment. This coordination was leveraged by McKinney funds. In other words, programs providing housing assistance to individuals and families required participation in support services first, as eligibility criteria. Proponents of this approach highlighted the importance of creating qualifying conditions for any public support by mandating participation in behavioral health services (e.g., Jackson et al., 2021). Critics argued these early CoC strategies did not produce successful and sustained exits from homelessness because they encouraged dependence on the state to provide basic housing needs and left macro-level structural disparities, that largely produced modern homelessness, unaddressed (Wasserman & Clair, 2010).

### *Chronic Homelessness*

While the early CoC model was identified as the next panacea, Kuhn and Culhane (1998) argued that homelessness could be effectively addressed in “clusters.” Earlier work had proposed categories to explain different types of homelessness (Grisby et al., 1990; Humphrey & Rosenheck, 1995; Mowbray et al., 1993)—Kuhn and Culhane (1998) empirically tested these propositions. Their analysis of public data on shelter services in New York and Philadelphia identified a suite of characteristics among routine shelter users, who they termed “chronically homeless.” These individuals, they argued, could be successfully targeted as sub-populations.

Kuhn and Culhane (1998) noted that approximately 10% of shelter users in their sample were chronically homeless or had lengthy stay histories and suffered from mental health, substance use disorders, and medical problems; this group was distinct from those they classified as “transitionally homeless” and “episodically homeless” (Kuhn & Culhane, 1998, p. 207). Increased public spending on behavioral health among individuals experiencing homelessness motivated a transition in thinking about how to effectively target chronicity in a fiscally-efficient manner. The re-framing of homelessness as individual disability (HUD, 2015a), coupled with repeat episodes of homelessness, was politically and socially appealing. In particular, supportive housing and long-

term public assistance would be most effective for this subpopulation and social security and federal disability payments could provide a reliable source of rent.

By the early 2000s, an overreliance on “downstream” or reactive responses to homelessness, including emergency shelter, began to lose favor and service delivery collectively shifted again toward de-institutionalization. This involved a wide scale effort to divert clients from public support funds (e.g., “diversion”) and remove service users from shelters. Instead, strategies focused on upstream or prevention programs. In 2001, HUD reiterated the need to “end chronic homelessness” (Frank & Baumohl, 2021, p. 379) through *Housing First*. Federal funding under McKinney shaped a strategy focused on permanent housing placement prior to compulsory services (e.g., substance use disorder and mental health treatment tied to housing) and in 2009, this was re-branded as rapid rehousing (RRH).

### *Housing First*

The federal government’s official adoption of a *Housing First* strategy (PL-111-22) through the passing and authorization of the 2009 Homelessness Emergency Assistance and Rapid Transition to Housing (HEARTH) shifted programming efforts by prioritizing the quick and successful linkage of those experiencing homelessness to safe and affordable housing, without preconditions. In other words, emergency response has not been linked with compulsory participation in services—intending to provide for “low barrier” access to shelter. According to HUD, *Housing First* is premised on defining homelessness, “first and foremost [as] a housing crisis that can be addressed through the provision of safe and affordable housing” (HUD, 2014a).

Empirical research has provided support for this approach, particularly among specific subpopulations. In fact, multi-site studies conducted in California and New York have demonstrated greater success in housing retention and stability over time when clients have been provided housing and choice in terms of service use, as compared to clients with compulsory service requirements for housing eligibility (Gilmer et al., 2014; Davidson et al., 2014). A randomized control trial assessing psychopathology, among a sample of mothers experiencing literal homelessness outside of New York City who were provided affordable housing, reported significant declines in mental distress over time with no statistical differences by clinical intervention (Samuels, et al., 2015). Put differently, there is scientific evidence to suggest that providing access to housing, and the safety, privacy, agency, and bodily autonomy that comes with it, mitigates the negative mental health and other co-occurring stressors that may otherwise propel the average at-risk person into an episode of homelessness. When talking specifically about rental subsidies, Shinn and Khadduri (2020, p. 74) have argued that housing provides “families a platform to solve other problems on their own.” While rigorous program evaluation research has demonstrated the effectiveness of housing first among homeless families with children (Gubits et al., 2018) and individuals with serious mental health and substance use disorders (Aubry et al., 2015), research has noted that effective strategies vary by service user, so that other less costly efforts may be more effective for lower-risk individuals and those with no minor children who are experiencing homelessness.

The recent focus of HUD’s efforts has been on “coordinated entry” through a client-based tracking system that links service users with programs that meet their needs regardless of how and where clients present to access assistance (HUD, 2015b). This effort has prioritized

higher risk clients with the most extensive services [CFR 578.7(a)(8)]. While the rationale for increasing efficiency and efficacy through coordinated entry appears promising, there has been limited evaluation research. Further, related evidence has suggested that often, successful housing outcomes can be attributed to selection bias rather than the programming itself (e.g., Burt, 2010). This means that clients with multiple, complex needs likely have lower rates of successful homelessness exits because they start out with more barriers when they first approach service providers, compared to lower risk clients. Additional efforts to address homelessness by HUD have been through interventions like rent subsidies, assistance with relocation, and foreclosure prevention, with specific attention to veteran populations and persons with disabilities.

### National Trends

Since HUD’s adoption of the *Housing First* strategy in 2009, federal PIT counts reported to HUD on homelessness among families with children have decreased 27% nationally, from 2007 to 2019. Similarly, the number of veterans experiencing homelessness across the US have decreased nearly 50% between 2009 and 2019 in the US, but only by 2% from 2018 and 2019 (Henry et al., 2020). This substantial decrease has been largely attributed to direct policy initiatives with financial support for long-term subsidies from the Veterans Administration in conjunction with HUD. Aside from these victories, the number of individuals classified as “literally homeless” and “chronically homeless” has increased nationwide. The most recent, national PIT count data have demonstrated that the rate of overall homelessness in Washington State remains among the highest in the US, outpaced by only Oregon, California, Hawaii, and New York. Among those individuals affected nationally, People of Color have been impacted disproportionately compared to White counterparts (see also Olivet et al., 2021). Moreover, women and children have experienced considerable increases in homelessness compared to men, even though the absolute number of men experiencing homelessness is greater than women (Henry et al., 2020). Scholars have noted that traditional and visible stereotypes about homelessness have centered

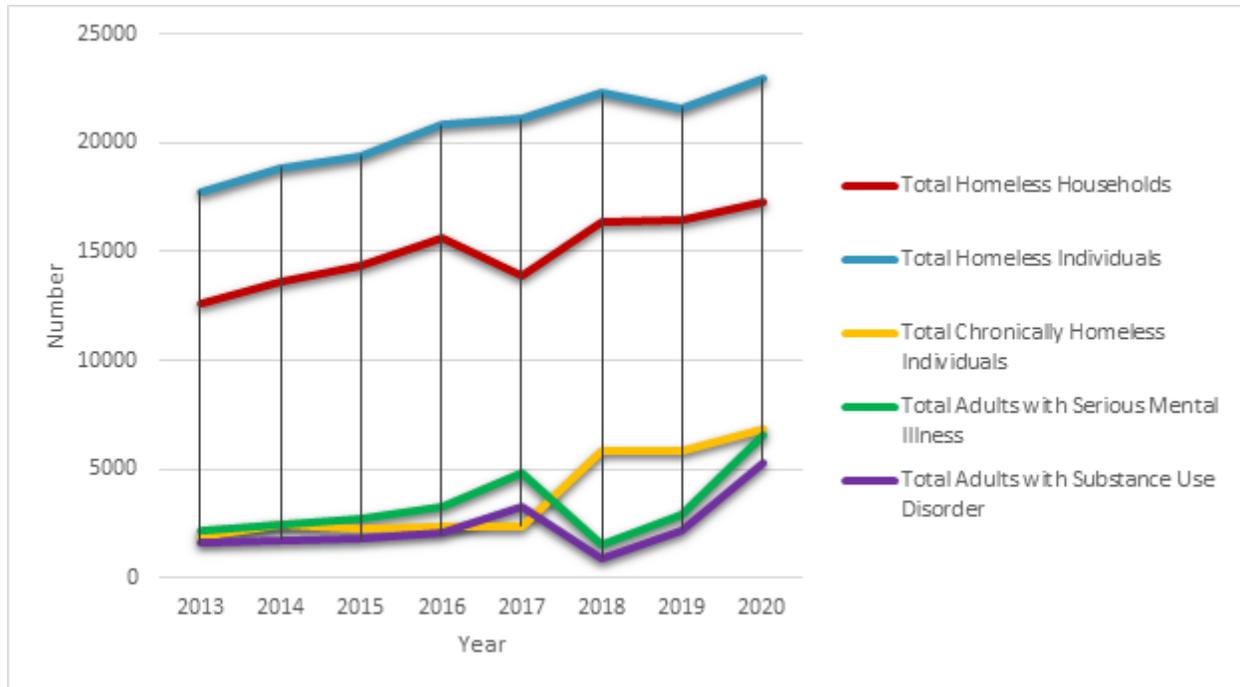
<p><i>Sheltered Homelessness: “An individual or family living in a supervised publicly or privately operated shelter designed to provide temporary living arrangement (including congregate shelters, transitional housing, hotels and motels paid for by charitable organizations or by federal, state, or local government programs for low-income individuals” (HUD, 2014a, p. 7)</i></p>	<p><i>Unsheltered Homelessness: “An individual or family with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park abandoned building, bus or train station, airport, or camping ground” (HUD, 2014a, p. 8)</i></p>
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around older, White men—though official data has illustrated significant diversity in the demographic characteristics of individuals and families experiencing homelessness. In other words, “modern homelessness” does not affect a homogenous group.

## Homelessness in Washington

Longitudinal data have reflected a steady increase over time in the number of households, adult individuals, chronically homeless adults, and adults with severe mental illness and substance use disorder who are experiencing homelessness. There are multiple sources of official data that have been collected to explore trends in the number and extent of homelessness in the US (see e.g., Schneider et al., 2016). Figure 1<sup>1</sup> presents total PIT count data from 2013 to 2020 for the State of Washington.

**Figure 1.** Washington State Total Point-In-Time Count, 2013 to 2020



HUD requires each CoC to participate in an accounting of all individuals and households experiencing homelessness who are sheltered and unsheltered across CoCs in a state. The PIT count survey must be conducted every two years, though jurisdictions can voluntarily conduct the PIT count each year—Washington reports PIT count data on an annual basis. Data is also made publicly available for count totals from each state in the nation. Information is collected and disseminated on sheltered and unsheltered homelessness in Washington, and by each of the state’s six CoCs that represent its 39 counties.

The PIT count takes place on a single night in January—a strategic decision because the weather conditions in most geographic locations across the nation are adverse and temperatures are cold. The data from this effort are compiled and reported to HUD and include individuals (aged 18 to 24 and over 24 years old) and households (with and without children); summary data on race, ethnicity, and gender; and PIT count by subpopulation. Subpopulations are disaggregated and report individuals with “severe mental illness,” “chronic substance use,” “HIV/AIDS,” victims of domestic violence, veterans, unaccompanied youth by age category (under 18, 18 to 24 years

<sup>1</sup> Data derived from Washington annual PIT Count results, 2013-2020, US Department of Commerce. Retrieved from <https://dep-tofcommerce.app.box.com/s/ek9pu2w07oz8d77gq6c1rlpxuwcw0515>.

old), “parenting youth” by age, and “children of parenting youth.” Table 1 lists each of Washington’s six CoCs and their respective county boundaries.

Table 1: Continuum of Care, Washington State

Continuum of Care Name	County
Spokane City and County	Spokane
Seattle/King County	King
Vancouver/Clark County	Clark
Tacoma, Lakewood/Pierce County	Pierce
Everett/Snohomish County	Snohomish
Washington Balance of State	34 remaining counties

The PIT count is cross-sectional in that it only presents a picture of homelessness at a single point in time. There are limitations to this method—chronically homeless individuals are over-represented (Shinn & Khadduri, 2020) and, because of the transitory nature of most housing trajectories (Lee et al., 2021), the PIT count does not accurately reflect “homelessness.” That said, the systematic and longitudinal nature of this data collection, and the demographic and subpopulation detail, has provided for the assessment of trends over time and has facilitated comparisons across counties in a single state, and across states in the US.

Using PIT count data from Washington, Figure 2<sup>23</sup> reveals a steady increase in the total number of households and individuals experiencing homelessness (both sheltered and unsheltered) over time, with limited decreases from 2017 to 2018 for households, and then increases again in 2019. In terms of subpopulations, Washington PIT count data have illustrated decreases from 2017 to 2018 and then steady increases after 2018 for adults with serious mental illness and substance use disorder—two subpopulations that empirical research in other jurisdictions has suggested can be effectively addressed with permanent supportive housing and long-term subsidies.

In addition to the annual PIT count, data is collected and recorded as part of the Homeless Management Information System (HMIS). Like the PIT count, HUD has mandated detailed record keeping by any community receiving McKinney-Vento funds to support housing assistance. Because of privacy and safety concerns regarding the nature of this data and the vulnerability of the population about which this data has been collected, precautions were built into system reporting. Each state reports aggregate, de-identified data directly to HUD. Washington State is one of 14 individual states to have created a state-wide HMIS system; Data from these state HMIS systems is the most reliable (Shinn & Khadduri, 2020).<sup>4</sup> Figure 3 presents supplementary official data on *new and continuing homelessness* from the Washington State Department of Commerce<sup>5</sup> and includes aggregate, de-identified data from Medicaid, economic services, and HMIS.

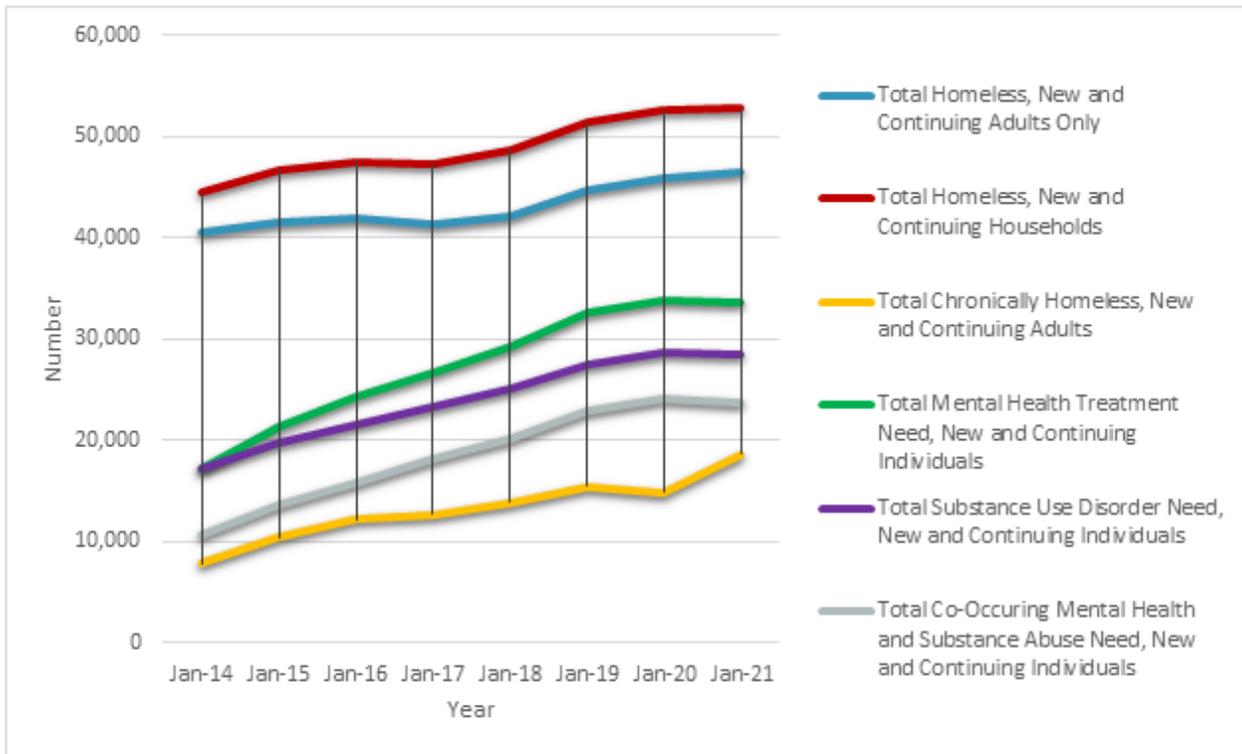
2 The Washington State Department of Commerce has partnered with the Washington Department of Social and Health Services to cross-check statewide HMIS data and prepare de-identified reports for public dissemination. Data presented here were reported for January 2014 to January 2021 and appear in each bi-annual “Snapshot of Homelessness in Washington State.”

3 This includes the population of “homeless only,” which represents both sheltered and unsheltered persons/families and those staying in emergency shelter (but not precariously housed or unstably housed). “New and continuing” homeless persons/households represents total persons/households experiencing homelessness. Data is also reported for “New only” and represents those individuals/households that have experienced homelessness only in the current month (but not in the previous month).

4 State-wide HMIS system data are also protected and are not publicly available.

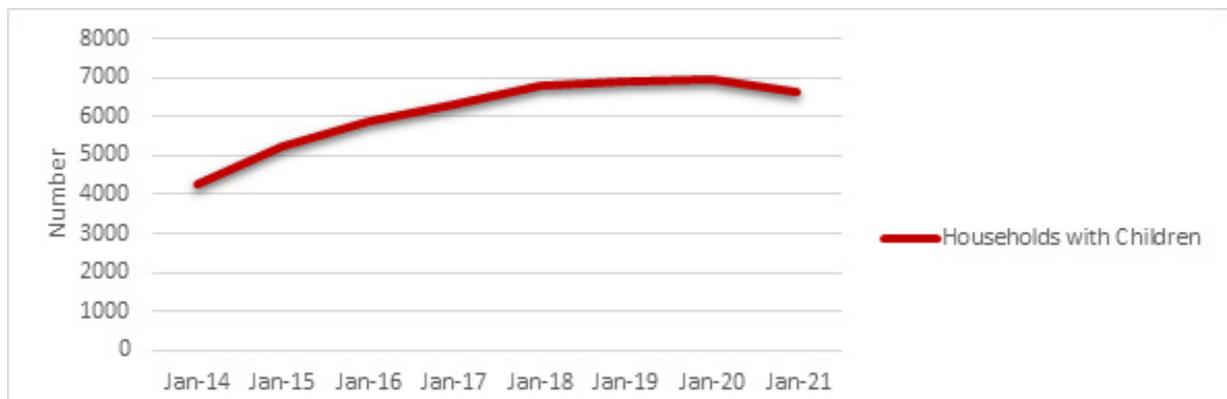
5 Data presented here were derived from the Washington State Department of Commerce’s Data bi-annual “Snapshot of Home-

Figure 2. Snapshot of Homelessness in Washington State, 2014 to 2021



Twice a year, this data is collected from four data systems across Washington State, including Provider One, the Integrated Client Database, the Automated Client Eligibility System, and HMIS. Figure 3 demonstrates a steady increase in *new and continuing*: 1) adult individuals experiencing homelessness (aged 18 and over), 2) households (with and without children), 3) adults with mental health treatment needs, and 4) adults with substance use disorder treatment needs. The trend for adults with co-occurring mental health and substance use disorder treatment needs increased steadily until 2020 and began to taper off in 2021. The number of chronically homeless adults increased from 2014 to 2016, levelled off from 2016 to 2018, increased in 2019, decreased modestly in 2020, and then increased again in 2021.

Figure 3. New and Continuing Homeless Households with Children, 2014 - 2021



lessness in Washington State” and include “new and continuing” families with children who were recorded as “Homeless only.”

Trends from the same supplemental aggregate official data collected by the Department of Commerce from Medicaid, economic services, and HMIS among households with children have reflected a similar pattern over time, as presented in Figure 3, with slight decreases in 2021 after a five-year period of increasing homelessness.

As homelessness has trended upward, policy makers, stakeholders, and academics have noted that current approaches are not producing effective and meaningful change. Washington PIT count data for 2020, for example, reported 17,266 households (with at least one adult and one child, with only children, and without children) and 22,923 adults experiencing homelessness. Chronically homeless adults made up 29.7% ( $n = 6,807$ ) of the total adult homeless population in Washington. Among those who were identified as chronically homeless, 65.7% ( $n = 4,472$ ) were living unsheltered or in places not intended or safe for human habitation. Increasing unsheltered homelessness has produced visible encampments in public spaces where semi-permanent settlements have been constructed as domestic shelters (Burnett et al., 2020). Tent encampments have similarly appeared in populated urban areas across the country (Jackson et al., 2021) and have been associated with concerns surrounding public health, hygiene, and safety, particularly during the COVID-19 pandemic (Lee et al., 2021). To be sure, there are a collection of complex factors that, together, have created a broader environment conducive to literal homelessness. Policy makers have prioritized this phenomenon. It would be ill-advised, however, to propose programmatic strategies to target homelessness without a sound understanding of the correlates of homelessness and how “root causes” have varied temporally, spatially, and geographically.

### *Root Causes of Homelessness and Housing Instability*

The expansive scholarly literature on the subject of homelessness is multi-disciplinary, multi-dimensional, and contextualized historically. From the late 1800s to the early 1960s, homelessness was generally perceived as an indicator of individual weakness, manifested in notions of sinfulness and retribution for misbehavior. Beginning in the 1960s and 1970s, root causes of homelessness were understood in terms of structural inequalities, like poverty, economic volatility, social exclusion, and other systemic factors. From the late 1980s to the mid-2000s, considerable focus has been devoted to epidemiological approaches that draw on concepts surrounding individual disease and disability (Gowen, 2010).

It is important to note that homelessness has *not* been immutable—in fact, policy interventions and shifts in structural conditions have created measurable change, particularly among subpopulations. Research has specifically cited the declining rates of homeless veterans (Henry et al., 2020) following an increase in federal spending by HUD and the Veterans Administration on housing vouchers and permanent supportive housing (Lee et al., 2021) as having produced a direct and measurable decrease in homelessness (see e.g., Shinn & Khadduri, 2020). This policy effort and the subsequent reduction in veteran homelessness has been presented as a framework for effectively targeting subpopulations who are high risk or who have increased need.

### *The Macro-Micro Framework*

Homelessness is a dynamic and “moving target.” Scholars have noted the complex interplay between structural or macro-level factors and individual vulnerabilities in terms of increasing

risk for homelessness. The Macro-Micro framework (Lee et al., 2010; Lee et al., 2021) has become among the most widely-accepted theoretical approaches to understand predictors of homelessness and how both structural and individual characteristics play an important role in a housing trajectory. This framework has suggested that macro-level factors like poverty, housing affordability, income inequality, and social exclusion have created an environment that fosters disadvantage. When aggregate levels of disadvantage in a community or state have increased, homelessness has also increased. But not everyone who has been disadvantaged experiences an episode of homelessness or a pattern of homelessness. There are individual risk factors or personal vulnerabilities (micro-level factors) that have explained the heterogeneity of effects. In other words, these individual risk factors vary by person and have explained why some individuals who experience disadvantage fall into an episode of homelessness, when others do not. For example, poverty has increased the risk of homelessness generally, but among individuals with mental health diagnoses, substance use disorder, or disability—the risk has been multiplicative.

### *Homelessness in the Context of a Housing Trajectory*

Social science research has supported the existence of a chronically homeless population (e.g., Kuhn & Culhane, 1998) for whom long-term public support has been effective (Aubry et al., 2020). More frequently, however, homelessness is a transitory state in which an individual or family has experienced an episode of homelessness and may move from being housed to unhoused multiple times during their lifetime. This is salient because the extent and composition of individuals and families experiencing homelessness in a community has changed over time—the population is not monolithic and there is “turnover” (Lee et al., 2021). Moreover, a person can experience turning points characterized by these individual risk factors, where a housing trajectory has been understood in terms of *entry* into homelessness, *pathways* during homelessness, and *exits* from homelessness.

Through this lens, there are a series of pressure points that exist at important time intervals in a housing trajectory. These pressure points involve a confluence of factors that have increased vulnerability. Western et al. (2015) have described the way multiple adverse events combine and produce significant negative outcomes for an individual, as compared to the consequences of any single life event—they termed this correlated adversity. Furthermore, the timing of an adverse life event can also have a more serious impact on negative outcomes generally, and on a housing trajectory, in particular. Using data from 230 men in transition to permanent supportive housing in California, Cox et al. (2021) found that incarceration during adolescence and early adulthood was correlated with an increase in the quantity and duration of homelessness episodes (increased chronicity) when compared to similarly-situated men whose incarceration occurred later in life. Approaches that rely on these events in a life course have provided a basis for more clearly understanding how “root causes” contribute to homelessness for a given subpopulation. Similarly, programmatic efforts may be most effective when they consider correlated adversity and are strategically targeted at these pressure points (Lee et al., 2021). The challenge has been identifying who these subpopulations are and when their pressure points exist temporally, as this has varied across communities.

A housing trajectory has been influenced by proximal antecedents (e.g., time period, geography and community variation, and subpopulation characteristics). During an economic downturn (time period), for example, affordable housing may be limited (structural root causes, community

variation) and a lower-income family with children (subpopulation), who have been living pay-check-to-paycheck, are already vulnerable. One life event that produces strife, such as a hospital stay or involvement with the criminal justice system (individual risk that varies by temporal onset), and occurs during a particularly vulnerable period in the family's trajectory, such as the birth of the family's first child (pressure point), can propel entry into homelessness. This would begin with absenteeism from work, and include job loss and loss of wages, the inability to pay rent, and eviction. Indeed, there are myriad ways that structural factors and individual risk can interact to produce housing insecurity.

### *Macro-level or Structural Correlates of Homelessness*

The empirical literature on housing insecurity has noted the significance of affordable housing inventory and the proportion of families living in poverty or “deep poverty” in a community (Shinn & Kadduri, 2020). Indeed, as rent has become more expensive, those in need of lower-income options have been priced out of housing (Byrne et al., 2021; Harrison, 2020) and this has affected “extremely low-income” families in communities across Washington (NLIHC, 2021). A household's rent burden has also contributed to housing instability, where the relative proportion of costs associated with housing and utilities<sup>6</sup> disproportionately affects lower income households in disadvantageous ways, compared to middle- and upper-income households. Research has suggested that economic volatility and market fluctuations have contributed to homelessness by structurally disenfranchising those with limited access to social capital or formal support networks (e.g., bank loans), who then have few options to protect them from an episode of homelessness.

The labor market, federal and state minimum wage cut-offs, interest rates, and inflation have influenced the risk of housing instability and homelessness, particularly when housing affordability has decreased over time. Social exclusion marked by discriminatory treatment has also increased homelessness. Racial and ethnic minorities, for example, have been disproportionately represented among those who are homeless (Henry et al., 2020) and qualitative research has cataloged barriers to housing and economic mobility among People of Color when compared to White counterparts—which have increased homelessness (Olivet et al., 2021). Furthermore, policies surrounding public subsidies and access to the social safety net have negatively impacted those most vulnerable, where decreased welfare assistance for economically marginalized families has increased the likelihood of a homelessness episode (Shinn & Kadduri, 2020). Lee et al. (2021) have argued that a series of “shock” events beginning in the 2000s have further exacerbated risk by eroding economic stability. These have included natural hazards, the housing foreclosure crisis, the opioid epidemic, and the COVID-19 pandemic. When describing the Macro-Micro framework in terms of the complex interplay between structural antecedents and individual risk, O’Flaherty (2004, p. 1) has noted “a conjunction of unfortunate circumstances occurring in the absence of effective, preventive social insurance.”

### *Micro-Level or Individual Correlates of Homelessness*

Concomitant with structural explanations, there is a large program of research on individual risk factors that has highlighted the importance of mental and behavioral health, exposure to insti-

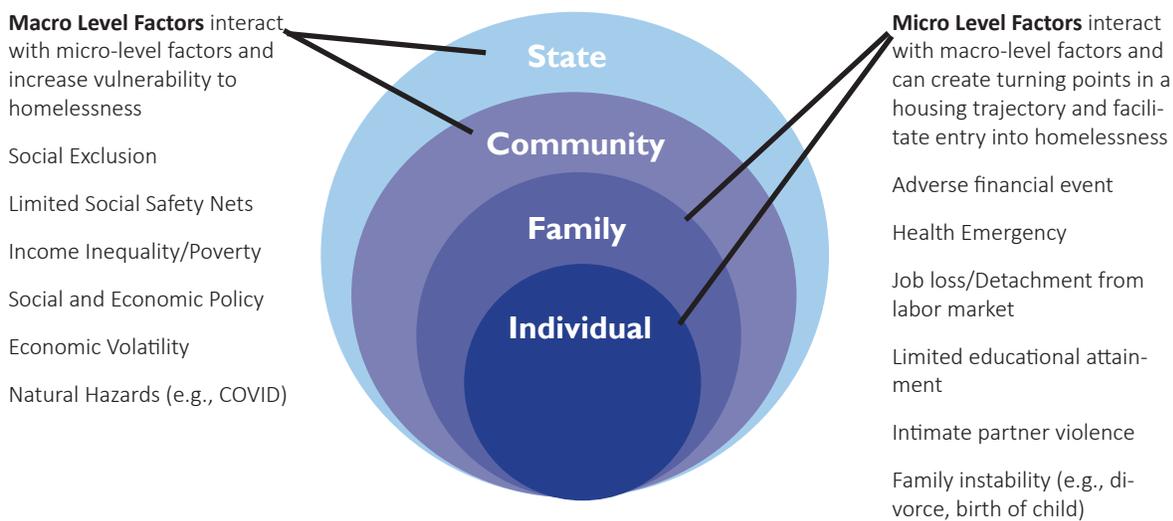
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<sup>6</sup> A household is “rent burdened” when 30% of the monthly net income is spent on housing costs and utilities. Households spending 50% or more are defined as “severely rent burdened” (Larrimore & Schuetz, 2017)

tutions (e.g., foster care, incarceration), substance use disorders, disability, financial and employment insecurity, detachment from the labor market, adverse childhood events and family instability, exposure to trauma and victimization, and a person’s social networks (see Barlie et al., 2018; Shinn and Kadduri, 2020). Further, an early episode of homelessness can also produce increased risk for future homelessness. Brown et al. (2016) reported that exposure to homelessness before age 25 increased participants’ experience of discrimination, incarceration, and behavioral health issues—which later predicted entry into homelessness. These individual factors are also intertwined with the structural antecedents that vary in frequency and magnitude by geography at the neighborhood, community, regional, or state level. This variation in structural and individual factors has explained why homelessness has not been evenly distributed and why Lee et al. (2021, p. 16) lamented, “one size does not fit all when trying to account for homelessness or reduce its occurrence.”

Figure 4 illustrates the range of personal vulnerabilities that can increase individual risk for entry into homelessness. An examination of these macro- and micro-level factors across geography in Washington State informs potential correlates of homelessness entry and exits, the pressure points most effective for programmatic intervention, strategies to target homelessness and housing instability, and how these strategies vary by the diversity of individuals and families experiencing homelessness and housing instability across the state.

**Figure 4.** *Illustration of Interaction between Macro- and Micro-level factors Increasing Risk of Homelessness*



### *Inventory of Washington Agencies and Programs, by County*

Given the complexity of this issue more broadly, an accounting of existing programs and services currently available in Washington is essential to this overarching examination of housing and homelessness. Understanding the scope of existing efforts allows for the analysis of gaps in program and service delivery and ways these gaps can be augmented to target their unique macro-level correlates. The information garnered from this effort, in combination with other data sources, provides insight for future strategies that may most appropriately target housing insta-

bility and homelessness in Washington. First though, it is important to note the five main categories of housing assistance currently supported by public funding as they have been outlined by the Washington Department of Commerce. Table 2 presents an overview of the various forms of housing assistance prevention and response under the CoC and *Housing First* models.

**Table 2.** *Types of Housing Assistance Program*

Type	Definition
Emergency Shelter	Temporary short-term, congregate shelter
Transitional Housing	Time-limited housing subsidies for no longer than 24 months to facilitate successful homeless exits
Rapid Rehousing	Temporary rent subsidies/case management designed to facilitate long term housing stability. Household can take over rent when subsidy ends.
Permanent Supportive Housing	Subsidized, non-time-limited support for housing when member of household has a qualifying disability
Homeless Prevention	“housing-focused case management” coupled with short term subsidies

This section describes the ongoing effort to identify programs and services available in each county in Washington. The preliminary inventory of housing assistance agencies and programs in Washington, by county, is presented in Appendix A. At present, 532 programs have been identified. Additional data for each agency and program is being collected but is not presented in tabular form. These details include program classification (prevention, response), geographic location, funding source, assistance type, client demographic information, and other relevant data. Additional characteristics of each agency and the programming they offer provides a more complete understanding of housing assistance strategies that are presently available in Washington. Of the total programs identified, approximately 65% ( $n = 348$ ) have been sorted geographically, by county. The compilation of this inventory is ongoing and this effort has identified CoCs, coordinated entry, housing vouchers, forms of housing assistance (e.g., transitional housing, permanent supportive housing, permanent affordable housing), emergency shelter, eviction assistance, rental assistance, health care assistance, energy assistance, services for veterans, youth, young adults, and supplemental service delivery. Many of the programs in this inventory have focused on a specific aspect of the housing trajectory. This means these programs attempt to prevent entry into homelessness or encourage successful exits from homelessness. The services presented in the inventory have also been characterized by varying levels of assistance (from time-limited to permanent) and have addressed a range of needs among clients, to include substance use disorder and behavioral health. Some of these programs also target particular at-risk subpopulations, such as veterans, youth, young adults, single parents, and intimate partner violence victims. The majority of programs address the need for shelter. In contrast, fewer programs address substance use disorder-related risk. Moreover, there is a substantive difference in the availability of programs by geography, where an increasing number and a variety of services are accessible in more densely-populated areas.

### *Methodology for developing an inclusive agency database in Washington*

A systematic process of reviewing sources and materials on programs and services in Washington captures the current status of housing assistance and supplemental service delivery for homelessness and housing instability. This has involved identifying how existing resources are distributed geographically and by subpopulation, the underlying risk factors addressed by each program and/or service, and potential gaps in program and service delivery. First, state and local resources have been identified and examined by county. These include the Washington Department of Commerce (e.g., FY2019 “The Golden Report”), local county government websites, local county government reports, and non-profit, advocacy resources. The Department of Commerce’s (2019) “Golden Report” has included information specific to programs that have received public funding, the activities funded by each publicly funded program, whether programs have received federal funds, and related performance metrics. The Commerce 2019 report has included programmatic efforts from each county in Washington that have received public funding as required by state and federal laws. Data captured by the project team has included additional resources not currently collected systematically by Commerce—those programs and services that have not received public funding. This includes information drawn from mandatory strategic plans and periodic reports that have been submitted by each county to the Department of Commerce on homelessness services, providers, performance evaluations, and area partners that may not have been included in the 2019 Golden Report.

To capture quantifiable data from additional sources across the state, documents located online were searched by provider type [e.g., Eviction rental Assistance Program (ERAP)/ Treasury Rent Assistance Program (T-RAP), Tenant Based Rental Assistance (TBRA) providers], using a web-based search engine and search terms including “[housing assistance program], [county name], WA” at the city and county levels. Further, information was located using a web-based search engine to record non-governmental organizations (NGO) that provide housing instability and homelessness assistance programs and services. Search terms included: “[county name] homelessness program,” [county name] housing program,” and “[county name] continuum of care.” Information was subsequently examined to extract quantifiable data listed above. All resources located during the content search were compared with the Washington State Department of Commerce’s (2019) “Golden Report,” and new resources, programs, and services were added to the project team’s statewide database.

The goal of this component of the project has been to create a comprehensive inventory of agencies and programs in Washington State that currently provide services for housing instability and homelessness. This ongoing systematic process has included gathering data by program to include: 1) public and private funding sources, 2) resources provided by each program, 3) program and service budgets, 4) operating and service delivery expenditures, 5) program goals, 6) client eligibility requirements, 7) program and outcome evaluations (when/if available), 8) root causes targeted by each program, and the point in a housing trajectory that is addressed by each program and/or service (e.g., prevention, emergency response, long-term support) This inventory supplements data collection efforts by the Department of Commerce and non-governmental organizations in the housing security and assistance sector. Quantitative data facilitates mapping the comprehensive network of resources, their strengths, and any gaps in these programs that are currently operating in Washington to address housing instability and homelessness.

## V. Status of Stakeholder Discussions

Section 6 has directed the involvement of a diverse group of stakeholders in facilitated discussions throughout the duration of the project. The project team will conduct interviews and facilitate discussions to gather perspectives on existing programs and services in Washington and to better understand concerns, barriers, opportunities, and desired principles for a long-term strategy to improve outcomes and services for individuals and families at risk of or experiencing homelessness. Based on key themes emerging from those discussions, as well as information gathered during the quantitative data collection and fact-finding efforts, the project team will develop an approach to convene and facilitate discussions among key entities to develop and refine options and recommendations for a long-term strategy.

The legislation directs the engagement of willing and necessary representatives throughout the duration of the project to include representatives from [HB 1277, Sec. 6 (b)(i), lines 17-23]

local and tribal governments; providers of housing and services for homeless populations; advocates and stakeholders representing the interests of homeless populations; mental health and substance use professionals; representatives of the business community; and other representatives the Center determines is a necessary participant.

The project team will continue to encourage culturally-responsive and trauma-informed dialog among these individuals and groups to generate rich data and context (e.g., Hall, 2020) for programmatic implementation and strategic planning.

Additionally, HB 1277 directs the appointment of elected officials from the two largest caucuses in the Washington State House and Washington State Senate. Finally, HB 1277 directs the naming of three gubernatorial appointments from the executive branch. These appointments provide the project team with specific individuals with whom to communicate and engage in the Executive Office and State Legislature. Appointments by the Office of the Governor are forthcoming.

**Table 3.** *Legislative Appointments, Washington State House and Senate*

<b>Name</b>	<b>Affiliation</b>
Rep. Frank Chopp	Washington State House of Representatives, Democratic Caucus
Rep. Greg Gilday	Washington State House of Representatives, Republican Caucus
Sen. John Braun	Washington State Senate, Republican Caucus
Sen. Patty Kuderer	Washington State Senate, Democratic Caucus

Tribes and treaty and trust rights play a critical role in Washington state and housing-related policies. The project team will work with advisors to ensure that tribes are engaged and have opportunities to share their perspectives and priorities on the topics of homelessness and housing assistance.

### *Initial Stakeholder Discussions*

The project team has approached stakeholder discussions with careful attention to existing efforts, including past-, ongoing-, and newly-initiated processes working to coordinate delivery and implement housing assistance programs across the state. Preliminary and on-going discus-

sions with individuals involved in these efforts will advance progress on the Legislative Tasks described above. Initial qualitative data collection concerning key stakeholders involved a series of open-ended, semi-structured interviews that took place from July to November, 2021. Interviews have involved individuals from the Governor’s Office, representatives from the Office of Financial Management, the Washington State Department of Commerce, and selected Legislators. Contact with each stakeholder was made via email by one member of the project team. Once the interview was scheduled, two or three members of the project team participated in each interview, which took place using a virtual meeting platform (e.g., Zoom, Microsoft Teams) or on the telephone. Discussions lasted from 25 to 60 minutes and followed a semi-structured interview format (Seidman, 2019). Stakeholder participants were provided with a meeting agenda and a copy of the legislation prior to the scheduled meeting time.

Early stakeholder interviews have revealed some underlying patterns regarding perceptions of homelessness and housing instability in Washington. These patterns include: 1) the urgency of this issue in Washington State, 2) the need and motivation to create effective and efficient policy solutions, 3) the importance of regional variation, and 4) the relevance of bi-partisan stakeholder buy-in (see Table 4 for an overview of content themes).

**Table 4.** *Initial themes from qualitative, semi-structured initial stakeholder interviews (n ~20).*

<b>Content Themes</b>
Urgency of homelessness
Complexity of the overall issue
Regional variation across the state
Visibility and suffering of individuals experiencing homelessness
Evidence-based options and recommendations
Objective, non-partisan
Actionable, long-term
Equitable distribution of programming efforts
How to effectively measure the problem
Chronic homelessness
Public health and health care
Additional system involvement (e.g., criminal justice)
Economic investment: Fiscally responsible, innovative, strategic

A common theme that arose from these interviews involved the pressing nature of homelessness and housing instability across the state. Stakeholders emphasized the considerable growth in the absolute number of individuals experiencing homelessness across Washington, and in the visible nature of the housing instability crisis—particularly as it has expanded in the last few years. Related, several individuals discussed their concern for those with severe mental illness and substance use disorders, and the ways that chronic homelessness has created suffering for this population. Furthermore, every stakeholder who participated in an initial interview described the need to re-evaluate current approaches in Washington to strategically develop ways of addressing housing insecurity and homelessness that have been based on empirical evidence to produce measurable long-term change.

Under this theme, several participants highlighted the importance of innovative strategies, performance metrics for successful assessment and accountability, and fiscally-responsible spending to facilitate sustained exits from homelessness. Additionally, several stakeholder participants noted the importance of regional considerations in the development of statewide strategy. As one interviewee noted, current approaches in housing assistance have largely been piece meal. The state is, therefore, looking for options and recommendations with evidence to support successful exits and more housing stability. An important point made here surrounded the objective nature of these recommendations; they should be data driven and non-partisan. This objectivity, according to several stakeholders, is salient for bi-partisan support to fund an actionable, long-term strategy.

Additional points raised by stakeholders during these initial interviews warrant attention. While the following topics may not have represented the collective perspective of all stakeholders, their content is notable. The equitable distribution of programmatic efforts, resources, and services, particularly by race and other social position, was mentioned on multiple occasions. Attention was devoted to chronic homelessness and public health and the wide-reaching impact of this crisis for a segment of the population who is experiencing homelessness. Approaches that rely on public health strategies and funding sources for chronic homelessness were discussed with attention to how behavioral health crosses partisan lines. Monetary spending and public support were repeatedly mentioned by multiple stakeholders during initial interviews, and this was done with attention to the ways the state can invest money with some visible return. Stated differently, investing public funds on addressing homelessness and the suffering of those most disenfranchised is generally palpable for communities in Washington, particularly when mental health and substance use disorder have played a contributing role. According to stakeholders met with thus far, the state's population wants to see this done responsibly and in ways that have been informed by social science research, which reiterates legislative intent behind Section 6, of HB 1277. Several stakeholders repeated the wide-reaching and complex nature of this topic and the need for preserving existing affordable housing and providing local governments with resources to rapidly produce, acquire, and maintain housing infrastructure to serve households in need. The topics of income inequality and long-term adverse health consequences for individuals and families experiencing homelessness were mentioned. Several participants referenced the importance of creating a long-term, actionable plan that can be implemented with some success. Another common pattern that emerged during these initial interviews was the ways that strategies will take considerable time to implement and effect change.

## **VI. Project Workplan Overview and Reporting Schedule**

As the project progresses, the upcoming phases of the workplan will involve substantial effort toward both quantitative fact-finding through data and analysis, and qualitative inquiry via interviews and facilitated discussions. A broad overview of the project phases and the goals of each phase are presented below. Given the scope, schedule, and complexity of this undertaking, these components are expected to evolve over the life of the project, as more is learned about the needs of the state and the desired outcomes identified by informants, stakeholders, and leaders in this arena. Reports on legislative tasks, including informant discussions and fact-finding are due to the Office of the Governor and appropriate committees of the Legislature on December 1, 2021 and December 1, 2022; and a final report on December 1, 2023.

### **Phase 1: July – December 2021**

#### **Project Establishment, Fact Finding, and Initial Stakeholder Discussions**

1. Multi-disciplinary team development
2. Brief history of homelessness and chronology of events.
3. Landscape of the root causes of homelessness
4. Identification of sectors and stakeholders
5. Initial semi-structured interviews

### **Phase 2: January – December 2022**

#### **Quantitative and Qualitative Data Collection and Stakeholder Discussions**

1. Continued fact-finding and comprehensive review of social science literature
2. Data collection for analysis
3. Individual interviews with key informants and stakeholders
4. Facilitated group discussions

### **Phase 3: January – December 2023**

#### **Data analysis, Facilitated Discussions**

1. Facilitated stakeholder discussions to identify and refine options and recommendations for a long-term strategy to improve services and outcomes and pathways to housing security

### **Phase 4: January – June 2024**

#### **Presentation of Findings and Information Dissemination**

1. The project team will be available through June 2024 for follow-up conversations and/or presentations as appropriate.

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## Appendix A: Preliminary Inventory of Programs in Washington

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
<i>Adams</i>	<i>Adams County Dept. of Integrated Health Care Services</i>	<i>Adams County Emergency Housing</i>
	<i>Othello Housing Authority</i>	<i>Othello Housing Authority</i>
	<i>HopeSource</i>	<i>HopeSource</i>
	<i>New Hope</i>	<i>New Hope</i>
<i>Asotin</i>	<i>Quality Behavioral Health</i>	<i>Coordinated Entry</i>
	<i>Quality Behavioral Health</i>	<i>Diversion</i>
	<i>Quality Behavioral Health</i>	<i>Treasury Rent Assistance Program</i>
	<i>Housing Authority of Asotin County</i>	<i>Housing Authority of Asotin County</i>
	<i>Family Promise of Lewis Clark Valley</i>	<i>Family Promise of Lewis Clark Valley</i>
	<i>Blue Mountain Action Council</i>	<i>Homeless Assistance</i>
	<i>Blue Mountain Action Council</i>	<i>Veteran Housing</i>
	<i>Blue Mountain Action Council</i>	<i>Weatherization and Home Repair</i>
	<i>Blue Mountain Action Council</i>	<i>Youth Homelessness</i>
	<i>Blue Mountain Action Council</i>	<i>BMAC Properties</i>
	<i>Asotin County Veterans Advisory Board</i>	<i>Asotin County Veterans Relief Fund</i>
	<i>Community Action Partnership</i>	<i>Community Action Partnership</i>
	<i>Community Action Partnership</i>	<i>Energy Assistance</i>
	<i>Comprehensive Healthcare</i>	<i>Housing and Recovery Through Peer Services</i>
	<i>Benton</i>	
<i>Benton County DHS</i>		<i>Benton-Franklin Housing Resource Center</i>
<i>Tri-Cities Union Gospel Mission</i>		<i>Men's Shelter</i>
<i>Tri-Cities Union Gospel Mission</i>		<i>Women and Children's Shelter</i>
<i>Domestic Violence Services of Benton and Franklin Counties</i>		<i>DVSBF Housing Program</i>
<i>Domestic Violence Services of Benton and Franklin Counties</i>		<i>DVSBF Transitional Housing</i>
<i>Benton Franklin Community Action Committee</i>		<i>Benton Franklin Housing Continuum of Care</i>
<i>Benton Franklin Community Action Committee</i>		<i>Second Chance Center</i>
<i>Benton Franklin Community Action Committee</i>		<i>Low Income Home Energy Assistance Program (LIHEAP), Water Program, Helping Hands, Prescription Assistance, Energy Utility/Vendor Conservation Programs, Diaper Assistance</i>
<i>Lourdes Health</i>		<i>Cullum House</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>Lourdes Health</i>	<i>Projects for Assistance in Transition from Homelessness</i>
<i>Chelan</i>	<i>HopeSource</i>	<i>HopeSource</i>
<i>Clallam</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
<i>Clark</i>	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
<i>Columbia</i>	<i>Comprehensive Healthcare</i>	<i>Housing and Recovery Through Peer Services</i>
<i>Cowlitz</i>	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
<i>Franklin</i>	<i>Benton County DHS</i>	<i>Benton-Franklin Housing Resource Center</i>
	<i>Tri-Cities Union Gospel Mission</i>	<i>Men's Shelter</i>
	<i>Tri-Cities Union Gospel Mission</i>	<i>Women and Children's Shelter</i>
	<i>Domestic Violence Services of Benton and Franklin Counties</i>	<i>DVSBF Housing Program</i>
	<i>Domestic Violence Services of Benton and Franklin Counties</i>	<i>DVSBF Transitional Housing</i>
	<i>Benton Franklin Community Action Committee</i>	<i>Benton Franklin Housing Continuum of Care</i>
	<i>Benton Franklin Community Action Committee</i>	<i>Second Chance Center</i>
	<i>Benton Franklin Community Action Committee</i>	<i>Low Income Home Energy Assistance Program (LIHEAP), Water Program, Helping Hands, Prescription Assistance, Energy Utility/Vendor Conservation Programs, Diaper Assistance</i>
	<i>Lourdes Health</i>	<i>Cullum House</i>
	<i>Lourdes Health</i>	<i>Projects for Assistance in Transition from Homelessness</i>
<i>Garfield</i>	<i>Comprehensive Healthcare</i>	<i>Housing and Recovery Through Peer Services</i>
<i>Grant</i>	<i>HopeSource</i>	<i>HopeSource</i>
	<i>New Hope</i>	<i>New Hope</i>
<i>Grays</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
<i>Island</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Transitional Housing</i>
	<i>Volunteers fo America- Western WA</i>	<i>Housing Resources-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Mediation-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Maud's House</i>
	<i>Pioneer Human services</i>	<i>City Gate apts</i>
<i>Jefferson</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
<i>King</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
	<i>Catholic Community Services</i>	<i>Transitional Housing</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>FAMILY HOMELESSNESS PREVENTION</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>HOUSING ACCESS AND SERVICES PROGRAM</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>HOUSING STABILITY PROJECT OF KING COUNTY</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>SEATTLE &amp; KING COUNTY EVICTION PREVENTION</i>
	<i>Catholic Community Services</i>	<i>Senior Housing</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>PASSAGE POINT</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>PERMANENT AFFORDABLE HOUSING</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>SUPPORTIVE SERVICES FOR VETERAN FAMILIES</i>
	<i>Kitsap</i>	<i>Catholic Community Services</i>
<i>Catholic Community Services</i>		<i>Permanent Housing</i>
<i>Kitsap Community Resources</i>		<i>KCR Temporary Housing</i>
<i>Kitsap Community Resources</i>		<i>Housing Solutions Center</i>
<i>Society of St. Vincent de Paul</i>		<i>Assistance Office and Food Bank</i>
<i>Society of St. Vincent de Paul</i>		<i>Birkenfeld Stella Maris House</i>
<i>West Sound Treatment Center</i>		<i>Safe and Sober Housing</i>
<i>West Sound Treatment Center</i>		<i>O'Hana House for Women and Children</i>
<i>West Sound Treatment Center</i>		<i>Lighthouse for Men and Their Children</i>
<i>West Sound Treatment Center</i>		<i>New Start Houses for Men and Women</i>
<i>Catholic Community Services</i>		<i>Benedict House</i>
<i>Agapé Unlimited</i>		<i>Sisyphus II Permanent Housing Program</i>
<i>Agapé Unlimited</i>		<i>Koinonia Inn Transitional Housing Program</i>
<i>North Kitsap Fishline</i>		<i>First Month's Rent Assistance</i>
<i>North Kitsap Fishline</i>		<i>Eviction Prevention</i>
<i>North Kitsap Fishline</i>		<i>General Rent/Mortgage</i>
<i>North Kitsap Fishline</i>		<i>Homeless Support Services</i>
<i>North Kitsap Fishline</i>	<i>Safe Park</i>	
<i>Kittitas</i>	<i>HopeSource</i>	<i>HopeSource</i>
	<i>Housing Kitsap</i>	<i>Community Resources for Future Residents</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>Housing Kitsap</i>	<i>Mutual Self-Help Housing</i>
	<i>Housing Kitsap</i>	<i>Community Resources for Current Residents</i>
	<i>Housing Kitsap</i>	<i>Home Repair Assistance</i>
<i>Lewis</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
	<i>Catholic Community Services</i>	<i>Transitional Housing</i>
	<i>Catholic Community Services</i>	<i>Senior Housing</i>
<i>Mason</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
	<i>Catholic Community Services</i>	<i>Transitional Housing</i>
	<i>Catholic Community Services</i>	<i>Senior Housing</i>
<i>Pacific</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
<i>Pierce</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
<i>San Juan</i>	<i>Volunteers fo America- Western WA</i>	<i>Housing Resources-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Mediation-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Maud's House</i>
	<i>Pioneer Human services</i>	<i>City Gate apts</i>
<i>Skagit</i>	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
	<i>Volunteers fo America- Western WA</i>	<i>Housing Resources-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Mediation-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Maud's House</i>
	<i>Pioneer Human services</i>	<i>City Gate apts</i>
	<i>Pioneer Human services</i>	<i>Pioneer Transition Home</i>
<i>Skamania</i>	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
<i>Snohomish</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Transitional Housing</i>
	<i>Volunteers fo America- Western WA</i>	<i>Housing Resources-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Mediation-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Maud's House</i>
	<i>Pioneer Human services</i>	<i>City Gate apts</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>PASSAGE POINT</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>PERMANENT AFFORDABLE HOUSING</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>SUPPORTIVE SERVICES FOR VETERAN FAMILIES</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>HASCO-Housing authority of Snohomish County</i>	<i>Housing Choice (Section 8) Vouchers</i>
	<i>Snohomish county- Housing and community services</i>	<i>Community Development Block Grant-Public Services</i>
	<i>Snohomish county- Housing and community services</i>	<i>Continuum of Care</i>
	<i>Snohomish county- Housing and community services</i>	<i>Affordable Housing Trust Fund</i>
	<i>Snohomish county-Office of Energy and Sustainability</i>	<i>Energy Assistance</i>
	<i>Snohomish county-Office of Energy and Sustainability</i>	<i>Snohomish County Weatherization Program</i>
	<i>HASCO-Housing authority of Snohomish County</i>	<i>Seniors and People with Disabilities (USDA)</i>
	<i>HASCO-Housing authority of Snohomish County</i>	<i>Family Unification</i>
	<i>HASCO-Housing authority of Snohomish County</i>	<i>Foster Youth</i>
	<i>HASCO-Housing authority of Snohomish County</i>	<i>Moving From a Medical Facility</i>
	<i>HASCO-Housing authority of Snohomish County</i>	<i>Homeless Families with Children</i>
	<i>HASCO-Housing authority of Snohomish County</i>	<i>veterans</i>
	<i>Domestic Violence Services of Sno County</i>	<i>Domestic Violence Services of Sno County</i>
		<i>Everett Gospel Men's Mission</i>
	<i>Housing Hope</i>	<i>Housing and Services</i>
	<i>Housing Hope</i>	<i>Student Homelessness</i>
	<i>Monroe Gospel Women's Mission</i>	<i>Monroe Gospel Women's Mission</i>
	<i>Snohomish County</i>	<i>Behavioral Health Adult Programs and Information</i>
	<i>Snohomish County</i>	<i>Human services</i>
	<i>Domestic Violence Services of Sno County</i>	<i>Domestic Violence Services of Sno County</i>
	<i>Everett Gospel Mission</i>	<i>Everett Gospel Men's Mission</i>
	<i>Housing Hope</i>	<i>Housing and Services</i>
	<i>Housing Hope</i>	<i>Student Homelessness</i>
	<i>Monroe Gospel Women's Mission</i>	<i>Monroe Gospel Women's Mission</i>
	<i>Snohomish County</i>	<i>Behavioral Health Adult Programs and Information</i>
	<i>Snohomish County</i>	<i>Human services</i>
	<i>Snohomish County</i>	<i>Housing Justice Project</i>
	<i>The Interfaith Assoc. of NW WA</i>	<i>Family Shelter</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>The Interfaith Assoc. of NW WA</i>	<i>Miracle house</i>
	<i>The Interfaith Assoc. of NW WA</i>	<i>Cars to Housing</i>
	<i>The Interfaith Assoc. of NW WA</i>	<i>Homeless Prevention</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>LANDLORD ENGAGEMENT PROJECT</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>PATHWAYS FOR WOMEN</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>PROJECT REUNITE</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>SHELTER PLUS CARE</i>
	<i>Cocoon House</i>	<i>CH Housing</i>
	<i>Cocoon House</i>	<i>CH Outreach</i>
	<i>Cocoon House</i>	<i>CH Prevention</i>
<i>Thurston</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
	<i>Catholic Community Services</i>	<i>Transitional Housing</i>
	<i>Catholic Community Services</i>	<i>Senior Housing</i>
<i>Wahkiakum</i>	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
<i>Walla Walla</i>	<i>Comprehensive Healthcare</i>	<i>Housing and Recovery Through Peer Services</i>
<i>Whatcom</i>	<i>Catholic Community Services</i>	<i>Shelter and Homeless Services</i>
	<i>Catholic Community Services</i>	<i>Permanent Housing</i>
	<i>Catholic Community Services</i>	<i>Housing Initiatives</i>
	<i>Volunteers fo America- Western WA</i>	<i>Housing Resources-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Mediation-voa</i>
	<i>Volunteers fo America- Western WA</i>	<i>Maud's House</i>
	<i>Pioneer Human services</i>	<i>City Gate apts</i>
<i>Whitman</i>	<i>Comprehensive Healthcare</i>	<i>Housing and Recovery Through Peer Services</i>
<i>Yakima</i>	<i>Comprehensive Healthcare</i>	<i>Projects for Assistance in Transition from Homelessness</i>
<i>Uncategorized</i>	<i>YWCA-seattle-king-snohomish</i>	<i>Angeline's Day center</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>CENTRAL FAMILY EMERGENCY HOUSING</i>
	<i>YWCA-seattle-king-snohomish</i>	<i>PROJECT SELF-SUFFICIENCY</i>
	<i>Salvation Army of Bremerton</i>	<i>Homeless Support</i>
	<i>Kitsap Rescue Mission</i>	<i>KRM 24-Hour Year-Round Shelter</i>
	<i>The Coffee Oasis</i>	<i>Youth Shelters</i>
	<i>The Coffee Oasis</i>	<i>Supportive Housing</i>
	<i>The Coffee Oasis</i>	<i>Host Homes</i>
	<i>YWCA of Kitsap County</i>	<i>Supportive Housing</i>
	<i>YWCA of Kitsap County</i>	<i>Emergency Shelter</i>
	<i>Bremerton Housing Authority</i>	<i>Public Housing</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>Bremerton Housing Authority</i>	<i>Low-income Housing</i>
	<i>The Georgia Mattson Memorial Shelter</i>	<i>Georgia's House</i>
	<i>Catholic Community Services</i>	<i>Home Care for Seniors &amp; People with Disabilities</i>
	<i>HopeSource</i>	<i>Diversion Assistance</i>
	<i>HopeSource</i>	<i>Emergency Shelter</i>
	<i>HopeSource</i>	<i>Rental Assistance</i>
	<i>HopeSource</i>	<i>HEN Referral</i>
	<i>HopeSource</i>	<i>Homelessness Prevention Assistance</i>
	<i>HopeSource</i>	<i>Supportive Services for Veteran Families</i>
	<i>HopeSource</i>	<i>Senior Support and Advocacy Program</i>
	<i>Kittitas County Habitat for Humanity</i>	<i>New Construction</i>
	<i>Kittitas County Habitat for Humanity</i>	<i>Home Repairs</i>
	<i>Kittitas County Habitat for Humanity</i>	<i>Home Preservation</i>
	<i>Comprehensive Healthcare</i>	<i>Homeless Support</i>
	<i>Comprehensive Healthcare</i>	<i>Supported Living and Residential Programs</i>
	<i>Housing Authority of Kittitas County</i>	<i>Low-Income Housing</i>
	<i>Mary's Place</i>	<i>Baby's Best Start</i>
	<i>Mary's Place</i>	<i>Popsicle Place</i>
	<i>Mary's Place</i>	<i>Housing Locator Services</i>
	<i>Mary's Place</i>	<i>Employment Services</i>
	<i>Mary's Place</i>	<i>White Center</i>
	<i>Mary's Place</i>	<i>Northshore</i>
	<i>Mary's Place</i>	<i>Burien</i>
	<i>Mary's Place</i>	<i>The Regrade</i>
	<i>Mary's Place</i>	<i>Family Diversion Shelter Center</i>
	<i>Mary's Place</i>	<i>Women's Day Center</i>
	<i>Mercy Housing</i>	<i>Low-income Housing Services</i>
	<i>Minority Veterans of America</i>	<i>Seattle P2P</i>
	<i>Minority Veterans of America</i>	<i>Advocacy Services</i>
	<i>Mother Nation</i>	<i>Homelessness Prevention</i>
	<i>Muslim Housing Services</i>	<i>Homelessness Prevention</i>
	<i>Muslim Housing Services</i>	<i>Rapid Re-housing</i>
	<i>Muslim Housing Services</i>	<i>Transitional Housing</i>
	<i>Muslim Housing Services</i>	<i>Case Management</i>
	<i>Neighborhood House</i>	<i>Housing Stability</i>
	<i>New Beginnings</i>	<i>Housing</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>Pioneer Human Services</i>	<i>Aspen Terrace</i>
	<i>Pioneer Human Services</i>	<i>King and Pierce County Housing</i>
	<i>Pioneer Human Services</i>	<i>North Sound Housing</i>
	<i>Pioneer Human Services</i>	<i>Spokane Housing</i>
	<i>Plymouth Housing</i>	<i>Permanent Supportive Housing</i>
	<i>Refugee Women's Alliance</i>	<i>Housing Assistance</i>
	<i>Refugee Women's Alliance</i>	<i>Housing and Homelessness Prevention</i>
	<i>Renton Ecumenical Association of Churches (REACH)</i>	<i>Center of Hope</i>
	<i>Real Escape from the Sex Trade (REST)</i>	<i>Rest House Programs</i>
	<i>Real Escape from the Sex Trade (REST)</i>	<i>Permanent Housing Assistance</i>
	<i>Real Escape from the Sex Trade (REST)</i>	<i>Emergency Receiving Center</i>
	<i>Rising Out of the Shadows (ROOTS)</i>	<i>Overnight Shelter</i>
	<i>Seattle Indian Center</i>	<i>Outreach and Engagement</i>
	<i>Seattle Indian Center</i>	<i>Drop-in Center</i>
	<i>Seattle Indian Center</i>	<i>Sea' Sha Inn</i>
	<i>Seattle Indian Center</i>	<i>Tillie's Safehouse</i>
	<i>Seattle Indian Health Board</i>	<i>Homelessness Prevention</i>
	<i>Seattle Indian Health Board</i>	<i>Outreach and Engagement</i>
	<i>Seattle Indian Health Board</i>	<i>Rapid Re-Housing</i>
	<i>Seattle Housing and Resource Effort (SHARE)</i>	<i>SHARE/WHEEL's Tent Cities</i>
	<i>Seattle Housing and Resource Effort (SHARE)</i>	<i>Meals 4 Shelters</i>
	<i>Seattle Housing and Resource Effort (SHARE)</i>	<i>Bunkhouse</i>
	<i>Snoqualmie Valley Shelter Services</i>	<i>24/7 Emergency Shelter</i>
	<i>Snoqualmie Valley Shelter Services</i>	<i>Motel Vouchers</i>
	<i>Snoqualmie Valley Shelter Services</i>	<i>Permanent Supportive Housing</i>
	<i>Somali Youth and Family Club</i>	<i>Housing Program</i>
	<i>Somali Youth and Family Club</i>	<i>Rapid Re-housing</i>
	<i>Somali Youth and Family Club</i>	<i>Permanent Supportive Housing</i>
	<i>Somali Youth and Family Club</i>	<i>Homeless Prevention</i>
	<i>Sound</i>	<i>Housing and Residential Services</i>
	<i>St. Stephen Housing Association (SSHA)</i>	<i>Homelessness Program</i>
	<i>St. Vincent de Paul of Seattle/King County</i>	<i>Centro Rendu Program</i>
	<i>The Sophia Way</i>	<i>Helen's Place</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>The Sophia Way</i>	<i>Sophia's Place</i>
	<i>The Sophia Way</i>	<i>Housing Programs (Transitional, Permanent, and Supportive)</i>
	<i>Trac Associates</i>	<i>Homeless Employment</i>
	<i>Transitional Resources</i>	<i>Residential Treatment</i>
	<i>Transitional Resources</i>	<i>Supportive Housing</i>
	<i>United Indians of All Tribes</i>	<i>Labateyah Youth Home</i>
	<i>United Indians of All Tribes</i>	<i>Homelessness Prevention</i>
	<i>Urban League of Metropolitan Seattle</i>	<i>Urban League Village</i>
	<i>Urban League of Metropolitan Seattle</i>	<i>Eviction Prevention</i>
	<i>Urban League of Metropolitan Seattle</i>	<i>Homeownership</i>
	<i>Urban League of Metropolitan Seattle</i>	<i>Homeless Outreach</i>
	<i>Urban League of Metropolitan Seattle</i>	<i>Financial Empowerment</i>
	<i>VA Puget Sound Health</i>	<i>Homeless Veterans Programs</i>
	<i>Valley Cities Counseling and Consultation</i>	<i>Support Services</i>
	<i>Vine Maple Place</i>	<i>Homelessness Program</i>
	<i>Bailey-Boushay House (Virginia Mason)</i>	<i>Shelter for Homeless Clients</i>
	<i>Bailey-Boushay House (Virginia Mason)</i>	<i>Rental Assistance Program</i>
	<i>Weld Seattle Housing</i>	<i>Weld Seattle Housing</i>
	<i>Wellspring Family Services</i>	<i>Employee Assistance Program (EAP)</i>
	<i>Wellspring Family Services</i>	<i>Housing Services</i>
	<i>King County</i>	<i>King County Veterans Program</i>
	<i>Rural Resources Community Action</i>	<i>Tenant Based Rental Assistance (TBRA)</i>
	<i>Rural Resources Community Action</i>	<i>Homeless Document Recording Fees</i>
	<i>Rural Resources Community Action</i>	<i>Foreclosure Prevention and Default Counseling</i>
	<i>Rural Resources Community Action</i>	<i>Energy Assistance</i>
	<i>Rural Resources Community Action</i>	<i>Home Buyers Program</i>
	<i>Rural Resources Community Action</i>	<i>Home Repair</i>
	<i>Rural Resources Community Action</i>	<i>Housing Choice Voucher (Section 8)</i>
	<i>Rural Resources Community Action</i>	<i>Housing and Essential Needs</i>
	<i>Rural Resources Community Action</i>	<i>Consolidated Homeless Grant</i>
	<i>Mason County HOST Program</i>	<i>Mason County HOST Program</i>

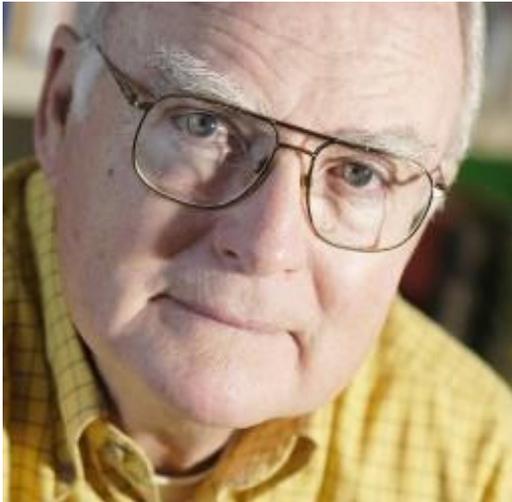
<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Affordable Housing</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Energy Assistance</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Eviction Rental Assistance Programs</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Foundation Community Supports</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Housing and Essential Needs</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Housing Basic Needs</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Housing Stabilization Program</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Rapid Re-housing</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Utility Assistance</i>
	<i>Community Action Council of Lewis, Mason, and Thurston Counties</i>	<i>Weatherization</i>
	<i>Crazy Love Ministries</i>	<i>Mason County Warming Center</i>
	<i>Crossroads Housing</i>	<i>Mason County Shelter</i>
	<i>Crossroads Housing</i>	<i>Rental Assistance</i>
	<i>Crossroads Housing</i>	<i>Landlord Outreach</i>
	<i>Crossroads Housing</i>	<i>Housing Crisis Solution Center</i>
	<i>North Mason Resources</i>	<i>NMR Homeless Advocacy and Support Services</i>
	<i>Habitat for Humanity of Mason County</i>	<i>Habitat Homeownership</i>
	<i>Habitat for Humanity of Mason County</i>	<i>Home Preservation Program</i>
	<i>Family Promise of Spokane</i>	<i>Housing Assistance</i>
	<i>Resource Center of Spokane County</i>	<i>Rental Assistance</i>
	<i>Resource Center of Spokane County</i>	<i>Housing Conseling</i>
	<i>Resource Center of Spokane County</i>	<i>Low-Income Housing</i>
	<i>Resource Center of Spokane County</i>	<i>Housing Workshops</i>
	<i>Transitions</i>	<i>Miryiam's House</i>
	<i>Transitions</i>	<i>Transitional Living Center</i>
	<i>Transitions</i>	<i>Home Yard Cottages</i>
	<i>Transitions</i>	<i>Long-Term Housing</i>
	<i>Catholic Charities of Eastern Washington</i>	<i>Homeless Resources</i>
	<i>Catholic Charities of Eastern Washington</i>	<i>House of Charity</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>Catholic Charities of Eastern Washington</i>	<i>Housing Programs</i>
	<i>Truth Ministries of Spokane</i>	<i>Nightly Shelter</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Applewood, Country Heights, &amp; Trent Terrace Apartments</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Community Based Housing</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Hope House Women’s Shelter</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Veteran’s Shelter</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Young Adult Shelter</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Alexandria’s House Licensed Maternity Home</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Aston Bleck Apartments</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Crosswalk Teen Shelter</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Foster Youth Services</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>inReach</i>
	<i>Volunteers of America: Eastern Washington and Northern Idaho</i>	<i>Youth Reach</i>
	<i>Spokane Neighborhood Action Partners (SNAP)</i>	<i>SNAP Homelessness Programs</i>
	<i>Union Gospel Mission Inland Northwest</i>	<i>Food and Shelter Programs</i>
	<i>Blue Mountain Action Council in Walla Walla</i>	<i>Affordable Housing</i>
	<i>Blue Mountain Action Council in Walla Walla</i>	<i>Energy Assistance</i>
	<i>Blue Mountain Action Council in Walla Walla</i>	<i>Supportive Services for Veteran Families</i>
	<i>Blue Mountain Action Council in Walla Walla</i>	<i>Home Weatherization</i>
	<i>Blue Mountain Action Council in Walla Walla</i>	<i>Homeless Assistance</i>
	<i>Catholic Charities of Eastern Washington</i>	<i>The Loft</i>
	<i>Christian Aid Center: Walla Walla Rescue Mission</i>	<i>Men Services</i>
	<i>Christian Aid Center: Walla Walla Rescue Mission</i>	<i>Women &amp; Children Services</i>

<i>Counties</i>	<i>Parent Agency</i>	<i>Program name</i>
	<i>The Star Project</i>	<i>Star Project Program</i>
	<i>Valley Residential Services</i>	<i>Supported Living</i>
	<i>Valley Residential Services</i>	<i>Corps of Recovery Discovery</i>
	<i>Opportunity Council</i>	<i>Whatcom Homeless Service Center</i>
	<i>Lydia Place</i>	<i>Family Housing</i>
	<i>Lydia Place</i>	<i>Campus Housing</i>
	<i>Lydia Place</i>	<i>Housing for Households Without Children</i>
	<i>Interfaith Coalition</i>	<i>Family Promise of Whatcom County</i>
	<i>Interfaith Coalition</i>	<i>Family Housing</i>
	<i>Bellingham and Whatcom County Housing Authorities</i>	<i>Affordable Housing Programs</i>
	<i>Community Action Center Whitman County</i>	<i>Energy Assistance</i>
	<i>Community Action Center Whitman County</i>	<i>Weatherization</i>
	<i>Community Action Center Whitman County</i>	<i>Homeless &amp; Transitional Housing</i>
	<i>Community Action Center Whitman County</i>	<i>Section 8 Housing Choice Vouchers</i>
	<i>Community Action Center Whitman County</i>	<i>Rentals and Subsidized Housing</i>
	<i>Habitat for Humanity of Grant County</i>	<i>Habitat Homeownership</i>
	<i>Opportunities Industrialization Center of Washington</i>	<i>Energy Assistance</i>
	<i>Opportunities Industrialization Center of Washington</i>	<i>Rental Assistance</i>
	<i>Opportunities Industrialization Center of Washington</i>	<i>Utility Assistance</i>
	<i>Opportunities Industrialization Center of Washington</i>	<i>Utility Assistance</i>
	<i>Opportunities Industrialization Center of Washington</i>	<i>Mortgage Assistance</i>
	<i>Opportunities Industrialization Center of Washington</i>	<i>Housing Counseling</i>

# THE WILLIAM D. RUCKELSHAUS CENTER

UNIVERSITY OF WASHINGTON



*“Collaborative problem solving is an enormously powerful approach to resolving conflicts; it holds great promise for better, faster and more sustainable policy decisions. With the combined resources of our premier research institutions, this center establishes an invaluable neutral forum for addressing some of our most complex and pressing challenges.”*

- WILLIAM D. RUCKELSHAUS

For more information on the William D. Ruckelshaus Center, please visit our website at:  
[RuckelshausCenter.wsu.edu](http://RuckelshausCenter.wsu.edu)

## ABOUT THE RUCKELSHAUS CENTER

### MISSION

The mission of the William D. Ruckelshaus Center is to help parties involved in complex public policy challenges in the State of Washington and the Pacific Northwest tap university expertise to develop collaborative, durable, and effective solutions.

### VISION

The Center envisions a future in which government leaders, policy makers, and community members routinely employ tools of collaborative decision making to design, conduct, and implement successful public policy processes.

### IDENTITY

We are a joint effort of Washington State University, hosted and administered by the WSU Extension, and the University of Washington, hosted through the Daniel J. Evans School of Public Policy and Governance. Building on the unique strengths of these two institutions, the Center applies university resources and knowledge towards solving challenging public policy issues.

### VALUES

Collaboration, consensus, equity, knowledge, education, inquiry, and independence.

### WHAT WE DO

The Ruckelshaus Center helps people work together to develop shared solutions to challenging policy issues. Areas where we work include:

- Community and Economic Development
- Land Use
- Natural Resources
- Transportation
- Agriculture
- Healthcare
- Tribal, Federal, State, and Local Governance

We build problem-solving capacity in the region by helping individuals and organizations better understand, initiate, participate in, and lead collaborative public policy efforts.

### WHO WE SERVE

The Center assists public, private, tribal, nonprofit, and other leaders to build consensus, resolve conflicts, and develop innovative, shared solutions for Washington and the Pacific Northwest.

"You brought collaborative problem solving, you brought trust, and you shifted the discussion."

-MAIA BELLON  
Former Director, Washington State  
Department of Ecology



## HOW WE DO IT

- Provide a neutral and safe forum for parties to constructively define shared goals and resolve differences
- Conduct a situation assessment to determine how parties should proceed with a collaborative approach
- Provide facilitation, mediation, dispute resolution, project management, strategic planning, and other services that help parties reach consensus and resolve issues
- Provide diverse groups with a common information base via university research and fact finding
- Provide knowledge, training, and tools to improve the collaborative problem-solving abilities of individuals and organizations
- Host policy discussions in the form of guest lectures, conferences, and our Chairman's Circle and Statesperson luncheons

## GOVERNANCE AND FUNDING

We are guided by an Advisory Board which includes prominent leaders representing a broad range of constituencies from across Washington, and both chambers/parties in the Legislature.

Funding for the Center is sought from a mix of sources, including foundations, corporations, individuals, agencies, other state and federal sources, and fee-for-service contracts, when appropriate.

*WSU Extension and UW Evans School of Public Policy and Governance programs and employment are available to all without discrimination.*

## CONTACT US

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WASHINGTON STATE UNIVERSITY  
**EXTENSION**

**W**  
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UNIVERSITY of WASHINGTON

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**Jim Waldo**, Gordon Thomas Honeywell LLP

**Paul Ward**, Columbia River Inter-Tribal Fish Commission \*

**Judy Warnick**, WA State Senate +

**Cindy Zehnder**, Gordon Thomas Honeywell Governmental Affairs \*

+ Ex-Officio Member

\* Executive Committee Member

\*\* Development Committee Member

Revised October 2021.



# Division of Governmental Studies and Services

WASHINGTON STATE UNIVERSITY  
EXTENSION

Serving as a model for successful University engagement to address critical issues facing Washington and the Pacific Northwest, DGSS:

- Provides data, processes, and expertise in support of strategic, operational decision-making, and policy initiatives
- Leverages the resources of Washington's land-grant research university
- Mobilizes the enthusiasm, energy, and fresh perspective of WSU students
- Advances the knowledge-base and enhances capacity of stakeholders
- Offers impartial viewpoints, approaches, and services
- Serves as a key partner and collaborator with stakeholders

DGSS makes a difference beyond our projects – using unique project experience to contribute to national dialogue – to address issues throughout the region.

## Governance & Sustainability

The Division of Governmental Studies and Services (DGSS) delivers the innovation, research, and knowledge base of a premier research university to local, state, and federal governments, tribes, and non-governmental and private organizations. Since its founding in 1964 as a research and outreach unit of WSU's Political Science Department, DGSS has been a trusted partner in providing applied research, technical assistance, and training to the people and places of the Pacific Northwest. In its 56th year, DGSS serves as a research and outreach unit of WSU Extension working to improve the quality of life in Washington and the Pacific Northwest.



A key part of DGSS's expertise involves working with local, state and federal government entities to help evaluate the efficiency of policies and programs and to aid in future planning. DGSS provides a variety of technical assistance to public entities, including training, data collection, and analysis. DGSS specializes in community engagement, community and economic development, and facilitation, as well as planning support.

The DGSS team has helped numerous organizations in the following areas:

- Program Evaluation
- Needs Assessment
- Inter-agency Cooperation
- Resource Management
- Collaboration Opportunities and Collaborative Approaches
- Facilitation and Planning Support
- Voluntary Stewardship
- Improving Efficiency
- Capacity Building
- Ethics Training





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## Digital Initiatives

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The Program for Digital Initiatives (PDI) empowers individuals, businesses, communities and other organizations by increasing technology awareness, access, and adoption. It allows digital technology to be applied in ways that result in greater participation in our growing knowledge-based society.

PDI focuses on business, sustainability, development initiatives supporting digital technologies and community and economic resilience. DGSS works in partnership with government agencies, non-governmental organizations, and the private sector to assist with promotion, assessment, policy development, program implementation, training, research, and evaluation.

For more than 25 years, DGSS has helped organizations in the following areas:

- Telework
- Business Continuity/COOP
- Broadband Planning
- e-Commerce Training
- Community Technology Opportunities





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## Public Safety

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DGSS has worked with law enforcement, fire service, and other public safety entities across the region to address key issues in public safety.

DGSS utilizes its expertise in applied research and program evaluation to help public safety entities examine their effectiveness, enhance citizen engagement, evaluate impact of policies, and improve services, as well as enhance organization training.

DGSS has conducted numerous public safety studies in the following topics:

- Biased Policing
- Drug Recognition Expert Programs
- Community Policing
- Law Enforcement and Fire Service Training Evaluation
- Smart Policing
- Community Emergency Response Training
- Forecast Modeling
- Needs Assessments



## Appendix C: HB 1277 Section 6 Language

### Sec. 6.

(1)(a) The legislature finds that affordable housing, housing instability, and homelessness are persistent and increasing problems throughout the state. Despite significant increases in financial resources by the federal, state, and local governments to address these problems, homelessness and the risk of becoming homeless has worsened in Washington since the legislature authorized the first homeless housing document recording surcharge in 2005. The number of unsheltered homeless encampments in greenbelts, under bridges, and on our streets is a visible reminder that the current system is not working.

(b) The legislature finds that the COVID-19 pandemic has exacerbated and shed new light on the state's homelessness problems and forced communities and providers to reexamine the types and delivery of housing and services to individuals and families who are homeless or at risk of homelessness. As a result of the changing conditions COVID-19 created, the federal government has provided an infusion of funding for housing and services for homelessness populations in its COVID-19 relief bills to pursue different strategies to improve outcomes. Moreover, there are various proposals to increase state funding to address housing insecurity and homelessness, including this act to impose an additional document recording fee to fund an eviction prevention rental assistance program and other services to persons at risk or experiencing homelessness.

(c) The legislature also finds that there are many causes of homelessness and housing instability, including: (i) A shortage of affordable housing; (ii) local land use planning and property management policies that discourage the development of private sector housing stock to serve low and extremely low-income households; (iii) unemployment and lack of education and job skills to acquire an adequate wage job; (iv) mental health, developmental, and physical disabilities; (v) chemical and alcohol dependency; and (vi) family instability and conflict. The legislature intends to provide for an examination of the economic, social, and health causes of current and expected patterns of housing instability and homelessness, and to secure a common understanding of the contribution each has to the current crisis. The legislature intends for this examination to result in a widely accepted strategy for identifying how best to address homelessness in ways that: (A) Address the root causes of the problem; (B) clearly assign responsibilities of state and local government to address those causes; (C) support local control and provision of services at the local level to address specific community needs, recognizing each community must play a part in the solution; (D) respect property owner rights and encourage private sector involvement in solutions and service; and (E) develop pathways to permanent housing solutions and associated services to break the cycle of housing insecurity and homelessness.

(2)(a) The department of commerce must contract with the William D. Ruckelshaus center to conduct an examination of trends affecting, and policies guiding, the housing and services provided to individuals and families who are or at risk of homelessness in Washington. The center must also facilitate meetings and discussions to develop and implement a long-term strategy to improve services and outcomes for persons at risk or experiencing homelessness

and develop pathways to permanent housing solutions.

(b) In fulfilling the requirements of this section, the center must work and consult with (i) willing participants representing tribal and local governments, local providers of housing and services for homeless populations, advocates and stakeholders representing the interests of homeless populations, mental health and substance abuse professionals, representatives of the business community and other organizations, and other representatives the center determines is a necessary participant to examine these issues; (ii) a group of legislators consisting of one member from each of the two largest caucuses in the senate and in the house of representatives appointed by the president of the senate and the speaker of the house of representatives, respectively; and (iii) three representatives of the executive branch appointed by the governor.

(c)(i) The center must conduct fact-finding and stakeholder discussions with participants identified in (b) of this subsection. These discussions must identify stakeholder concerns, barriers, opportunities, and desired principles for a long-term strategy to improve the outcomes and services for persons at risk or experiencing homelessness and develop pathways to permanent housing solutions.

(ii) The center must conduct fact-finding and stakeholder discussions with participants identified in (b) of this subsection to identify root causes of housing instability and homelessness within Washington state. This fact-finding should address root causes demographically within subpopulations of persons at risk or experiencing homelessness such as veterans and persons suffering from mental health or substance abuse issues. The fact-finding should also address root causes that may differ geographically or regionally. The fact-finding must identify existing statutory and regulatory issues that impede efforts to address root causes of housing instability and homelessness within Washington state.

(iii) The center must issue two reports of its fact-finding efforts and stakeholder discussions to the governor and the appropriate committees of the house of representatives and the senate. One report on the subjects covered in (c)(i) of this subsection is due December 1, 2021, and one on the subjects covered in (c)(ii) of this subsection is due December 1, 2022.

(d) The center must facilitate discussions between the stakeholders identified in this subsection (2) for the purposes of identifying options and recommendations to develop and implement a long-term strategy to improve the outcomes and service for persons at risk or experiencing homelessness and develop pathways to permanent housing solutions, including the manner and amount in which the state funds homelessness housing and services and performance measures that must be achieved to receive state funding. A report on this effort is due to the governor and the appropriate committees of the house of representatives and the senate by December 1, 2023.