PATHWAYS HOME

Seattle's Person-Centered Plan to
Support People Experiencing Homelessness

The vision of the City of Seattle is that all members of our community are able to benefit from the advantages of our thriving economy. We must always strive for our success to be equitable and are therefore measured by the how we care for our most vulnerable residents, including people who are experiencing homelessness. Homelessness should be rare, brief and a one-time occurrence.

rev September 27, 2016

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Executive Summary

Introduction

The City of Seattle invests over $50 million in services that provide prevention, intervention, and permanent housing for individuals and families experiencing homelessness. Despite these investments, at least 4,505 men, women, and children in King County were without shelter during the One Night Count in January 2016, which is a 19% increase over 2015 and a 40% total increase over 2014. Approximately 75% of those unsheltered individuals reside in the City of Seattle. At the same time, our city is experiencing unprecedented economic prosperity resulting in two very different experiences of living in Seattle. The City of Seattle envisions that every resident benefit from the prosperity and growth of our city and its economy. Our success as a city must be defined by how we care for our most vulnerable residents.

The current crisis is a result of complex social and economic factors at a federal, regional and local level, but is also due to process and system inefficiencies. Rather than investing in a comprehensive continuum of services, investments have been made very haphazardly, without true strategic direction. HSD has not routinely engaged in a competitive funding process for homeless investments in more than a decade. During that time, homeless investments have been made based upon legacy funding, program advocacy, and designated budget adds. Pilot projects are not evaluated and often result in ongoing funding regardless of their efficacy. While individual providers may be highly successful, the lack of systemic cohesion has resulted in a system that is not designed to work efficiently to exit people out of homelessness.

Seattle has historically been a frontrunner in the implementation of innovative homeless housing programs, including the adoption of Housing First principles, and still has many examples of nationally recognized programs and providers. However, in recent years, other communities have experienced significantly greater progress towards addressing the crisis of homelessness. In comparing these more effective cities to Seattle, it is clear that the focus on the development of a comprehensive system, rather than exemplary individual programs, is critical to successfully reducing homelessness. Seattle is at a critical juncture, where we have a comprehensive understanding of our system function and clear guidance in ways to dramatically increase its efficacy. Now is the time to demonstrate our commitment to better serving those experiencing homelessness and provide meaningful access to the necessary services to ensure that homelessness is rare, brief and one-time.

Context

Addressing homelessness has been a central tenant of Mayor Murray's administration since taking office in 2014. Focusing simultaneously on the immediate needs of those experiencing homelessness and the long-term strategy and resources necessary to create impactful change, Mayor Murray has outlined a three-pronged strategy for approaching the crisis of homelessness in our community:

1. Emergency Task Force on Unsheltered Homelessness & Declaration of a State of Emergency (SOE) - Address the immediate needs of the unsheltered through quickly implementable solutions requiring non-budgetary policy changes or one-time budget-impact strategies.

2. Housing Affordability and Livability Agenda (HALA) - Address the growing pressure to create more permanent, affordable housing options across the income spectrum in Seattle, including housing for homeless or formerly homeless people.

3. Assessment of City's existing investments in homeless services - Address long-term system issues through evaluating Human Services Department (HSD) investments in homeless services and interventions with recommendations on better aligning our efforts with local and national best practices.

The Homeless Policy Framework (HPF) is the City's response and implementation plan to the assessment of existing investments in homelessness. In September 2014, Seattle Mayor Ed Murray tasked HSD to conduct an evaluation of the City's investments in homeless services, compare those investments with nationally recognized best practices, and identify ways to better meet the needs of people experiencing homelessness in our communities. HSD released the Homelessness Investment Analysis in March 2015, which clearly showed that our current investments are disjointed, with a heavy focus on basic intervention services, such as shelters and hygiene centers focused on immediate crisis, rather than a cohesive and comprehensive continuum of strategies designed to end people's homelessness. The Homeless Investment Analysis identified the necessity to develop a Homeless Policy Framework in order to ensure future investments align with and supports the regional All Home Strategic Plan, the provisions of the federal HEARTH Act, and evidence-based best practices.

The City of Seattle engaged with two nationally recognized consultant firms – Focus Strategies and Barbara Poppe and Associates – to support the development of the Homeless Policy Framework. Through a partnership with All Home, the City, King County DCHS, and the United Way, engaged Focus Strategies to conduct an assessment of the current performance and efficiency of the Seattle/King County Continuum of Care, utilizing the System Wide Analytics and Projections (SWAP) suite of tools. The SWAP analyzed the Seattle/King County system performance at a project-by-project level utilizing client data, point-in-time count, and program budgets. The analysis also models the potential effects of the recommended programmatic and investment changes on the size of the community's homeless population over a five-year period. In addition to the SWAP analysis, the City of Seattle also engaged Barbara Poppe and Associates to provide the City with specific recommendations on ways to operationalize system improvement efforts. Barbara Poppe and Focus Strategies worked closely together through the process to ensure alignment between their recommendations.

Homeless System Analysis

The Seattle Human Services Department developed the Pathways Home Initiative in response to the findings and recommendations from Focus Strategies and Barbara Poppe and Associates. The analyses and recommendations provide a comprehensive understanding of our homelessness system. They lay a

framework that the City must implement in order to reduce unsheltered homelessness and increase the speed and efficiency in which people move from homelessness to permanent housing. These goals can be accomplished by:

1. Expanding funding for program approaches that are most effective at exiting people from homelessness such as diversion, rapid re-housing and permanent supportive housing.

2. Prioritizing shelter and housing access for people living unsheltered and people who have the longest histories of homelessness.

3. Orienting all aspects of the homeless response system towards exits to permanent housing.

4. Working together urgently and boldly to implement meaningful solutions.

Each of these recommendations includes many actions, which represent a critical element of Seattle's ability to implement system improvements and move us closer to the goal of housing as many people experiencing homelessness as quickly as is possible.

Investment Principles

The vision of the City of Seattle is that all persons, regardless of their housing status, are members of this community and deserve access to the best possible intervention to help them exit homelessness. In order to ensure that the City of Seattle is investing in programs that have the best possible outcomes, the Human Services Department (HSD) has adopted the following investment priorities and principles:

Create a Person-Centered Response to Homelessness

The City of Seattle must develop and invest in a comprehensive and integrated system of interventions that form a person-centered crisis response system. A systemic response to homelessness involves more than having quality individual programs available. Those programs must be accessible, coordinated, and achieving results. A person-centered approach responds to the unique needs of each family and individual based on a brief assessment of their needs, strengths and vulnerabilities. Once assessed, people are matched to the appropriate housing resource. Customized services must fit an individual's needs rather than following strict programmatic guidelines. As a funder, HSD intends to provide increased latitude and flexibility in funding to ensure customized services are not in conflict with compliance requirements. Individualized services must be altered to fit the participant's needs rather than being refused for not being an appropriate referral. Services should also consider a participant's culture, as homelessness often looks very different in diverse cultures.

Invest in Models with Demonstrated Success

Moving forward, all funding for homeless investments will be awarded on a competitive basis for programs which meet critical needs and can demonstrate that the program contributes to reducing

homelessness by assisting program participants in obtaining or maintaining stable permanent housing. Only by concentrating investments on programs with a relentless focus on permanent housing can our system obtain enough throughput to adequately begin to address our large unsheltered population. All adult and family programs must focus on program exits to permanent housing. Programs focused on youth and young adults must demonstrate housing stability outcomes, as youth many not be developmentally prepared for permanent housing options. HSD must reallocate funds to new projects whenever reallocation would improve outcomes and reduce homelessness.

Address Racial Disparities

People of color continue to be overrepresented in the homeless service system, and the City and HSD must continue to work to eliminate institutional policies and practices that perpetuate these disproportional numbers. As a City dedicated to racial equity and social justice, we cannot ignore the fact that people of color make up only about a third of the U.S. population yet they comprise just over half of all sheltered people experiencing homelessness. In 2015, 80-90% of the people served in our family homeless programs were persons of color, in a city where less than 34% of our population are people of color. Because homelessness so disproportionately impacts persons of color, it is essential to use a racial equity lens when examining any programming and investments in this area.

Priority Actions

Commitment to Families Living Unsheltered

Currently there are over 500 families on the Coordinated Entry waitlist who are living unsheltered. The vision of Coordinated Entry is to provide families with quick centralized access to shelter and housing. However, barriers to program entry and system inefficiencies cause families to experience very long wait times. Living unsheltered with young children creates a serious health and safety risk with potentially lifelong negative consequences. The City of Seattle is making a commitment that no family should be unsheltered.

Expanding 24-Hour Shelter Options

During the 2016 One Night Count in January, 2,942 people were counted living unsheltered in the City of Seattle. At the same time, the SWAP analysis indicates that we have unutilized shelter capacity. People who are choosing to live outdoors rather than in shelter very clearly state that there are significant barriers to coming indoors for some people. In order to bring people inside and connect them with appropriate housing interventions, shelter must be perceived as a preferable option to living outdoors. By embracing a housing first, low barrier, service-oriented shelter model, the City is committed to making shelter accessible and moving away from survival only shelter models to comprehensive shelters that focused on ending a person's homelessness.

Actively Problem Solving Wait Lists

Coordinated Entry for All is an essential element to a fully functioning integrated response to homelessness. However, developing prioritized Coordinated Entry waitlists is not sufficient to move people quickly into housing. Currently, our system has thousands of people experiencing homelessness living outdoors or in shelter waiting to access an appropriate housing intervention. The process needs to transition from one focused on matching people to programs to one that adapts programs to match people. Learning from communities that have made substantial progress in reducing their waitlists, as well as our community's work on Veteran's Homelessness, the development of "By Name List" (BNL) procedures has been shown to be an essential tool to help with managing the lists and reducing wait times. By Name Lists allow providers and funders to work together to actively problem solve the lists developed by Coordinated Entry. They do not circumvent Coordinated Entry; but rather use the coordinated entry process and enhance it by overlaying case staffing. It creates accountability between providers, and to the funder, but most importantly to the people experiencing homelessness. HSD is committed to developing By Name List processes for the Family Impact Team, Youth and Young Adults, Long-term Shelter Stayers and People Living Unsheltered.

Connecting People to Services

Outreach is a critical component to connecting people who are living outdoors to services and housing interventions. While HSD funds multiple outreach providers who individually do good work, there is no coordinated system of outreach to ensure adequate placement and coverage. Some areas may receive multiple contacts in a week and others none. Outreach must also become a gateway to housing interventions. Outreach will always include other components such as survival supports, medical interventions, mental health and substance abuse, but outreach must be the entrance to our homeless response system, actively working to get people indoors either into shelter or into permanent housing placements.

Making Rental Units Accessible

There is no doubt that Seattle is in the midst of an affordable housing crisis. Nothing in the recommendations or this plan denies that. Rather, Focus Strategies and Barbara Poppe both focus on the need to increase access to any and all available affordable and private market housing stock and to identify creative housing solutions so that homelessness can be reduced in spite of our housing market. Rapid re-housing and rental voucher programs can only place people into housing if the housing stock is available to rent. Currently, people with these supports are often faced with challenging and difficult housing searches, complicated by rental restrictions and barriers to entry such as credit and background checks. It can take months for people on the verge of permanent housing placement to successfully locate a rental unit to make use of their subsidy. The City of Seattle is committed to supporting the development of a Housing Resource Center to increase access to rental units.

Ensuring Good Government and Performance

The City of Seattle and HSD also has had a significant role to play in the current state of our homeless response system.   The lack of clarity, strategy and formal investment process is a contributing factor to the disjointed patchwork collection of programs. Routine competitive funding processes have not happened in over a decade, resulting in legacy funding with little change to accommodate new directions or models.   That type of environment does not encourage innovation.   In order to develop a person-centered homeless response system, investments must be made strategically, based on data and grounded in best practices. HSD commits to conducting routine competitive funding processes and engage in performance based contracting.

Timeline

Reforming a system as complex and fractured as the current homeless response system is a multifaceted task and must be undertaken in a thoughtful and meaningful way. Now it is time to begin taking action to plan and implement change. Not everything will be accomplished at once, so decisions have been made regarding the elements to prioritize. Over the next two years, continued planning and engagement will occur regarding the best way to operationalize the commitments and priorities contained within this framework. Some priorities and actions the City of Seattle intends to undertake immediately with the remainder being implemented over the next two years. All of these actions lie within a larger implementation plan that the City has agreed to with King County, All Home, and the United Way for those areas where there is joint responsibility for system reform.

Community Vision

The City of Seattle is one of the most prosperous and innovative cities in the country. However, in spite of that prosperity, Seattle is in the midst of a crisis of homelessness. There has been a lot of attention in recent months to those living on our streets, camping under the freeway, and living in their automobiles or RVs. Those discussions have often neglected to acknowledge that people living in those conditions are our neighbors and residents of the City of Seattle. Like all residents, people experiencing homelessness deserve to be honored for their humanity and served in the best and most

> *"The U.S. Interagency Council on Homelessness has looked at how Seattle spends its money. For years, they have urged us to adopt an approach that is person-centered, uses data to invest in what works, and is aligned with our federal partners. But our City has been unable for decades to gather the political courage to make this shift."*
>
> **--Mayor Ed Murray**

efficient means possible. The City of Seattle envisions that every resident benefit from the prosperity and growth of our city and its economy. Our success as a city must be defined by how we care for our most vulnerable residents.

In order to best serve and support people experiencing homelessness, we must make some difficult decisions and adjustments. We can no longer continue to do what we have always done. Seattle's response to homelessness has grown organically over time. The result is an extensive collection of individual programs without the coordination and integration necessary to function as a system focused on ending someone's experience of homelessness. Seattle is a city of innovation, and we must embrace the spirit of change, create greater efficiencies, strengthen programs that are working, and discontinue our support for programs that have proven to be ineffective at ending homelessness. We have consulted with some of our nation's leading experts, have the best understanding of how our system is working that we have ever had, learned from cities that have successfully made a difference in their communities, and now we know what we must do. It is time to stop studying and begin acting. We must have the political courage to make those difficult choices, keeping the best interest of those we serve at the heart of all decisions. Our neighbors experiencing homelessness deserve for our community to do better.

The vision of All Home King County is that homelessness is rare, racial disparities are eliminated, and if one becomes homeless, it is brief and only a one-time occurrence.[1] The City of Seattle joins in supporting that vision. Every investment must be working towards that end. To make homelessness brief and one-time, we must provide each person with what is needed to gain housing stability as quickly as possible. Access to housing must not be contingent upon being "housing ready." We recognize that the lack of housing can be a barrier that prevents people from accessing services to address their

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[1] All Home (formerly the Committee to End Homelessness) is a community-wide partnership to make homelessness in King County rare, brief and one-time – http://allhomekc.org/the-plan/

other issues. As a community, we must embrace the Housing First philosophy and commit fully to using proven and effective approaches to support people experiencing homelessness in quickly gaining housing stability.

As a City dedicated to racial equity and social justice, we cannot ignore the fact that this disproportionately impacts people of color, with African Americans five times more likely and Native American/Alaska Natives seven times more likely to experience homelessness. Four out of five children who experience homelessness are children of color. As a community, we must address the underlying institutional racism that contributes to this disparity and ensure that people of color have opportunities to exit homelessness and obtain permanent housing at the same rates as their white counterparts.

Homelessness disproportionately impacts people of color

Native Hawaiian/Pacific Islanders:

3x more likely 👤👤👤

African Americans:

5x more likely 👤👤👤👤👤

Native American/Alaska Native:

7x more likely 👤👤👤👤👤👤👤

Source: All Home

As a community, we must develop a culture of accountability. We must expect that the programs we fund will provide quality data that demonstrates their program performance. We must use that data to make strategic decisions both at a programmatic and system level. Data-informed decisions increase the accountability of programs to us as funders, and of the funders to the public, as good stewards of public money.

Although we already know ending homelessness is as difficult as any challenge we face as a city, Seattle and its partners can make significant strides towards accomplishing this. It requires being willing to do that which has been demonstrated to work, developing a comprehensive and seamless service delivery system, and working collaboratively. Most importantly, it will require remembering that the center of our vision is a better result for people who are suffering on our streets.

Introduction

The City of Seattle Human Services Department (HSD) funds programs to assist single adults, youth, young adults, and families with children who are at imminent risk of or are experiencing homelessness. In 2016, HSD has invested over $50 million for services that provide homeless prevention, homeless intervention, and permanent housing. Despite these investments, at least 4,505 men, women, and children in King County were without shelter during the One Night Count in January 2016, representing a 19% increase over 2015 and a 40% total increase over 2014. Approximately 75% of those unsheltered individuals reside in the City of Seattle.[2]

While individual circumstances vary, the primary reason people experience homelessness is because they are unable to maintain or secure housing they can afford. Additional factors contribute to the problem including poverty, a decline in federal support for affordable housing, a decline in public assistance safety nets, and lack of affordable health care to address mental illness and addictive disorders. Due to economic recession and erosion of federal and state support, the safety nets that people have historically relied upon to support them in times of crisis have been diminished. The United States contributes more than $70 billion annually on the mortgage income tax deduction, with 77% of its benefit going to predominantly white households with incomes over $100,000 per year, while at the same time only appropriating $44.8 billion to the entire Department of Housing and Urban Development(HUD) budget directed at low-income populations. The result of this disproportionate allocation is that only 25% of the households eligible for HUD aid actually receive assistance. In addition, since the late 1970s the significant budget cuts to HUD have resulted in reductions of approximately 10,000 units per year in the stock of publicly assisted housing.[3]

In the City of Seattle, economic factors currently play a significant role in our community's emerging crisis of homelessness. Rent cost burdens in Washington have risen at an unprecedented rate and this trend is predicted to continue. Even with the local hourly minimum wage currently at $13.00, a worker would need to make an estimated $23.56 in order to afford a one-bedroom home at fair market rent.[4] High rent levels are a primary determinant of homelessness in a community. In spite of progressive efforts to address income inequality by raising the minimum wage, Seattle continues to see considerable economic disparity with the top 20% of household incomes being 19 times those of the lowest 20%.[5] This income inequality also closely ties with racial and ethnic breakdowns of the City's populations, with

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[2] Seattle-King County Coalition on Homelessness – http://www.homelessinfo.org/what_we_do/one_night_count/

[3] Western Regional Advocacy Project, Without Housing: Decades of Federal Housing Cutbacks, Massive Homelessness, and Policy Failures 20 (2010)

[4] Yentel, Diane, Andrew Aurand, Dan Emmanuel, Ellen Errico, Gar Meng Leong, and Kate Rodrigues. Out of Reach 2016: No Refuge for Low Income Renters. National Low Income Housing Coalition. 2016. <http://nlihc.org/sites/default/files/oor/OOR_2016.pdf>

[5] U.S. Census Bureau, 2013

persons of color being disproportionately represented in the lowest income levels and over-represented among persons experiencing housing instability.[6]

Median Hourly Wage by Race, 2000-2012

Source: PolicyLink Equity Atlas. Race and ethnicity categories based on source data and do not necessarily match U.S. Census categories.

Washington State ranks 47th in the nation in funding for mental health and substance abuse treatment services.[7] Untreated mental health and addictions are a leading cause of homelessness. Outreach workers have reported that as many as 90% of unsheltered people are struggling with these issues. The resulting impact is that increased numbers of people are living in marginalized situations, unstably housed and coping with untreated mental health and substance abuse conditions.

In addition to these larger economic and social factors, the City's process and system inefficiencies are contributing to the current crisis. HSD has not regularly engaged in a competitive funding process in more than a decade. During that time, homeless investments have been made based upon legacy funding, program advocacy, and designated budget adds or special pilot projects that are not evaluated in a system context and often result in ongoing funding. This has resulted in a patchwork of investments concentrated with specific providers without any precise strategic direction. While individual providers

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[6] United Way of King County Key Racial Disparity Report, October 2015. <https://www.uwkc.org/wp-content/uploads/ftp/RacialDisparityDataReport_Nov2015.pdf>

[7] Mental Health America – http://www.mentalhealthamerica.net/issues/ranking-states

may be highly successful with their niche programs, the lack of systemic cohesion has resulted in a system that is not designed to work efficiently to exit people out of homelessness. This system inefficiency combined with the economic factors discussed above has resulted in the increases in numbers of people experiencing homelessness and living unsheltered on our streets.

Seattle has been a frontrunner in the implementation of innovative homeless housing programs, including the adoption of Housing First principles and still has many examples of nationally recognized programs and providers. However, in recent years, other communities have experienced significantly greater progress towards addressing the crisis of homelessness. In comparing these more effective cities to Seattle, it is clear that the focus on the development of a comprehensive system, rather than exemplary individual programs, is the key to success. In the past five years, the City of Houston has seen a 57% reduction in overall homelessness by implementing a system-wide approach to service standards and other system improvements.[8] Communities who achieve success are also committed to the utilization of data in their system planning, implementation and evaluation. Las Vegas has been able to accomplish significant reductions in their populations of chronically homeless persons and has effectively ended Veterans homelessness utilizing a data-driven approach.[9] While we recognize that other cities are not interchangeable with Seattle, in order to experience similar success, we must adopt practices that have been demonstrated to be effective at reducing homelessness in multiple cities with a range of circumstances. Seattle must not be content with having a few individual programs achieving positive results and national attention, as a community we must embrace a systems approach and develop a data-driven culture.

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[8] Coalition for the Homeless: Leading Houston Home - <http://www.homelesshouston.org/wp-content/uploads/2016/06/2016-PIT-Executive-Summary-v4.pdf>
[9] USICH - https://www.usich.gov/news/how-southern-nevada-achieved-an-end-to-veteran-homelessness

Context for the Homeless Policy Framework

Addressing homelessness has been a central tenant of Mayor Murray's administration since taking office in 2014. Focusing simultaneously on the immediate needs of those experiencing homelessness and the long-term strategy and resources necessary to create impactful change, Mayor Murray has outlined a three-pronged strategy for approaching the crisis of homelessness in our community:

1. Emergency Task Force on Unsheltered Homelessness & Declaration of a State of Emergency (SOE)
   - Address the immediate needs of the unsheltered through quickly implementable solutions requiring non-budgetary policy changes or one-time budget-impact strategies.

2. Housing Affordability and Livability Agenda (HALA)
   - Address the growing pressure to create more permanent, affordable housing options across the income spectrum in Seattle, including housing for homeless or formerly homeless people.

3. Assessment of City's existing investments in homeless services
   - Address long-term system issues through evaluating Human Services Department (HSD) investments in homeless services and interventions with recommendations on better aligning our efforts with local and national best practices.

Addressing Needs of the Unsheltered

Mayor Murray declared a civil state of emergency on homelessness on November 2, 2015.[10] The SOE resulted in $7.3 million in one-time funding to support services designed to address the immediate needs of unsheltered individuals in our community. Mayor Murray has been clear that, while this emergency declaration and funding was necessary to be able to act quickly to attempt to address the crisis of homelessness, system improvements must be made in order to more adequately respond to homelessness long-term. These primarily short-term measures, while providing immediate relief for many unsheltered individuals, will not lead to a reduction in homelessness. The City must change the way in which it currently invests the additional $40 million dollars of ongoing funding dedicated to homeless services. These changes are the goal of the Homeless Policy Framework (HPF).

Addressing the Growing Pressure to Create More Permanent, Affordable Housing

In addition to emergency response, we must address the limited supply of affordable housing in order to ensure long-term impact on the rates of homelessness. In 2014, Mayor Murray and the City Council convened the HALA Advisory Committee, which was tasked with developing a plan that would generate

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[10] Office of the Mayor, "Mayor Declares State of Emergency in Response to Homeless Crisis" – http://murray.seattle.gov/homelessness

an increase of 50,000 housing units, including 20,000 new or preserved affordable units.[11] The HALA committee work resulted in a comprehensive package of 65 recommendations to increase housing affordability across the income spectrum that the City is now working to implement. A key recommendation was to increase the Seattle Housing Levy in 2016 - which was renewed and expanded thanks to the generosity of Seattle voters. Through the previous housing levies, the City has constructed or preserved over 12,500 rental units designated as affordable housing. Many of these units are required to serve extremely low-income households, and many units are paired with project-based rental assistance funded by the Seattle Housing Authority so that formerly homeless households can pay what they can afford. In addition to recommending a larger housing levy, the HALA recommendations also include strategies for increasing the availability of affordable housing such as developer requirements to include affordable units (either on-site or through a payment option) in all future multifamily housing developments, newfound sources for housing production and preservation, and new protections for tenants to increase access to housing. HALA recommendations consistently indicate that innovation is essential to addressing the shortage of affordable housing in our community.

Addressing Long-Term System Issues

In September 2014, Seattle Mayor Ed Murray tasked HSD to conduct an evaluation of the City's investments in homeless services, compare those investments with nationally recognized best practices, and identify ways to better meet the needs of people experiencing homelessness in our communities.

 In 2014, HSD invested nearly $40.8 million across 183 contracts and 60 agencies for services that provide homeless prevention, homeless intervention, and permanent housing.

"Seattle's $40 million annual investment in homeless services is one of the highest commitments in the nation. However, the number of our neighbors lacking access to safe, decent and affordable housing is unacceptably high…. The findings in the Homelessness Investment Analysis will set the roadmap to shift City investments and service models to ensure that homelessness is rare, brief and one-time."
--Mayor Ed Murray

HSD released the Homelessness Investment Analysis in March 2015, which clearly showed that our current investments are disjointed, with a heavy focus on basic intervention services, such as shelters and hygiene centers focused on immediate crisis, rather than a cohesive and comprehensive continuum of strategies designed to end people's homelessness. This volume of homeless contracts presents a particular challenge to efficiency and seamless service delivery both within HSD and at the provider level.

The 2015 Homelessness Investment Analysis identified three strategies as a path forward in addressing homelessness:

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[11] Office of the Mayor, "Housing Affordability Agenda Goals and Values" – http://murray.seattle.gov/housing-affordability-agenda-goals-and-values/

1. Evaluate and scale investments in best and promising practices expected to have a positive impact on housing placement and shelter throughput, such as Rapid Re-housing, Housing Long-term Shelter Stayers, and Diversion.

2. Pilot Portfolio Contracts, a progressive engagement model combining a portfolio of services aimed at making homelessness rare, brief, and one time.

3. Develop a policy framework and investment plan for the City's homeless investments that aligns with and supports the regional All Home Strategic Plan, the provisions of the federal HEARTH Act, and evidence-based best practices.

Evaluate and Scale Investments in Best and Promising Practices

In 2012, the Human Services Department released the Communities Supporting Safe and Stable Housing Plan (CSSSH), a document that outlined HSD's investment plan from 2012-2018. It identified an intention to alter the way HSD funded programs and service systems. The plan provided a framework for investment in three priority areas:

- Homeless Prevention
- Homeless Intervention Services
- Housing Placement, Stabilization and Support

The investment plan set a framework for system-wide change over six years to more effectively serve households experiencing homelessness. Two major funding cycles were planned for the investments, one in 2012 and one in 2014. In addition, the plan proposed modest increases to homelessness prevention, rapid re-housing and housing stabilization services by 2015, accomplished by making incremental funding shifts.

Many key elements of the 2012 Investment Plan for homeless services were not implemented, including competitive funding processes and a failure to shift even a modest 2% goal of "base-funding" from intervention services to other strategies and best practices. In an attempt to implement intentions of the CSSSH plan on a much smaller scale, HSD designed several pilot projects to demonstrate the potential effectiveness of the proposed models. These pilots, along with others, were implemented over the past several years and provide valuable insight into the most effective way to scale best practices in our community. The Homeless Investment Analysis recommended the evaluation of all pilots in order to analyze the possibility of bringing them to scale.

Diversion Pilot
Diversion is a one-time, light touch intervention, designed to keep people from entering the homeless system at the time when they are most at risk of becoming unsheltered. The City of Seattle has been funding a diversion program in collaboration with Building Changes and King County since 2013. Currently four agencies provide diversion services, such as debt reduction, legal assistance, moving

costs, background checks and documentation procurement. Diversion is an efficient and cost effective strategy to prevent individuals from becoming homeless. In the first six months of 2016, 58 families have been successfully diverted from the homeless system using an average of $1,533 per family assistance. To date, this program has primarily focused on families; however, due to its successful outcomes, investments will expand diversion to all populations.

Long-Term Shelter Stayers Pilot
Nationwide, there is an effort to address those individuals who have become nearly permanent residents in shelter and have been very difficult to engage in housing solutions. The *Closer to Home Initiative* was developed in 2004 by the Corporation for Supportive Housing to attempt to evaluate creative solutions to engage and house people whose combinations of circumstances and long histories of homelessness have left them stuck in the shelter system. This evaluation concluded that long-term shelter stayers, even those with significant barriers, could be successfully engaged in housing with the proper level of engagement and supportive services.[12] It is clear that addressing long-term shelter stayers is essential to increasing shelter bed availability. A small number of individuals are using a large percentage of our community's shelter resources. Providing them with housing will free up significant additional shelter resources.

In 2015, Mayor Murray budgeted $410,000 to address the impact long-term shelter stayers were having on the throughput of emergency shelters in Seattle. This project was matched with $410,000 from United Way King County (UWKC) and was used to secure approximately $3 million from a Federal McKinney grant for the Scattered Site Permanent Supportive Housing Project, a regional effort to move 235 long-term shelter stayers into permanent housing with long-term rent subsidies and case management. This project, awarded in June 2015, is an expansion of an effort conducted in 2013 that moved over 80 long-term shelter stayers into housing. Many of them were placed in new homeless housing units that came online during that time. The success of the long-term shelter stayers project has been impacted by the design of the project and the available housing placements attached to it. The defining assumption was that all long-term stayers would require the level of service intensity of Permanent Supportive Housing and that has not been shown to be true. The project must be retooled to ensure a variety of housing options are available to this population in order to move them into permanent housing and free up a large amount of capacity in our shelter system.

Family Rapid Re-Housing Pilot
In 2014, the City of Seattle, King County, Building Changes and UWKC invested approximately $3 million to house as many as 350 homeless families in King County through Rapid Re-housing (RRH). RRH is a Housing First approach designed to help homeless families quickly exit homelessness with a

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[12] Final Report on the Evaluation of the Closer to Home Initiative, Corporation for Supportive Housing, February 2004, http://www.csh.org/wp-content/uploads/2011/12/Report_cth_final1.pdf

combination of housing search assistance and a short-term rental subsidy. RRH programs have a 90% success rate at moving families into and retaining permanent housing.[13] In 2015, the City of Seattle incorporated the RRH pilot programs and rent assistance into the current RRH Portfolio. Through these pilot programs, there are 498 people enrolled and 241 families have been successfully placed in housing.

Single Adult Rapid Re-housing Pilot

Building on the learnings and successes in the Family Rapid Re-Housing pilot, in 2015, Mayor Murray budgeted $600,000 to implement a RRH program for Single Adults. HSD conducted a competitive process and selected Catholic Community Services and YMCA to house 100 people experiencing homelessness. This program identified people of color and Veterans as priority populations to be served by these resources. In the first six months of 2016, the Single Adult RRH programs have enrolled 165 individuals and successfully housed 98.

Veteran Homelessness

In 2015, Mayor Murray joined the Mayors Challenge to End Veteran Homelessness.[14] Through a collaborative effort with King County, the Veterans Administration, and All Home, the team has made significant progress in identifying and moving Veterans into housing. The initiatives to house veterans initially began with estimates and projections based on Point in Time counts and then transitioned to management of a By Name List to actively move veterans into housing. Over the past 18 months, 1,137 Veterans from King County have been housed. The Mayors Challenge work has been successful at enacting Housing First and meets the benchmark number of Veterans moving into permanent housing versus transitional housing. The current focus for the Veterans Challenge is to house the remaining Veterans experiencing chronic homelessness and to reduce the length of time homeless for all Veterans.

The Portfolio Pilot Project

In July 2016, HSD launched the first Portfolio Pilot contracts, an innovative partnership with service providers to align services for people experiencing homelessness, streamline contracts to increase flexibility, implement standardized outcome metrics, and more actively manage contracts through a results-driven contracting framework. The Portfolio Pilot was a recommendation from the Homeless Investment Analysis as a way to collaborate with community agencies to:

1. Explore a person-centered progressive engagement model that utilizes best practices to provide housing-focused, strength-based interventions at the front door of service access at key points in the system.

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[13] Rapid Re-Housing for Homeless Families Demonstration Programs Evaluation Report Part II: Demonstration Findings – Outcomes Evaluation, U.S. Department of Housing and Urban Development, April 2016

[14] Mayors Challenge to End Veteran Homelessness – http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/veteran_information/mayors_challenge/

2. Identify opportunities to streamline services by giving agencies the flexibility to shift resources, service provision, and staff time to best meet the needs of people experiencing homelessness.

3. Decrease the administrative burden of agencies with multiple service contracts by creating contract efficiencies that support service delivery, including combining contracts.

4. Reorient contracts to be performance-focused and improve contracted results by using data to inform programmatic, policy, and funding changes.

The Portfolio Pilot has transitioned 24 contracts into eight Portfolio contracts across five agencies, and added new funding for staffing and flexible client assistance for activities such as diversion. Regular review and analysis of data will increase program and funder accountability, and support consistent program performance evaluation. The Harvard Kennedy School Government Performance Lab (GPL)[15] provided pro-bono technical assistance to the Seattle pilot project through Bloomberg Philanthropies' What Works Cities initiative[16] to help HSD develop a results-driven contracting framework, that will help agencies and HSD understand the impact of their work and our investment and encourage collaboration to implement changes when necessary.

The foundation of a results-driven contracting framework is the regular review of performance data to understand what is happening on the ground in real-time and use that information to inform policy decisions. With standardized outcomes and indicators, HSD will be able to better understand and articulate how Seattle's homeless investments are helping households experiencing homelessness move to more stable environments and compare performance across programs and monitor performance for specific program models and progress of specific target populations. This information will give HSD the tools necessary to collaborate on creative solutions at the individual program level, understand system-wide performance, and right size funding to service providers and service delivery models.

Develop a Homeless Policy Framework and Investment Plan

The final recommendation of the Homeless Investment Analysis was the development of this Homeless Policy Framework. This document provides the City with a road map to correct internal and system issues that are barriers to the homeless response system working with the greatest efficiency. The adoption of this framework marks a pivot point in the City's planning and investments designed to support people experiencing homelessness.

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[15] Harvard Kennedy School Government Performance Lab – http://govlab.hks.harvard.edu/

[16] Bloomberg Philanthropies' What Works Cities initiative – http://www.bloomberg.org/program/government-innovation/what-works-cities/

2016 Update to the Homeless Investment Analysis
Due to the Declaration of the State of Emergency and other on-going support for homeless interventions, funding has increased in the two years since the initial investment analysis occurred. To inform the development of a policy framework and investment plan (this HPF) HSD updated the earlier Homelessness Investment Analysis to reflect current investments. It is important to note that this analysis reflects a point-in-time description of homeless investments, which frequently shift in response to external factors and evolving policy priorities.

Table 1. HSD Investments by Program Type as of May 2016

Program Type	Contracted Amount as of	Percent of Total
Emergency Shelters & Safe Havens	$11,727,525	23%
Permanent Supportive Housing & Transition in Place	$10,805,977	21%
Day Centers, Hygiene Centers & Other Services for People Experiencing Homelessness	$8,065,885	16%
Eviction Prevention & Services for Tenants, and Prevention Services for At-Risk Youth	$5,237369	10%
Transitional Housing	$4,609,388	9%
Rapid Re-housing	$3,837,347	8%
Authorized Encampments, Outreach & Safe Parking	$2,823,933	6%
Housing Programs for Survivors of Domestic Violence	$1,427,735	3%
Case Management & Employment Programs for Homeless Youth	$763,550	2%
Meal Programs for People Experiencing Homelessness	$500,903	1%
Homelessness Diversion	$423,500	1%
CDBG Capital/Repair Projects for Homeless Services	$236,742	0.5%
Total	**$50,459,854**	

As Table 1 shows, two of the primary investments are in emergency shelters/safe havens and day centers/hygiene centers. Together those two interventions models receive $19,793,410 in funding for survival services – nearly 40% of the total investment. In contrast, HSD's investment in permanent housing is 21% of total investment, and Rapid Re-housing and Diversion – program intervention types associated with cost effective permanent housing outcomes – receive just over 8% of total funding. The intention of the HPF is to begin to right size our system so that we have a more balanced approach to ensure both continued availability of necessary survival services and an increased focus on the permanent housing placements necessary to end a person's homelessness.

Homeless System Analysis

Community Engagement

Homelessness is a community problem to solve, impacting all segments of the City of Seattle. The individuals experiencing homelessness are our neighbors, our children, and our elders and they reflect our broader community. Successfully addressing such a complex community concern will take the entire community, including the people experiencing homelessness, coming together to identify a solution.

> *"The continuous increase of individuals living on our streets tells us that we cannot build our way out of homelessness. Coordinated investments with regional government partners, service providers and the faith community that are focused on a system of prevention and early intervention services are critical to end homelessness.*
>
> **-- Catherine Lester, Director, HSD**

The Homeless Policy Framework (HPF) builds upon the significant previously conducted systems reform work and all of the community engagement processes that have occurred. This includes the 2012 *Community Supporting Safe and Stable Housing* Investment Plan, the All Home Strategic Plan, and the 2016 Housing Levy renewal process. The recommendations of the HPF reflect the recommendations and the vision of the community throughout these previous processes.

Communities Supporting Safe and Stable Housing

In 2011, the Human Services Department (HSD) launched the *Communities Supporting Safe and Stable Housing* (CSSSH) initiative with the goal of establishing a framework for system-wide change to more effectively serve households facing or experiencing homelessness. HSD carried out an extensive community engagement process where clients of services, community members, shelter and housing providers, businesses, faith communities, charitable foundations, schools, local government, and elected officials all contributed to the proposed strategies and priorities for Seattle's homeless service investments.

Community stakeholders identified affordable housing, rapid re-housing and programs that provide flexible financial/rental assistance, along with an appropriate intensity of supportive services, as high priorities. Stakeholders also supported the reallocation of funding to increase investments in rapid re-housing and homeless prevention programs. Participants indicated that eligibility restrictions often put in place by funding requirements, including population priorities created for housing units, create barriers and bottlenecks within the system that further restrict access to housing. Stakeholders also wanted housing assistance, housing options and policy changes that would help adults with criminal histories, including felony convictions, and households with poor rental histories access housing.

Stakeholders identified additional strategies that would assist in developing a seamless service continuum in Seattle, including community-based resource centers where clients could access multiple

services at a single location. Shelter that is more comprehensive was also identified as a community need, including increased or flexible shelter hours that would accommodate work and school schedules as well as shelters that can accommodate couples and households with pets.

CSSSH established guiding principles including a commitment to culturally relevant services, high quality standards, coordinated services and data quality. Stakeholders emphasized the need for services to recognize the unique needs and strengths of every individual and each family member and provide services based upon those characteristics rather than utilizing a one-size-fits-all approach. Feedback indicated that investments should support services that demonstrate cultural and linguistic competence with an increased capacity to address our City's diversity and to reduce persistent disparities experienced by communities of color, immigrants, and refugees. Investments should also build upon successful models but balance opportunities to create and pilot innovative strategies that will prevent and reduce homelessness.

All Home Strategic Plan

During 2014, All Home King County began the process of establishing a new vision and plan for *making homelessness rare, brief and one-time in King County* that ultimately resulted in the All Home Strategic Plan, which was released in 2015. Recognizing that the entire community is necessary to successfully implement a strategic plan regarding such a pervasive problem, All Home engaged over 500 residents of King County through a yearlong process. The primary feedback expressed by participants in the planning process was that experiencing homelessness should not be criminalized in our community. Addressing this concern became a strategy identified in the final plan. The All Home Strategic Plan calls for a continuation and improvement of efforts to measure our progress and adapt practices based on data, which is consistent with the HPF. All Home is currently in the process of developing or updating a plan for each of the sub-populations (Single Adults/Veterans, Youth and Young Adults, and Families). At the core of these strategies is the implementation of coordinated entry to ensure increased access to housing resources for all populations. The HPF aligns with the vision and goals of the All Home Strategic and sub-population plans where appropriate and relevant.

2016 Housing Levy Renewal

One of the key elements of the Housing Affordability and Livability Agenda (HALA) recommendations was to increase the Seattle Housing Levy, one of the primary means of developing affordable housing in the City of Seattle. Mayor Murray proposed the largest housing levy in Seattle's history, which was successfully passed by the voters in the August 2016 primary. The Office of Housing (OH) conducted extensive community outreach in the development of the housing levy renewal proposal. One of the things consistently heard at community meetings was the need to do even more to address homelessness than the Levy is able to. The HPF will assist in meeting the community's demand for increased effective homeless intervention.

Homeless Policy Framework Stakeholder Engagement

Although the Homeless Policy Framework (HPF) builds upon the strategies and priorities identified by the engagement process described above, ongoing community engagement is essential to the success of this systems transformation work. HSD staff and Barbara Poppe met with providers from each segment of the service delivery system to gain valuable insights into the homeless services system in Seattle. Providers all agreed that the current system is not adequately meeting the needs of our neighbors experiencing homelessness. An overview of HPF Community Engagement Efforts is included in Appendix B.

HSD staff also meet regularly with the broader community where residents consistently express desire for the City to use homeless investments in the most effective means possible and support increasing accountability and ensuring that City tax dollars are invested only in programs that demonstrate success in reducing homelessness. Many of the strategies within the HPF were identified as early as 2011 as being community priorities and remain sound means to address our growing crisis of homelessness.

System Wide Analysis and Projections from Focus Strategies

The City of Seattle partnered with King County, UWKC and All Home to contract with Focus Strategies to conduct a performance evaluation of the current homeless continuum in Seattle/King County using their System Wide Analytics and Projection (SWAP) tools[17] that model homeless program and population changes to inform funding decisions and allocation of resources. Between July of 2015 and May of 2016, Focus Strategies analyzed local data to assess the performance of individual programs, types of interventions, and the performance of the homeless system as a whole. All Home began the process by engaging the homeless service providers and clarifying the role of service providers in helping provide the data necessary to complete the SWAP. Focus Strategies also completed a series of provider and community interviews as part of their analysis. The data analyzed included 1) Seattle/King County's inventory of emergency shelter, transitional housing, rapid re-housing and permanent supportive housing units from the 2015 Housing Inventory Count, 2) program client data from the Homeless Management Information System (HMIS), and 3) program budget data collected directly from funded providers.   Using the SWAP tool, Focus Strategies then used this data to analyze the performance of each program and the entire system across multiple measures. The SWAP tool was also used to predict the impact of shifting investments on homeless outcomes.

Based on the data analysis and interviews with stakeholders Focus Strategies provided a series of recommendations for systems improvements to support the community goal of making homelessness rare, brief and one-time:

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[17] Focus Strategies' System Wide Analytics and Projection (SWAP) Suite of Tools – http://focusstrategies.net/swap/

Summary of Findings and Recommendations[18]

Act with Urgency and Boldness
Our overarching recommendation to Seattle/King County is to act urgently and with boldness to implement impactful solutions. Homelessness is on the rise in the community and leaders have implemented a number of initiatives that are helping to turn the curve towards an improved response to the problem. However, our analysis reveals that the pace of change is slow and resources continue to be invested in interventions that have limited results. We believe homelessness in King County can be dramatically reduced using existing resources and even given the significant unaffordability of the current housing market. Urgent and bold action are required.

Create a Funder-Driven, Person-Centered System
There are an estimated 4,000 people living outdoors in Seattle and King County at any given time – some of them families with children. Even more people are cycling in and out of emergency shelter. The United Way, All Home, the City of Seattle, and King County collaboratively commissioned this work with the intention of determining a path forward to dramatically reduce, and potentially functionally end homelessness. To achieve that goal, the work of creating a **system** *out of an array of homeless programs must be completed. All initiatives and programs have to be understood and measured in relation to what they contribute to the overall goal of reducing the number of homeless households.*

It is critical that Seattle/King County's homeless crisis response system shift to become more funder-driven and person-centered: all decision-making needs to be based on what will yield the greatest results for people who are unsheltered or cycling in and out of emergency shelter. Policies, programmatic initiatives, and investment strategies have to be shaped by this person-centered approach. In a system centered on homeless people, all interventions are designed to target and prioritize those who are unsheltered or living in shelters. Funders invest only in interventions that can be measurably demonstrated to move homeless people into housing and providers are held accountable for results. The effectiveness of the system is measured by the number of homeless people who are housed and do not subsequently return to homelessness.

Establish an Action Oriented and Data Informed Governance and Funding Structure
Local leadership has appointed All Home to serve as the community's Continuum of Care, and to oversee coordination and planning for homelessness-related activities more broadly. Yet, All Home does not have the authority to make and implement decisions. Its governance is designed to solicit input, identify problems, and discuss solutions. It can convene but cannot make critical decisions, so leading significant changes may not be possible as currently structured. Typically,

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[18] Seattle/King County: Homeless System Performance Assessment and Recommendations with Particular Emphasis on Single Adults, p. 5-7.
< http://www.seattle.gov/documents/departments/pathwayshome/FS.pdf >

successful, large-scale shifts are made when public agencies identify the changes needed and hold all stakeholders accountable for the use of public dollars. Although the All Home governance structure has recently been re-organized, Focus Strategies recommends that local leadership consider further changes. Most importantly, we advise re-structuring the All Home Executive Committee to include only funders and designate it as the entity empowered to make and implement decisions relating to design and implementation of the community's homeless crisis response system. The Executive Committee needs to oversee the community's investment strategy for all targeted homelessness funding, and ensure that investment decisions are data-driven. Much faster progress can be made to reduce homelessness if all funders can agree on a shared set of objectives and performance targets and hold all providers accountable to meeting them.

Improve Performance throughout the System

Our analysis found a wide range of performance levels amongst programs and program types. There are some highly effective projects and system components, while some are performing poorly. Focus Strategies has recommended a set of performance targets for all program types that have been accepted by the client group. We have also recommended some strategic shifts in how the system operates to yield improved results and a reduction in the size of the homeless population:

1. Use Outreach and Coordinated Entry to Target and Prioritize Unsheltered People and Frequent Shelter Users

Our analysis found that there are a significant number of households entering homeless programs in King County who are not literally homeless – meaning they are not living outdoors, in vehicles, or in an emergency shelter. Many are housed or doubled-up, but assessed as being at-risk of homelessness. This means system capacity to serve people who are unsheltered is diverted away from solving homelessness. At the same time, there are approximately 5,000 people cycling repeatedly in and out of emergency shelter – long-term shelter stayers who may be "stuck" in temporary crisis beds and not effectively being connected to housing. The community is investing in a Coordinated Entry system – Coordinated Entry for All (CEA) that is establishing policies to ensure literally homeless people are prioritized for assistance. Yet, to ensure this system is as effective as possible, we further recommend that people be prioritized not just on whether they are currently homeless, but how long they have been homeless. Finding housing solutions for those who have been homeless the longest and who are repeatedly accessing shelter will significantly improve the movement of people from homelessness into housing.

2. Expand Shelter Diversion/More Effective Targeting of Prevention Resources

A significant number of people currently enter homeless programs in the community who are doubled-up or otherwise housed. As part of CEA, some households receive shelter diversion – an

approach designed to prevent entry into shelter by helping people who are still housed to stay in place or to move directly to other housing using problem solving, mediation, and small amounts of financial assistance. To maximize the use of homeless system resources for people who are unsheltered, we recommend that shelter diversion must be attempted for all households seeking shelter.

3. Improve Effectiveness of Shelter in Exiting People to Permanent Housing

Our analysis found that the emergency shelter system in Seattle/King County does not perform to maximum effectiveness. Significant reductions in homelessness could be achieved if households had shorter lengths of stay in shelters and exited into permanent housing at a higher rate. One key strategy for accomplishing this will involve bringing rapid re-housing to scale and connecting it to shelter, so that those households in shelter beds have a rapid pathway to exit. Shelters also need to be required to meet performance targets and re-orient their work to focus on helping people exit to permanent housing as quickly as possible. Long-term shelter stayers must be prioritized for housing assistance, based on how long they have been homeless.

4. Shift Funding from Low Performing to High Performing Interventions and Programs

Seattle/King County currently invests significant resources in interventions that are not achieving strong results on the key measures, which assess progress in rapidly moving homeless households into housing in a cost effective manner. To make faster progress, we recommend investing in intervention types that are high performing, while disinvesting in those that are less effective. This includes bringing rapid re-housing to scale and cutting back investment in lower performing transitional housing, permanent supportive housing, and other permanent housing (OPH). This does not mean that funds are lost to the system – they are re-invested in strategies that are the most effective at reducing the numbers of homeless people.

5. Make More Strategic Use of Permanent Affordable Housing to Provide Pathways out of Homelessness.

The rental market in Seattle/King is incredibly challenging, with low vacancy rates and extremely high rents. Continuing efforts to expand the supply of deeply affordable housing are critical if the community is to meet its goals for continued economic and racial diversity, and to be a welcoming place for lower income families and individuals. However, expanded affordable housing is not a precondition for reducing homelessness. The community has to commit to making an impact on the problem with the existing housing inventory or there may never be a significant reduction. Waiting for enough housing to be produced means continuing to tolerate the current situation in which thousands of people, including some families with children, are living on the streets and in tents. Focus Strategies recommends a number of strategies to help improve access to the existing supply of housing of affordable housing, including ensuring that affordable housing for homeless people is targeted towards assisting those who are unsheltered

or are long-term shelter stayers, and lowering or removing barriers to entry. We also recommend a large-scale "moving on" effort that identifies current tenants in permanent supportive housing, who are stabilized and no longer need intensive services. This program would help them transition to regular affordable housing. This approach has been successfully implemented and utilized in several communities and has proven to be a highly effective way to free up capacity in the existing permanent supportive housing inventory for chronically homeless, unsheltered individuals.

System Transformation Recommendations from Barbara Poppe

Building on the analysis and recommendations from the Focus Strategies SWAP process, the City of Seattle contracted with Barbara Poppe and Associates to provide recommendations for the development of the Homeless Policy Framework. The result has been "The Path Forward – Act Now, Act Strategically, and Act Decisively" report, which helps the City to operationalize the vision of homeless as rare, brief and one-time in our community.

The report identifies twin priorities:

1) Reduce unsheltered homelessness.
2) Increase the "throughput" from homelessness to stable housing.

These priorities can be accomplished through a series of recommendations designed to shift key policies, reallocate resources and advocate with local partners to support system improvements:[19]

Recommendation 1: Create a person-centered crisis response system

To be successful, the City of Seattle must develop and invest in a comprehensive array of interventions that are integrated to provide a person-centered crisis response system that responds to the unique needs of each family and individual. Some interventions will be existing program models, some will need to be re-tooled for improved results and greater efficiency, and some will be new approaches. Additionally investment in some program types may need to end or at least not be included as part of Seattle's investment in homelessness. All interventions must contribute to rapidly providing access to stable housing for families and individuals who are at imminent risk of or experiencing literal homelessness, that is, living outside, on the streets, or in a shelter….

Recommendation 2: Improve Program and System Performance and Require Accountability

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[19] Recommendations for the City of Seattle's Homeless Policy: The Path Forward – Act Now, Act Strategically, and Act Decisively, Commissioned by the City of Seattle, Barbara Poppe and Associates, August 2016, p. 6-15. < http://www.seattle.gov/documents/departments/pathwayshome/BPA.pdf >

To be successful at reducing homelessness, the homeless crisis response system must be organized and invested in by public and major philanthropic funders. The system leadership must be action-oriented and nimble enough to enable course corrections promptly when needed. Funders must invest only in evidence-based, best and promising practices and providers should be required to effectively implement these practices and meet performance standards as a condition of receiving funding.

In keeping with the HEARTH Act[20] and national best practices, Seattle and King County have begun undertaking the shift from a loosely organized network of programs to building a system of care with the intent to quickly rehouse individuals and families. The large number of providers that will need to shift practices makes the challenge of transformation daunting. The current level of public funding investment is strong so the impact of shifting to more effective approaches can be immense if the funders establish a strong infrastructure to support the new system.

HMIS and other data should be used to inform planning, set resource allocation strategies, measure progress and system performance, and evaluate program performance to inform investment decisions. Seattle should invest in and use HMIS as the primary data system. HSD should require providers that receive funding to collect and input quality, timely, and comprehensive data in order to receive city funding….

Recommendation 3: Implement well with urgency

The communities which are making the greatest reductions in homelessness – Houston, Las Vegas, and New Orleans – are acting boldly and with urgency to rapidly change systems to meet the needs of families and individuals who are facing homelessness. The findings of this report and the 2016 Focus Strategies report indicate that solutions are within imminent reach. The City of Seattle will need to act concurrently in six key areas:

1) Translate the investment recommendations from the Focus Strategies modeling and the Path Forward recommendations into City of Seattle specific investments and design a competitive funding process. Develop and implement updated policies, procedures, and protocols to implement the Path Forward recommendations.

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[20] On May 20, 2009, President Obama signed the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009. The HEARTH Act amended and reauthorized the McKinney-Vento Homeless Assistance Act. One key change was requiring communities to adopt a performance based, data driven, systems approach to ending homelessness.

2) Implement the performance standards with current providers to prepare for competitive funding.

3) Stand up the Family Impact Team, Outreach Action Team, and the Long Term Shelter Stayers Team.

4) Design and implement community engagement and communications plans to ensure free flow of information across, among, and between stakeholders within the City of Seattle and other stakeholders.

5) Engage with All Home, King County, United Way and other major funders to coordinate and collaborate on execution of the Focus Strategies recommendations.

6) Increase HSD staff capacity, expertise, and skills to operate as effective change agents for the new paradigm.

Seattle and King County have a tremendous foundation of public investments, quality providers, and dedicated elected officials, staff, volunteers, and community leaders who believe in the vision of Opening Doors[21] that "no one should experience homelessness – no one should be without a safe, stable place to call home." Political will and disciplined action by elected officials and City staff will be required. If the City of Seattle acts boldly and with urgency, reductions in unsheltered homelessness can occur quickly."

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[21] Opening Doors is the nation's first comprehensive federal strategy to prevent and end homelessness. It was presented by the U.S. Interagency Council on Homelessness to the Office of the President and Congress on June 22, 2010, and updated and amended in 2015 to reflect what we have learned over the past five years.

City of Seattle Implementation Plan

Investment Principles and Strategies

The vision of the City of Seattle is that all persons, regardless of their housing status, are members of this community and deserve access to the best possible intervention to help them exit homelessness. In order to ensure that the City of Seattle is investing in programs that have the best possible outcomes, the Human Services Department (HSD) has adopted the following investment priorities and principles. HSD's priorities and principles will provide the basis for the requirements and scoring criteria for all future funding processes and investment decisions.
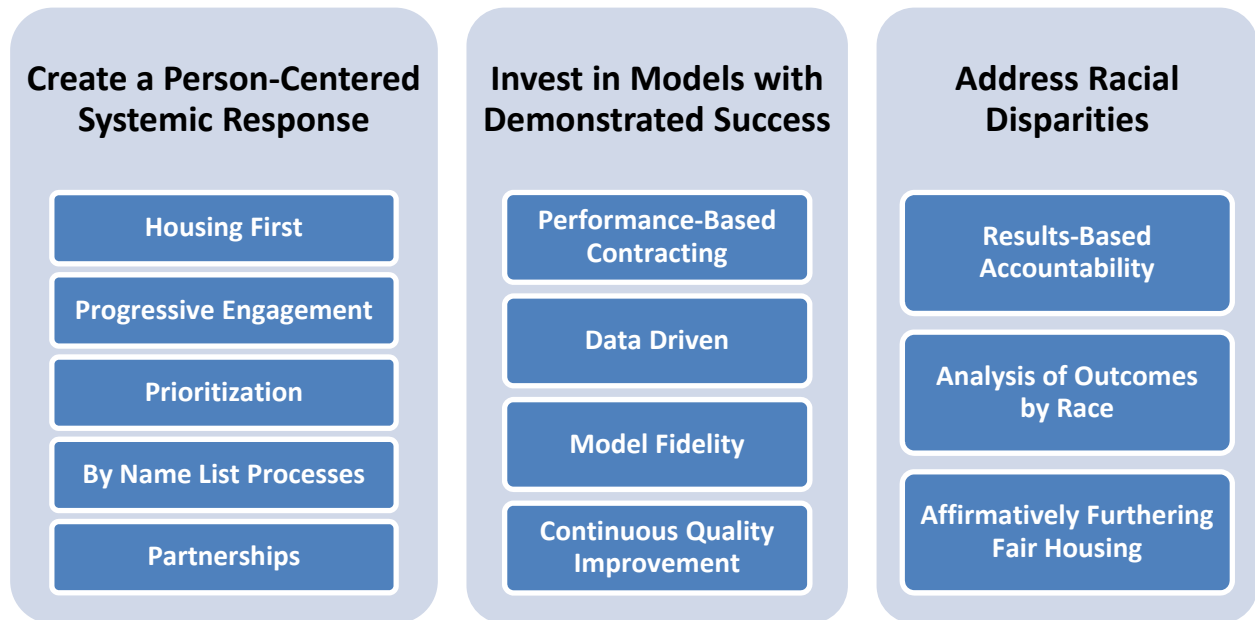
Create a Person-Centered Systemic Response	Invest in Models with Demonstrated Success	Address Racial Disparities
Housing First	Performance-Based Contracting	Results-Based Accountability
Progressive Engagement	Data Driven	Analysis of Outcomes by Race
Prioritization	Model Fidelity	Affirmatively Furthering Fair Housing
By Name List Processes	Continuous Quality Improvement	
Partnerships		

Create a Person-Centered Systemic Response to Homelessness

The City of Seattle must develop and invest in a comprehensive and integrated system of interventions that form a person-centered crisis response system. A systemic response to homelessness involves more than having quality individual programs available. Those programs must be accessible, coordinated, and achieving results. A person-centered approach responds to the unique needs of each family and individual based on a brief assessment of their needs, strengths and vulnerabilities. Once assessed, people are matched to the appropriate housing resource. Services should be customized to fit an individual's needs rather than following strict programmatic guidelines. As a funder, HSD intends to provide increased latitude and flexibility in funding to ensure customized services are not in conflict with compliance requirements. Individualized services must be altered to fit the participant needs rather than being refused for not being an appropriate referral. Services should also consider a participant's culture, as homelessness often looks very different in diverse cultures.

It is essential that the homeless crisis response system be solely focused on exiting persons from homelessness. While there are many economic, social and personal factors that contribute to the experience of homelessness, the homeless crisis response system must be intensely focused on placing individuals and families into housing. This is an enormous task in such a challenging housing market, but that cannot be a barrier allowed to stand in the way of identifying solutions to ensure someone has access to housing. Overcoming the challenge of a high cost housing market will require creative solutions and abandoning some of the ideals of affordable housing in an effort to exit people from homelessness. That may mean that formerly homeless clients are placed in shared housing, or housing that is a considerable distance from work or which creates a substantial rent burden. While these are not ideal situations, they are all better than the alternative of homelessness. The response to homelessness must stay focused on responding to the immediate crisis of exiting individuals and families from homelessness and rely on the City's efforts in other arenas to address larger social and economic issues such as housing affordability, income inequality and food insecurity.

Housing First

Underlying the idea of a Homeless Crisis Response System must be the philosophy of Housing First. Housing First's foundation is that living on the street is a barrier to successfully accessing services and that vulnerable people are more successfully engaged in clinical services once that barrier has been removed. Funded programs must allow access and remove barriers to admission, including requirements that participants be sober, participate in treatment, or have a certain level of income.

By providing unsheltered homeless adults, youth, and families with a safe and permanent housing option as a first step, they are able to engage more successfully in necessary additional services. The United States Interagency Council on Homelessness (USICH) and the United States Department of Housing and Urban Development (HUD) identify Housing First as a proven method of ending homelessness. Housing First has also been shown to demonstrate higher housing retention rates, lower returns to homelessness, and significant reductions in the use of crisis service and institutions.[22] Housing First projects ensure housing and service options are modified to meet the unique needs of each individual or family requesting services and that clients are offered the services that they identify as important to them. However, participation in services should not be a condition of housing.

The City of Seattle, along with other local funders, such as King County, the United Way and the Gates Foundation all recognize the importance of utilizing a Housing First philosophy as a means to address homelessness. There are providers and programs in Seattle who pioneered the Housing First approach and continue to embrace it. However, Housing First must not be limited to specific programs, but must be a philosophy throughout our entire system. Emergency shelters, rapid re-housing programs, transitional housing (e.g. Youth and Young Adult or Bridge Housing), and permanent supportive housing programs must all have low-barrier admission criteria. Communities that are making progress on

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[22] United States Interagency Council on Homelessness (USICH), Housing First Checklist: Tool for Assessing Housing First in Practice, https://www.usich.gov/tools-for-action/housing-first-checklist

reducing and ending homelessness implement Housing First in every program and as a community system.

Progressive Engagement

Utilizing a progressive engagement model is a national best practice in addressing homelessness and a hallmark of person-centered service delivery and efficient use of resources. Progressive engagement provides customized levels of assistance to households and preserves the most expensive interventions for those with the most severe barriers to housing success, enabling service providers to effectively target resources. This approach is supported by research that household characteristics such as income, employment, substance use, etc., cannot predict what level of assistance a household will ultimately need to exit homelessness.[23]

Prioritization

All programs that receive City of Seattle homeless services funding will be required to prioritize households that are experiencing literal homelessness, which is defined as unsheltered, living in a place not meant for habitation, or residing in emergency shelter. All programs whose populations are included in the Coordinated Entry (CEA) system are required to receive 100 percent of their admissions via this system, which should ensure compliance with the literally homeless designation. All program referrals from CEA must be accepted for services. Those populations and programs not initially included in the CEA system, such as Youth &Young Adult and Single Adult shelters, will need to achieve this result outside of the CEA system.

In the case of Targeted Homeless Prevention funding, priority will be given to those at imminent risk of homelessness and those households who are most likely to be admitted to shelters or be unsheltered if not for this assistance.

Data collected from HMIS on prior living situation will be used as an indicator of whether housing programs and services are effectively targeting those who are literally homeless.

By Name List Processes

HSD's investments ensure the availability of services to assist those who are experiencing homelessness, and the Coordinated Entry for All system ensures that individuals and families are uniformly assessed to be placed on the appropriate waiting list for housing. However, both the system and services can be fragmented, piecemeal, and difficult to use. Even experienced case managers often admit difficulty navigating the complex systems on which their clients must rely. The establishment of By Name Lists can increase the coordination between providers to actively work to move people off of the waiting lists generated by coordinated entry. HSD will convene all agencies who are funded to provide services for a

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[23] National Alliance to End Homelessness (NAEH), Progressive Engagement Stability Conversation Guide <http://www.endhomelessness.org/library/entry/progressive-engagement-stability-conversation-guide>

specific population and actively work from the top of the lists down, consulting on barriers to housing placement, and collaboratively problem solving as a group. Participation in By Name List case consultation will be included in contracts as appropriate.

Partnerships

The City of Seattle is part of a larger regional response to homelessness. In order for our efforts to be successful, we must align with the direction of our community, county, state and philanthropic partners. Through partnerships and funder alignment, resources are maximized and systems work cohesively. It also provides a level of consistency to providers to have all their program funders utilizing similar standards and messages. HSD can only adequately address the crisis of homelessness facing our community with the support and collaboration of numerous City and regional partners.

❖ **Office of Housing**

The Seattle Office of Housing (OH) manages investments from the Seattle Housing Levy and other local and federal capital sources to fund the preservation and production of affordable homes. Seattle now has over 12,500 affordable rental homes that provide a critical resource for making Seattle a diverse and equitable city. OH's portfolio includes thousands of units serving homeless households, including both permanent supportive housing with extensive services on site and affordable units set aside for homeless families and individuals via partnership with homeless service providers. OH is a significant partner in implementing the systems changes outlined in the HPF. OH will work with housing providers to improve access to housing for people who experience homelessness. OH will also work with housing owners and funders to ensure that our community's valuable real estate investments are preserved and continue to serve homeless and other extremely low income people as homeless program changes and funding shifts are implemented.

❖ **Seattle Housing Authority**

The Seattle Housing Authority (SHA) is a key partner in our City's efforts to provide stable, affordable housing for homeless individuals and families and other extremely low-income households. SHA provides ongoing operating funding (project-based Section 8 vouchers) for over 3,500 units of nonprofit rental housing, most of which received development funding from the Seattle Office of Housing. These projects include 1,620 units of permanent supportive housing for chronically homeless people with disabilities. SHA also provides vouchers for homeless veterans and their families, and is a partner in an innovative partnership working to prevent homelessness and improve educational outcomes for Seattle schoolchildren.

❖ **Mayor's Office on Domestic Violence and Sexual Assault**

Gender-based violence (GBV) is a leading cause of homelessness among women and youth. While Pathways Home recognizes this important connection, throughout planning for systems

transformation work, very conscious decisions were made to exclude domestic violence (DV) programs from the homeless systems analysis. The data analysis was based in client data obtained from HMIS, which for domestic violence programs excludes most of the essential elements necessary to complete the SWAP analysis. This data accommodation is done to protect survivor's confidentiality and safety. In addition, most of the metrics being analyzed by the SWAP tools would be expected to yield significantly different results for DV programs than they would for homeless programs, such as entries from housed situations.   It should be expected that most people entering DV shelter would enter from a housed situation and most people entering homeless shelters would not.

While domestic violence is a significant contributing factor to homelessness, in Seattle/King County the interventions for DV and homelessness are very distinct. DV shelters and housing programs have been exempted from the Coordinated Entry process which is the backbone of the homeless response system. Currently HSD funds DV and sexual assault programs for significantly different outcomes than homeless investments, recognizing that the primary outcome in GBV response is survivor safety. In addition to building upon coordinated entry, the intent of the system transformation work was to align all funders and contracts with similar outcomes, metrics for performance measures and program standards, most of which would not be appropriate for inclusion in DV program contracts. Best practices and recommendations for the two populations are often very divergent as well, such as transitional housing. While transitional housing is considered a poor intervention for most homeless adults and families, it is still widely considered an appropriate intervention for domestic violence survivors.

Throughout the planning process, there was recognition that applying these homeless system transformation efforts to DV housing programs would create significant barriers for both GBV survivors and the programs that serve them. It was never the intent for the homeless system transformation to negatively impact domestic violence programs or investments. The investment principals, priority activities, and performance metrics are not intended to be applied to housing programs serving victims of any form of gender based violence.

HSD will work closely with the Mayor's Office on Domestic Violence and Sexual Assault to ensure that appropriate training on recognizing gender-based violence and responding appropriately is provided to homeless service providers. The goal being to connect any individuals or families homeless as a result of violence to the appropriate resource to meet their needs.

❖ *Regional Alignment with other funders*

Without coordination between funders, the homeless service delivery system cannot possibly expect to become a fully integrated and cohesive system. All Home is a broad coalition of stakeholders to focus on addressing and eliminating homelessness in King County. The Funder's Alignment Committee operationalizes the funding priorities of the All Home strategic plan, by

supporting the prioritized strategies, allocating and monitoring resources and leveraging funding decisions to ensure accountability to identified policies, priorities, and best practices. The Funders Alignment Committee has withstood multiple changes of administrations, governance, and leadership at all levels and demonstrates considerable commitment to ensuring funding collaboration and continuity. The City of Seattle has been an active participant in the Funders Alignment Committee since its inception.

Funding decisions are often influenced by intense political pressures when funders attempt to set goals and priorities individually. This is particularly true for the three major funders in our region: The City of Seattle, King County and the United Way. In addition to participation in the All Home Funders Alignment Committee, these three funders have worked cooperatively to establish additional consistency between their funding processes. These funders contracted and paid jointly for the System Wide Analysis and Project (SWAP) and have agreed to implement minimum performance standards and system targets for funding decisions. System change, which can be expected by its very nature to incur resistance, can be defeated by individual funders not supporting change or "backfilling" with dollars to support the status quo when others try to redirect investments. By embracing shared priorities and work plans, funder alignment creates a much more successful force for change. Having funders aligned also encourages the other partners within the system, such as providers and advocates, to be more accepting and willing to work in new ways. The hope is that eventually other regional funders in cooperation through the Funder's Alignment Committee are able to adopt similar performance standards.

In addition to agreed investment priorities, performance standards and best practices, the City of Seattle, King County and United Way have agreed to align contracting to the extent possible. Alignment in contracting is achieved by inclusion of consistent language for areas that impact all funders, such as the use of the Homeless Management Information System (HMIS) and participation in CEA.

Many other issues intersect with homelessness. While the homeless response system must be focused on interventions that address literal homelessness and not on broader social and economic issues, these intersections cannot be ignored. Through partnerships with systems such as child welfare, juvenile and criminal justice, education, the homeless response system is best able to connect persons experiencing homelessness to mainstream providers to meet their needs. Partnerships may also result in interventions designed to effectively prevent homelessness further upstream.

Invest in Models with Demonstrated Success

Moving forward, all funding for homeless investments will be awarded on a competitive basis for programs which meet critical needs and can demonstrate that the program contributes to reducing homelessness by assisting program participants in obtaining or maintaining stable permanent housing. Only by concentrating investments on programs with relentless focus on permanent housing can our system obtain enough throughput to adequately begin to address our large unsheltered population. All adult and family programs must focus on program exits to permanent housing. Programs focused on

youth and young adults must demonstrate housing stability outcomes, as youth many not be developmentally prepared for permanent housing options. HSD must reallocate funds to new projects whenever reallocation would improve outcomes and reduce homelessness.

Performance-Based Contracting

Performance-Based Contracting is a results-oriented contracting method that focuses on obtaining specific, measurable performance outcomes. Funding processes will clearly define the results being purchased by the investment and the range of eligible activities service providers may use to achieve those outcomes. By clearly defining and measuring specific outcomes, HSD will be able to respond more directly and immediately to the needs of individuals and families experiencing homelessness in our community. HSD will also use past performance data to guide future funding decisions, make policy changes, and help ensure that city funds are being spent in an impactful way.

Outcomes metrics must be designed to reflect meaningful success of individuals and families and be relevant to the provider's service delivery model. HSD will review multiple outcomes metrics to ensure that programs are having positive impacts on reducing the time an individual or family experiences homelessness, increasing the number of people moving into permanent housing, and reducing the number of people who return to homelessness.

Data Driven

Accurate and reliable data is the best means available to evaluate the performance of a program and system. By using cost, performance, and outcomes data, HSD can improve how resources are utilized to end homelessness. HSD will use data to regularly evaluate system and program performance in partnership with funded agencies. Funded agencies will be expected to implement improvement strategies and quickly demonstrate improvement in performance is below expectations.

Communities that make progress on preventing and ending homelessness use the community's Homelessness Management Information System (HMIS) as the primary data source for planning, resource allocation, and measuring results at program and system levels. All of the funders have identified HMIS as the primary source for data management; therefore, funded agencies must participate in HMIS.   Data quality will be monitored as a part of routine contract monitoring. Data must be accurate, timely, and complete and meet the standards established by the Seattle/King County Continuum of Care (CoC). The data contained within HMIS will be the primary source of data for all program monitoring and system performance evaluation.

Model Fidelity

Implementation of evidence-based practices requires fidelity to the best practice program models. Fidelity determines how a program measures up to an ideal model based on ongoing research and expert consensus. For example, Rapid Re-housing (RRH) has three core components: Housing Identification, Financial Assistance and Case-Management. In order for RRH programs to achieve the

evidence-based results, each of these elements must be present and executed effectively. Research has demonstrated that model fidelity is a critical factor in the success of achieving program outcomes. HSD will ensure that programs funded implement all evidence-based practices with fidelity. HSD will work in partnership with providers and best practice experts to develop program standard manuals that will be used throughout the development and scoring of funding processes, as well as in contract development. Contract monitoring will ensure increased fidelity to intended program models.

Continuous Quality Improvement

The SWAP analysis has provided the most comprehensive overview of our homeless system performance that has ever been compiled in King County. This data has formed the basis for necessary system transformation work. An effectively functioning system engages in ongoing evaluation and course correction based on performance data. HSD commits to engaging in regular data evaluation, system performance reviews, gap analysis, and the development of innovative pilot projects in an effort to continuously work towards a more effective homeless response system.

Address Racial Disparities

People of color continue to be overrepresented in the homeless service system, and the City and HSD must continue to work to eliminate institutional policies and practices that perpetuate these disproportional numbers. As a City dedicated to racial equity and social justice[24], we cannot ignore the fact that according to HUD's 2014 Annual Homeless Assessment Report, people of color make up only about a third of the U.S. population yet they comprise just over half of all sheltered people experiencing homelessness. These disparities are even more stark for African-Americans and Native Americans. While African-Americans make up only 12% of the U.S. population, they comprise an estimated 41% of all sheltered people experiencing homelessness. This data indicates that African-Americans are more than five (5) times as likely to experience homelessness as White Non-Hispanics. In communities with a higher Native American population such as Seattle, the rates of homelessness among Native Americans are even more alarming. Eighteen percent of our City's unsheltered population identifies as American Indian or Alaskan Native. In 2015, 80-90% of the people served in our family homeless programs were persons of color, in a city where less than 34% of our population are people of color.[25] Because homelessness so disproportionately impacts persons of color, it is essential to use a racial equity lens when examining any programming and investments in this area.

Addressing the racial disparities in the homeless system is a critical component to system transformation and improving the lives of those experiencing homelessness. However, it takes more than simply being committed to addressing these disparities; it takes specific focus and attention on the institutional structures and policies that perpetuate the increased risk of homelessness for persons of

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[24] City of Seattle Race and Social Justice Initiative – http://www.seattle.gov/rsji

[25] 2014 US Department of Housing & Urban Development Annual Homeless Assessment Report (AHAR) – https://www.hudexchange.info/resource/4074/2014-ahar-part-1-pit-estimates-of-homelessness/

color. As such, HSD made an intentional effort to apply this lens to the development of the homeless policy framework. The City's Racial Equity Toolkit was utilized to help formulate recommendations for inclusion in these policies. More information on the race and social justice analysis and the resulting recommendations are included in Appendix C.

> **The Seattle Race and Social Justice Initiative (RSJI)**
> *"The Seattle Race and Social Justice Initiative (RSJI) is a citywide effort to end institutionalized racism and Race-based inequities in Seattle. RSJI builds on the work of the civil rights movement and the ongoing efforts of individuals and groups in Seattle to confront racism. The Initiative's long term goal is to change the underlying system that creates Race-based inequities in our community and to achieve racial equity."*

Results-Based Accountability

Results-Based Accountability™ (RBA) is a *disciplined way of thinking and taking action* used by communities to improve the lives of children, families and the community as a whole. RBA is also used by agencies to improve the performance of their programs. RBA allows HSD to define the goal or impact of an investment and then work backwards, to outline step-by-step the means necessary to achieve that outcome. For communities, the goals are conditions of well-being for children, families and the community as a whole – such as "Residents with stable housing," "Children ready for school," or "A safe and clean neighborhood" or even more specific conditions such as "A place where neighbors know each other." For programs, the ends are how clients are better off when the program works the way it should – such as "Percentage of people who exit to Permanent Housing" or "Number of graduates of the job training program who get and keep good paying jobs."[26]

Using RBA in support of the City's RSJI values, HSD's investments will focus on having a measurable impact on identified racial disparities that exist related to any investment area. Racial equity goals are required to be included in each funding process proposal. This has not yet applied to homeless investments as there have not been any funding processes conducted for homeless investments since the adoption of the Outcomes Framework. All future funding processes will include the inclusion of racial disparity goals based on this framework design. Programs responding to Requests for Proposals (RFPs) will be required to report their plan for impacting the racial disparity goal(s) identified in the RFP as a portion of their application.

Analysis of Outcomes by Race

In order to effectively monitor if racial disparities are being adequately addressed by homeless investments, it is necessary to track the rate in which people of color are achieving program outcomes. It is not enough to know that persons of color are being served by investments, it is essential to understand if programs are successful serving those disproportionately impacted by homelessness.

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[26] Results-Based Accountability Guide – 2010, Results Leadership Group, LLC. < http://resultsleadership.org/>
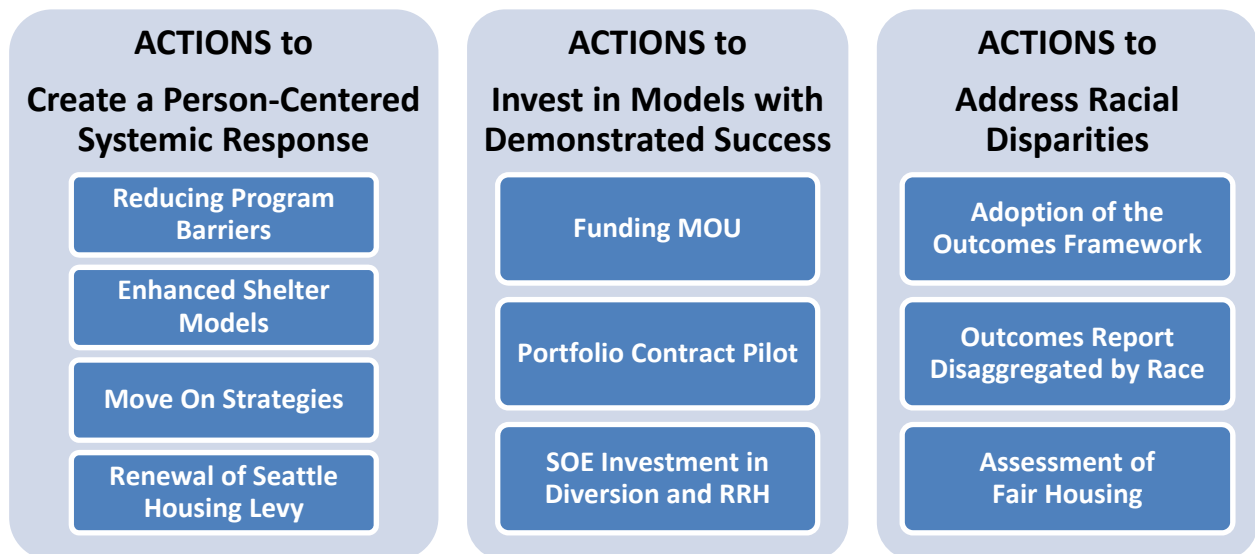
Outcomes disaggregated by race will be tracked and evaluated at both the programmatic and system levels to evaluate the efficacy of interventions in addressing racial disparities. This will allow us to see at what rate persons of different races are successfully exiting homelessness. Technical assistance will be offered to those programs whose outcomes are not meeting minimum performance standards when racially disaggregated.

Affirmatively Furthering Fair Housing

Seattle has historically funded numerous programs specializing in meeting the housing and service needs of culturally specific populations. While these services provide positive support for the participants who meet their eligibility criteria, the challenge comes from providing those resources while also further affirming Fair Housing laws, which prohibit the assignment of housing based on race or other protected classifications. As there are insufficient resources to ensure equal access to the same level of service for every racial or cultural group, it is essential to determine how best to meet the specialized needs of persons of color and immigrants and refugees. HSD is committed to upholding fair housing practices, and examining ways to ensure that the unique needs of individuals are best served within that context. HSD will require all agencies to provide fair housing and practice non-discrimination to ensure fair, equal, and appropriate access.

Actions Already Underway

The City of Seattle has worked closely with Focus Strategies and Barbara Poppe over the past year in order to plan for system reform and become more familiar with best practices. Their recommendations also align with guidance from HUD. In addition, our region is committed to system improvement as outlined in the All Home Strategic Plan. Therefore, some of the work to implement systems reforms has already begun.

ACTIONS to Create a Person-Centered Systemic Response	ACTIONS to Invest in Models with Demonstrated Success	ACTIONS to Address Racial Disparities
Reducing Program Barriers	Funding MOU	Adoption of the Outcomes Framework
Enhanced Shelter Models	Portfolio Contract Pilot	Outcomes Report Disaggregated by Race
Move On Strategies	SOE Investment in Diversion and RRH	Assessment of Fair Housing
Renewal of Seattle Housing Levy		

Actions to Create a Person-Centered Systemic Response

Reducing barriers in family shelter and homeless housing programs
In December 2015, the All Home Funder Alignment Committee established standardized screening criteria for program eligibility for all projects dedicated to serving individuals and families experiencing homelessness in our community. These standards align with the guidance from HUD and best practices for creating a low barrier homeless response system. Programs are no longer able to enact screening criteria that is more restrictive than defined by the funding source. Our Seattle/King County Continuum of Care is working towards establishing a system-wide Housing First approach, which requires low-barrier policies in all housing interventions dedicated to serving homeless households.

Enhanced shelter services, and preparation for a Seattle-based navigation center
In order to bring people indoors and connect them to housing resources, shelters must be very low barrier and provide sufficient services to result in housing placement. The navigation center is modeled on the San Francisco Navigation Center, which is a dormitory-style living facility that provides people living outside with shower, bathroom, laundry and dining facilities, and a place to store their belongings. Additionally, the navigation center will provide round-the-clock case management, mental and behavioral health services, and connections to benefit programs and housing all in one location. This funding intends that staff on site will offer support for basic needs like shelter, hygiene, meals, secure and accessible storage, case management, and supportive services including meaningful referrals to substance abuse and mental health that are organized to quickly move people into housing.

HSD established an opportunity for up to $1.67 million in funding to create a Seattle Navigation Center intended to serve at least 75 people at a time. The open and competitive request for qualifications (RFQ) process was released on August 26, 2016 and the contract for the new model is anticipated to start in early December.

Move On strategy pilot with Plymouth Housing
Plymouth Housing's Sylvia's Place opened at the end of 2015. This 65-unit development serves residents in the Housing Options Program, which is Plymouth Housing's graduation program. The formerly homeless residents of Sylvia's Place have stabilized with the support of intensive services from one of Plymouth Housing's Permanent Supportive Housing (PSH) programs. Residents have demonstrated an ability to live more independently but may not be able to make the transition to fully independent living. This process allows the more expensive, service-intensive units to be available to other people who require that level of support to exit homelessness.

Renewal of Seattle Housing Levy
In August 2016, Seattle voters passed the largest housing levy in our City's history sending the message that there is a strong desire to ensure that all of Seattle's residents have access to affordable housing in our community, particularly the most vulnerable. The housing levy provides $290 million dollars to support low-income housing, double the previous levy. In addition to an overall increase in affordable

housing stock, the levy funds essential programs to address homelessness. There was a strong emphasis on the development of units for people living below 30% area median income and a substantial increase in funding for homeless prevention programs.

Actions to Invest in Models with Demonstrated Success

Funding MOU between City of Seattle, King County and United Way

In response to the recommendations from Focus Strategies, the City of Seattle, King County and United Way have agreed to adopt consistent minimum and target performance standards for inclusion in contracts and funding processes. Alignment between funders will allow for consistent expectations and messaging to providers. Each funder will be implementing the standards on a slightly different timeline based on their funding cycles, but the method of integrating the standards into funding processes has been agreed on by each funder. An MOU detailing these commitments has been signed by each of the appropriate directors. More information on the implementation of performance standards is included in Appendix D.

Implemented Portfolio Contract Pilot

In July 2016, HSD launched the first Portfolio Pilot contracts after a yearlong planning process with five agencies. Streamlined portfolio contracts work to align services for people experiencing homelessness, increase agency flexibility, implement standardized outcome metrics, and more actively manage contracts through a results-driven contracting framework.

SOE investment in Shelter Diversion and Rapid Re-housing

When Mayor Murray declared the State of Emergency (SOE) in November 2015, he made additional funding available to support services to meet the housing needs of those living unsheltered. Since that time, HSD has utilized money available through the SOE to expand investments in Diversion and Rapid Re-housing (RRH) by $1,347,000. This funding more than doubled the City's investment in Diversion.

Actions to Address Racial Disparities

Outcomes Framework adopted by HSD

Beginning in 2014, HSD developed a theory of change called the Outcomes Framework that ensures data informs our investments, particularly around addressing racial disparities. The theory of change allows HSD to define the goal or impact of an investment and then map backwards to outline the steps necessary to achieve that outcome including the necessary analysis of racial disparity data and the development of a racial equity target. Using this theory of change, HSD's investments focus on having a measurable impact on identified racial disparities that exist related to any investment area. Racial equity goals are required to be included in each funding process proposal.

Outcomes report disaggregated by race

The Seattle/King County CoC established a new vendor contract for the management of its HMIS in March 2016. The transition to this new data system has allowed for the development of more comprehensive reports that are easily accessible to both the providers and to funders. HSD has not previously had the capability to routinely conduct analyses of the impact of our investments on different racial and ethnic groups. While knowledge about the demographics of the clients being served is a useful data point, it only tells us the rate in which racial and ethnic populations are being served and nothing about their success at exiting homelessness. A new report has been developed that will allow housing outcomes to be disaggregated by race and ethnicity so that relevant data can be used to maximize the impact our investments are having on addressing racial disparities.

Assessment of Fair Housing impacts

Seattle's Assessment of Fair Housing (AFH) report is due to HUD in April 2017. Completion of the report is required in order for the City to continue receiving CDBG, HOME, HOPWA, and ESG funds in 2018 and beyond. Combined, these funds provide the City with approximately $14 million to provide services and housing for low- and moderate-income persons. The AFH explores previous patterns and reasons for residential segregation in the City and commits the City to strategies and actions to address and redress those patterns and reasons. HUD requires extensive community engagement in the AFH process. Extensive data analysis, based on residential mapping data provided by HUD, is also required. The development of the AFH involves input and assistance from a number of City departments, including HSD, OH, Office of Economic Development, Office for Civil Rights, Office of Community Planning and Development, the Law Department, and Department of Transportation. The Seattle Housing Authority and HSD have elected to do a joint submittal to fulfill both their departmental requirements.

Priority Actions

Focus Strategies and Barbara Poppe have recommended a comprehensive set of actions necessary to implement system reform. The City of Seattle is highly committed to exploring the implementation of all of these reforms. This includes working in partnership with King County to explore implementation of recommendations that live outside of the City. Implementing a number of the recommendations have considerable budget, facility, and staffing impacts that must be explored thoughtfully and with extensive stakeholder engagement. However, there are recommendations that should be implemented immediately in order to begin to address the crisis of homelessness in our community. These priority actions will have immediate measurable impact and have been identified as the necessary first steps for the City's system transformation efforts.

Commitment to Families Living Unsheltered

Currently there are over 500 families on the Coordinated Entry waitlist who are living unsheltered. The vision of Coordinated Entry is to provide families with quick centralized access to shelter and housing. However, barriers to program entry and system inefficiencies cause families to experience very long wait

times. Living unsheltered with young children creates a serious health and safety risk with potentially lifelong negative consequences. The City of Seattle is making a commitment that no family should be unsheltered. The following actions are the first essential steps to fulfilling that commitment:

Family Impact Team

In order to more efficiently problem solve barriers and service gaps to move families off the Coordinated Entry waiting list, the City of Seattle will stand up a Family Impact Team. HSD staff will convene and actively engage family service providers in working a "By Name List" to shelter families on the CEA waitlist. The By Name List process will allow HSD to identify barriers and gaps so they can be addressed and families can more quickly access the resources necessary to exit homelessness.

Coordinated Entry Prioritization

Families are currently prioritized on the Coordinated Entry waitlists based on their scores on the VI-SPDAT assessment. The recommendations from both Focus Strategies and Barbara Poppe suggest that prioritization for shelter and housing should use alternative criteria. While the City is not the lead entity for Coordinated Entry, it is a priority action to work with All Home and King County to explore alternative options for shelter and housing prioritization so that families with children are not forced to live unsheltered as a result of prioritization factors.

Increase Investments in Diversion and Rapid Re-housing

Through the State of Emergency, $1,347,000 in additional funding was allocated to support diversion and rapid re-housing investments. Continuing the increased level of investments and dedicating more investment dollars to diversion is essential to ensuring that families are able to access flexible funding to end their homelessness quickly.

Expanding 24-Hour Shelter Options

During the 2016 One Night Count in January, 2,942 people were counted living unsheltered in the City of Seattle. At the same time, the SWAP analysis indicates that we have unutilized shelter capacity. People who are choosing to live outdoors rather than in shelter very clearly state that there are significant barriers to coming indoors for some people. In order to bring people inside and connect them with appropriate housing interventions, shelter must be perceived as a preferable option to living outdoors. By embracing a housing first, low barrier, service-oriented shelter model, the City is committed to making shelter accessible and moving away from survival only shelter models to comprehensive shelters that focused on ending a person's homelessness.

The Seattle Navigation Center

The Seattle Navigation Center, based off a successful model in San Francisco, will provide single adults and couples experiencing homelessness access to the basic needs of shelter, hygiene, and food and meals but will also include enhancements such as secure, accessible storage and supportive services/case management that are focused on quickly move people into housing. The Navigation

Center model will eliminate many of the traditional barriers to entering shelters, such as sobriety, pets, gender segregation, curfews and morning closures. It will be a model for the adoption of the system reform recommendations and will provide valuable insights into ways to expand these interventions and principles to other shelters.

Prioritization for Access to Shelter

Access to shelter for single adults currently is not included in the Coordinated Entry for All system. Entry into the Navigation Center will be prioritized to those living unsheltered and who have the longest lengths of time homeless. By focusing on length of time homeless as the prioritization factor, the Navigation Center can pilot methods for effectively moving people who have been living outdoors for very long periods into permanent housing.

Navigation Center Funding Process

The recently released Request for Qualifications for the Seattle Navigation Center was developed to include the system reform recommendations in the project design. The competitive funding process and resulting contract will allow HSD an early opportunity to integrate infrastructure changes into the contracting and monitoring process. The Navigation Center contract will be developed utilizing the performance based contracting elements defined in the Good Government section.

Actively Problem Solving Wait Lists

Coordinated Entry for All is an essential element to a fully functioning integrated response to homelessness. However, developing prioritized Coordinated Entry waitlists is not sufficient to move people quickly into housing. Currently, our system has thousands of people experiencing homelessness living outdoors or in shelter waiting to access an appropriate housing intervention. The process needs to transition from one focused on matching people to programs to one that adapts programs to match people. Learning from communities that have made substantial progress in reducing their waitlists, as well as our community's work on Veteran's Homelessness, the development of "By Name List" (BNL) procedures has been shown to be an essential tool to help with managing the lists and reducing wait times. By Name Lists allow providers and funders to work together to actively problem solve the lists developed by Coordinated Entry. They do not circumvent Coordinated Entry; but rather use the coordinated entry process and enhance it by overlaying case staffing. It creates accountability between providers, to the funder, but most importantly, to the people experiencing homelessness. HSD is committed to developing By Name List processes for the Family Impact Team, Youth and Young Adults, Long-term Shelter Stayers and People Living Unsheltered.

A New Role for HSD

Traditionally, the Human Services Department (HSD) has focused primarily on contracting with providers to execute services, and while that will not change, the addition of managing By Name List processes will be a new function for HSD staff. HSD taking on this role allows for much greater in-depth knowledge of the barriers to access and the gaps in services that exist in our system. It also allows the real-time

flexibility in problem solving restrictions that sometimes only a funder can provide. This knowledge will be useful in the planning and design of future funding processes, initiatives and pilot projects.

Stakeholder Engagement

As HSD develops procedures for each of the unique populations, it will be essential to engage multiple sets of stakeholders in each development process. There is a commitment to working with King County, both to engage the Coordinated Entry process but also to explore the possibility of expanding teams beyond the City of Seattle to have the greatest impact. Providers will also have opportunity to provide input into the procedure development, and while participation in BNL staffing will ultimately be a requirement of contracting with HSD, the goal is for the process to enhance providers' ability to effectively connect people to housing. Each procedure may look slightly different based on the unique needs of the population, the providers contracting to work with that population, the level to which Coordinated Entry is engaged with the population and many other factors.

Connecting People to Services

Outreach is a critical component in connecting people who are living outdoors to services and housing interventions. While HSD funds multiple outreach providers who individually do good work, Seattle/King County does not have a coordinated system of outreach to ensure adequate placement and coverage. Some geographic areas may receive multiple contacts in a week and others none. Outreach must also become a gateway to housing interventions. Outreach will always include other components such as survival supports, medical interventions, mental health and substance abuse, but outreach must also be the entrance to our homeless response system, actively working to get people indoors either into shelter or into permanent housing placements.

Outreach Planning Group

HSD along with REACH, a local outreach provider, and with the support of All Home, has jointly convened a workgroup to develop a comprehensive outreach plan. The goal is to develop an outreach continuum that ensures not only geographic coverage and continuity of services between providers but also shifts the goal of outreach to housing placement. The plans developed by this workgroup will be implemented accordingly and will ultimately inform the planning for future funding processes.

HMIS Participation

In order for outreach to begin to serve as an entrance point for housing services, it essential that outreach providers input their services and clients into the Homeless Management Information System (HMIS). Currently HSD does not require HMIS participation of outreach providers. However, beginning in 2017 contracts, all providers will be required to enter HMIS data. This will not only facilitate the connection of people to housing, but also will provide a more comprehensive picture of our system and the efficacy of outreach services.

Making Rental Units Accessible

There is no doubt that Seattle is in the midst of an affordable housing crisis. Nothing in the recommendations or this plan denies that. Rather, Focus Strategies and Barbara Poppe both focus on the need to increase access to any and all available affordable and private market housing stock and to identify creative housing solutions so that homelessness can be reduced in spite of our housing market. Rapid re-housing and rental voucher programs can only place people into housing if the housing stock is available to rent. Currently, people with these supports are often faced with challenging and difficult housing searches, complicated by rental restrictions and barriers to entry such as credit and background checks.   It can take months for people on the verge of permanent housing placement to successfully locate a rental unit to make use of their subsidy.   The City of Seattle is committed to supporting the development of a Housing Resource Center to increase access to rental units.

Housing Resource Center
The Housing Resource Center (HRC) is a systematic way of increasing access to the stock of affordable and market rate rental units available to individuals and families exiting homelessness through the use of a rental subsidy or voucher program. HSD, along with King County and the United Way, have for several years invested in the Landlord Liaison Project. The HRC is a redesign of the Landlord Liaison Project, expanding on the lessons learned locally and the success that other cities have had increasing their rental access. The King County Department of Community and Health Services (DCHS) will be releasing a Request for Proposal (RFP) for the implementation of the project in 2016. HSD will support King County in the planning of the RFP process.

Seattle has a long history of building affordable housing with the support of our community through successful housing levies. The creation and preservation of affordable housing is primarily the work of the Housing Affordability and Livability Agenda (HALA), but it intersects with homelessness as accessing those units can be a way to help someone exit homelessness. Currently, affordable property owners or property managers often maintain independent wait lists; navigating these lists and accessing a unit requires a lot of luck or an extremely skilled case manager. A centralized list of available affordable units will assist case managers and people experiencing homelessness to more effectively locate permanent housing options.

There is not a city in the country that has enough affordable housing stock to serve everyone in need, and Seattle is no exception. In order to increase access to units, the HRC must also focus on increasing the availability of private, market rate units for people exiting homelessness. This will require engaging with private developers and property managers to help them understand the financial argument for including their units in the Housing Resource Center. This is a different approach to the way our community has historically engaged landlords, with a focus on the civic responsibility and being a good neighbor to those in need. While that approach has secured the participation of some landlords, it does not appeal to the business needs of a property developer. Rather than having a social service focus, the staff at the HRC will have a real estate focus and can recruit both affordable and market rate units based

on sound business arguments and incentives for participation.   More information on the Housing Resource Center can be found in the Barbara Poppe Report.

Ensuring Good Government and Performance

The City of Seattle and the Human Services Department also have had a significant role to play in the current state of our homeless response system.   The lack of clarity, strategy and formal investment process is a contributing factor to the disjointed patchwork collection of programs. Routine competitive funding processes have not happened in over a decade, resulting in legacy funding with little change to accommodate new directions or models.   That type of environment does not encourages innovation. In order to develop a person-centered homeless response system, the City must make investments strategically, based on data and grounded in best practices. HSD commits to conducting routine competitive funding processes and engaging in performance based contracting.

Implementation of Minimum and Target Performance Standards
In 2013, the Seattle/King County Continuum of Care (CoC) established CoC System Wide Performance Metrics for: 1) Exits to Permanent Housing, 2) Length of Stay, and 3) Returns to Homelessness that each program aspires to accomplish. The current CoC targets were developed based on a review of existing project type data considering sub-population distinctions. The City of Seattle, King County, and United Way funding contracts all include the current CoC targets language detailing the quarterly monitoring of targets and the consequences of projects failing to meet projected targets. While the City of Seattle has included these targets in contracts, monitoring and contract negotiations do not routinely use targets.

Focus Strategies has recommended that our continuum move away from an approach based on incremental improvements to our current system to one based on setting standards according to national best practices. They also recommend that the Seattle/King County CoC adopt minimum performance standards that determine eligibility for future funding, and adopt two additional performance measures, *utilization rate* and *entries from homelessness*.

The City of Seattle, along with King County and the United Way have agreed to the adoption of the following performance standards for inclusion in all future funding processes and resulting contracts:

❖ *Utilization Rate:*

Measures the average daily bed or unit (for families) occupancy of the program. This is calculated by using HMIS data compared to maximum program capacity. Rapid re-housing does not have utilization rate standards because the rapid re-housing model does not have a fixed bed capacity to generate occupancy comparisons.

❖ *Entries from Homelessness:*

Measures the degree to which programs are serving people who are literally homeless, including living outdoors, in a car or in another emergency shelter.   The measure is calculated in HMIS based on responses to "immediate prior living situation."

❖ *Lengths of Stay:*

Measures the number of days from program entry to program exit. For rapid re-housing programs, this is defined as the time from program entry to the end of the financial subsidy.

❖ *Exits to Permanent Housing (PH):*

Measures the percentage of program participants who exit the program into a form of permanent housing, including permanent supportive housing, stable/long term rental of shared housing, subsidized housing or market rate housing. For Permanent Supportive Housing (PSH), the measure also includes existing residents who exit the PSH program but remain stably housed in another form of permanent housing.

❖ *Return to Homelessness:*

Measures the percentage of program participants who have exited the program and are subsequently served by any other homeless intervention in HMIS within two years.

Beginning in 2017, HSD will add these performance standards into contracts for monitoring and technical assistance purposes. Programs not meeting minimum standards will be required to develop a technical assistance plan with their HSD program specialist. The implementation of minimum standards and revision of current target performance standards provides an opportunity to support systems improvement by identifying and rewarding high-performing projects and providing targeted assistance to low-performing projects. Specific minimum and target standards and the CoC plan for implementing performance measures is included in Appendix D.

Funding Allocation Process
HSD commits to routine competitive funding processes as a means to ensure system performance and adherence to best practices. HSD will release a Combined Notice of Funding Availability (NOFA) in advance of a Request for Proposal to take place in mid- to late 2017. Successful proposals will receive funding for 2018 contracts. This Combined NOFA will include funding for all homeless investments and serving all populations. Priority populations will be determined based on proportional representation in the homeless population using annual One Night Count results for both the sheltered and unsheltered populations and additional data from current service numbers. System analysis and best practices research will identify priority services or models. Agencies providing emergency shelter, transitional housing, permanent supportive housing, rapid re-housing, outreach, day services and housing navigation

assistance will be able to compete for city resources to address the needs of the populations they serve. By combining all homeless investments into a single funding process, agencies will have increased flexibility to propose the project and models that will allow them to most effectively implement services and meet the performance outcomes. The combined funding process will also ensure HSD has the ability to fund a comprehensive system of services rather than piecemeal programs for different populations and housing models.

The goal is to remain on a two-year funding cycle, but minor deviations may occur in order to best align with our regional funding partners.

Performance Contract Monitoring

HSD aims to establish clear and distinct protocols for analyzing program performance based on best practices and fidelity to program model. A Planner and a Grants and Contracts (G&C) Specialist assigned to each project type/program model will engage with stakeholders in developing a program standards manual for each project type, based on best practices, which clearly defines the service expectations. HSD will use program manuals in the development of all funding processes and for contract monitoring. Applicants for HSD funding will clearly know what the City intends to purchase with its investments and the program elements that are considered essential to successful program implementation.

Contract monitoring will include both monthly and quarterly processes. Monthly monitoring will focus on fiscal monitoring and achievement of outcomes, including an invoice and status report submitted by the agency and an HMIS data report pulled by HSD staff. Quarterly monitoring will utilize data pulled from HMIS to look at achievement of minimum performance standards. If monitoring results in any concerns regarding finance or performance issues, HSD will work with the program to develop a plan of action when necessary.

HSD will conduct on-site program monitoring for all contracts at least annually. Monitoring visits will utilize the appropriate program standards manual, monitoring handbook, and checklist to ensure equity in monitoring approach. If any necessary actions result, program notification will occur during the monitoring visit and a follow up letter sent within 30 days of the monitoring visit with a clear list of action items, required responses, and date due. Due date for action will be noted in a monitoring log and checked weekly by administrative specialists to alert staff of deadlines and follow up required.

The program area leads will gather and interpret system-wide data on their specific program type and coordinate quarterly program meetings with all funded agency providers. Program meetings will provide an opportunity for HSD to engage in partnership with providers to evaluate system level performance, and for programs to see where they are performing compared to the rest of the project type cohort. Program meetings will also provide opportunities for peer learning and ongoing technical assistance.

Based on lessons learned from the Portfolio Pilot, HSD plans to expand performance-based contracting strategies to other homeless services contracts managed by the department. The increased focus on performance and collaboration between HSD and service providers has the potential to boost the effectiveness of programs and help improve the outcomes of people experiencing homelessness in Seattle.

Capacity Building and Technical Assistance
Capacity building and technical assistance will be an essential component of implementing minimum performance standards and performance-based contracting. While contracts will include performance standards beginning with renewal contracts in 2017, program performance will not impact agency funding in 2017. Programs that are not meeting standards will receive capacity building and technical assistance designed to improve their performance and increase their ability to compete in future competitive funding processes where performance measures will impact funding decisions. HSD will take an active role in providing technical assistance and support to all funded agencies through regular communication and training. HSD will work in partnership with King County and All Home to implement a capacity-building plan to increase the abilities of programs to meet performance standards.

If technical assistance is determined to be necessary, HSD will contact program staff or agency administration to identify the best way to meet the agency's technical assistance needs. For issues that require in-person technical assistance, HSD staff will visit the agency on site at the program location or invite the agency to a meeting at the City of Seattle. The goal of the in-person meeting is to provide deeper clarity, set expectations and answer any concerns with the agency as well as to engage in problem solving to course correct on outcomes or program.

If further assistance is necessary, a technical assistance plan will be developed outlining the program needs and action items to increase the program performance. Budget support may be available to assist the agency in building their capability to meet program standards.

The goal of technical assistance is to increase the likelihood that an agency or program is able to meet their performance standards. Technical assistance is intended to be a partnership between HSD and the agency and is not meant to be punitive in nature.

City Staff Capacity Building
Performance-based contracting will require additional capacity and expertise to implement effectively. Current monitoring practices focus almost exclusively on fiscal monitoring with minimal attention paid to program implementation and outcomes. Results-based contracting is a time and labor-intensive process requiring data expertise to collect and interpret both program- and system-level data as well as program model knowledge to actively monitor fidelity to models. Monitoring is also made more complex by the addition of federal funding requirements included in many contracts. Currently just over 50% of our funds are city General Fund with the other half in restricted federal funds that add complexity to the contracting and monitoring process for both the agency and HSD. In addition to

ongoing program monitoring, HSD will also be required to provide meaningful technical assistance to programs.

Planning & Development and Grants & Contracts staff must have a depth and breadth of knowledge in all areas of homelessness and then very specific expertise in their assigned program models in order to effectively implement performance-based contracting and technical assistance plans. Staff capacity can be increased by peer learning and cross training and participating in educational offerings. Staff should be encouraged to engage in these activities and staff work plans should reflect them as a priority.

Timeline

Reforming a system as multifaceted and fractured as the current homeless response system is a complex task and must be undertaken in a thoughtful and meaningful way. We have reached this point after an entire year of staff process, working with consultants, and stakeholder engagement. Now it is time to begin taking action to implement change. Not everything will be accomplished at once, so decisions have been made regarding the elements to prioritize. Over the next two years, continued planning and engagement will occur as we move toward the best way to operationalize the commitments and priorities contained within this framework. The timeline below details the priorities and actions that the City of Seattle intends to undertake immediately and over the next two years. These actions lie within a larger implementation plan that the City has agreed to with King County, All Home, and the United Way for those areas where there is joint responsibility for system reform.

2016	2017	2018

Create a Person-Centered Systemic Response to Homelessness

Families

Commit to get Families living unsheltered indoors
- Stand up Family Impact Team: HSD staff to convene and actively engage family service providers in working a "By Name List" to shelter families on the CEA waitlist.
- Work with All Home and King County to adjust prioritization model for shelter to focus on health and safety outcomes
- Offer diversion to every family entering homelessness
- Increase investment in Rapid Rehousing

Sustain Change through Continuous Quality Improvement
- Conduct routine system performance evaluations using SWAP tool.
- Conduct regular gaps analysis.
- Evaluate changes: Build on what works, course correct where necessary and develop proposals to address identified issues or gaps.
- Adjust to maintain alignment with best practices from HUD and USICH

Single Adults

Expand 24-hour shelter options (Navigation Center, Housing First)
- Early adoption of the person-centered, low barrier, housing first, comprehensive shelter approach with focus on achieving exits to permanent housing for a population not currently served by our homeless system.
- Access only to those unsheltered with priority to those experiencing long lengths of time homeless.

Actively problem solve for each person – by name – who are on wait lists
- Apply lessons learned from Family By Name List process to other populations: unsheltered outreach, long-term shelters stayers and Youth and Young Adults
- Active staff engagement and exposure to program successes and challenges to inform 2017 RFP.

System Infrastructure

Improve access to affordable housing units (Housing Resource Center)
- Implement HRC in partnership with King County to increase access to permanent housing exits through 2016 RFP
- Increase participation of non-homeless affordable units and market rate units in HRC through incentives

Connecting people to services by developing an Outreach Continuum
- All Home and City leading stakeholder engagement process underway to design coordinated outreach continuum focused on housing outcomes.

Implementation of Outreach Continuum
- Work with Outreach providers to implement some changes in advance of 2017 RFP
- Establish expectation of HMIS participation

Invest in Models with Demonstrated Success and Address Racial Disparities

Performance Based System

Establish Expectations for Performance-Based Contracts
- Funders alignment on minimum standards and target performance metrics and timeline for implementation.
- Providers notified of past & current performance
- Provider engagement to develop technical assistance plans to achieve outcomes.
- Develop Housing First definition and communicate expectations to providers.

Housing Stabilization Request for Proposal (RFP)
- All homeless investments in one RFP allows for the most flexibility to shift dollars to the programs making the biggest impacts. (Case Management and Outreach, Diversion and Housing Stability Services, Emergency Shelter, Transitional Housing, Rapid Rehousing, Day/Hygiene Centers)
- Funding will be focused on programs that can demonstrate:
  - Meeting performance standards, including rapid exits to permanent housing
  - Housing first approach
  - Fidelity to best practice models
  - Cultural competency and advancement of racial equity goals
- Release RFP in Q3.

Invest in What Works
- Awards in Q1 to those best meeting the intent and needs of the redesigned homeless crisis response system
- Contracts in Q2 will require model fidelity, housing first, HMIS participation.
- Contracts will hold programs to minimum standards. HSD will actively engage when programs not meeting targets.

Build Capacity to Increase Performance Outcomes
- 2017 will be a "Hold Harmless Year" - Contracts will include metrics that will be actively monitored and evaluated by HSD so that technical assistance plans can be executed to improve but funding will not be impacted.
- Improve data: Require HMIS participation and monitor data quality.
- Focus on training and technical assistance to providers (housing first, progressive engagement, exits to permanent housing, data quality, addressing racial disparities, etc.)
- Develop capacity to monitor achievement of outcomes by race.

Closing

The adoption of the Homeless Policy Framework is a pivot point for the Human Services Department and the City of Seattle to ensure that investments truly provide a pathway home for people experiencing homelessness. While this report is the culmination of several years' worth of system reform discussions and a dedicated year of strategic learning and planning, rather than an ending it is a beginning. It is a response to a very clear call to action from our Federal government, two nationally recognized consultants, our community, and most importantly from people suffering from the crisis of homelessness. We must do better to care for our most vulnerable neighbors.

The City of Seattle has a unique opportunity based on a window of time in which there is more information about how our homeless response system is and is not working then we have ever had before. We have asked for and received very clear directions on ways to implement necessary system improvements. Now is the time to engage with stakeholders, providers and community to ensure that we providing meaningful solutions to homelessness.

Appendix A: HPF Development Process

The Homeless Policy Framework has been developed by a Core Team consisting of staff from HSD's Community Support & Assistance (CSA) and Youth and Family Empowerment (YFE) Divisions and the Office of Housing (OH). The work has also been guided by a larger Planning Team made up of HSD leadership, staff from other divisions and the Mayor's Office. Barbara Poppe, a nationally recognized expert, was contracted to provide consultation and recommendations on the process. Ms. Poppe is a leader in addressing homelessness through data driven solutions and community collaboration. Ms. Poppe served as the Executive Director of the United States Interagency Council on Homelessness from November 2009 to March 2014. During her tenure, Poppe oversaw the Federal response to homelessness by working with 19 Federal agencies to create partnerships at every level of government and with the private sector to reduce and end homelessness. In June 2010, Barbara Poppe and four Cabinet Secretaries announced *Opening Doors*, the nation's first-ever comprehensive Federal plan to prevent and end homelessness.[27]

Over the past year, the HPF Framework has been developed in conjunction with Ms. Poppe's work and recommendations from her consultation with the City of Seattle. The Core and Planning teams have worked closely with Barbara Poppe, including three in-person work sessions.

Because homelessness so disproportionately impacts persons of color, HSD used a racial equity lens when developing the HPF and conducted a Race and Social Justice analysis throughout the HPF development process with support from staff experienced with the intersections of race and social justice with homelessness, including members of HSD's RSJI Change Team. A summary of the RSJI analysis is included in Appendix C.

The development of the Homeless Policy Framework builds upon all the previously conducted systems reform work and all of the resulting community engagement processes that have occurred. The recommendations of the HPF reflect the resulting recommendations and the vision of the community throughout these previous processes. The HSD staff accompanied Ms. Poppe during all her program site visits and interviews utilized to formulate her recommendations. Staff from HSD, OH, the Mayor's Office and City Council also participated in a series of learning sessions with cities from around the country that have made significant progress in reducing their homeless populations.

However, as ongoing community engagement is essential to the success of any systems transformation, HSD staff and Barbara Poppe, the consultant working on the HPF development, met individually with providers from each of segment of the service delivery system. Many providers participated in multiple meetings. These meetings helped inform providers about the HPF development process and allowed HSD staff and Ms. Poppe to gain valuable insights into the homeless service delivery system in order to better inform HPF recommendations. Providers all agreed that the current system is not adequately meeting the needs of our neighbors experiencing homelessness. Meetings were also conducted with other funders,

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[27] United States Interagency Council on Homelessness – https://www.usich.gov/opening-doors

both public and private, in order to discuss issues of funder alignment and ensure that funding supports a seamless service delivery system.

HSD Staff also participated in multiple homelessness meetings throughout the development process. These meetings included membership meetings for the Seattle/King County Coalition on Homelessness, All Home Advisory Group meetings and strategic planning sessions. While the focus of these meetings was not specifically the HPF, there was valuable information gained that informed the development process. This was particularly useful in ensuring that the direction of the HPF aligned with other initiatives throughout the community, such as the All Home population-specific strategic plans.

The goal of transforming the homeless service system to make homelessness rare, brief and one time through the development and adoption of the Homeless Policy Framework was presented to the general community at a number of community meetings. Many community members expressed frustration with the current crisis of unsheltered homelessness in their neighborhoods. They would like the city to develop a solution that balances the needs of those experiencing homelessness and the quality of life and safety in the community. Residents consistently expressed desire for the City to use homeless investments in the most effective means possible. There was also support for increasing accountability, ensuring that City tax dollars are invested only with programs that demonstrate success in reducing homelessness.

For a complete list of community engagement efforts for the development of the Homeless Policy Framework, see Appendix B.

Appendix B: HPF Community Engagement Efforts

Audience	September 2015 Barbara Poppe 1st On sight	January 2016 Individual Meetings	February 2016 Barbara Poppe 2nd On sight	April 2016 Best Practices Calls/ Community Events	June 2016 Barbara Poppe 3rd On sight/Follow-up calls	June 2016 Stakeholder's Meeting	July 2016 Barbara Poppe Calls with Providers	July 2016 Stakeholder Meetings
Providers	YMCA, YWCA, Youthcare, Mary's Place, DESC, Plymouth Housing, Catholic Community Services	Wellspring, DESC, Interim CDA, Youthcare, SKCCH	DESC, Interim CDA, Youthcare, UGM, SKCCH, Wellspring	DESC	LIHI, Share, Nicklesville, SKCCH, DESC, Church Council of Greater Seattle, Youthcare, Solid Ground, UGM, SHA, Parks, REACH, Compass Housing Alliance, Healthcare for the Homeless, Housing Development Consortium, Wellspring	DESC, Solid Ground, UGM, REACH, Compass Housing Alliance, Healthcare for the Homeless, Housing Development Consortium, YWCA	Auburn Youth Resources, Compass Housing Alliance, Friends of Youth, PSKS, Lambert House, Therapeutic Health Services, Youth and Outreach Services, Youthcare, New Horizons	DESC, Solid Ground, REACH
King County	All Home Focus Strategies Community Meeting	All Home	All Home	All Home	All Home, DCHS	All Home, DCHS		DCHS
Other		Raikes Foundation	Gates Foundation, Raikes Foundation	Livability Night Out, Belltown Community Council	United Way, Homeless Rights Advocacy Project, Office of Intergovernmental Relations, USICH	United Way, DEEL		DEEL, Gates Foundation, Raikes Foundation, Pioneer Square Alliance, Downtown Seattle Association, Chamber of Commerce

Appendix C: Racial and Social Justice Analysis

In order to conduct a thorough racial and social justice analysis a team was assembled of participants from throughout HSD, representing each of the three service divisions. Participating staff members had a combination of expertise in homelessness and in race and social justice, often combining both. Three members of the HSD Race and Social Justice Initiative (RSJI) Change Team participated in the ongoing analysis and half of the participants were persons of color. Utilizing a combination of data review, guided discussion and application of the City of Seattle's Racial Equity Toolkit, the RSJI analysis team was able to guide the framework development. In addition to working on an on-going basis with the advisory team, the concept of the Homeless Policy Framework was presented to the HSD RSJI Change Team and all members of the change team were invited to participate in a deep dive conversation regarding the potential race and social justice ramifications of the policy outcomes.

From this analysis and discussion opportunity, the following recommendations to attempt ensure increased ability for the Homeless Policy Framework to maximize the capacity of HSD to address the disparate impacts on people of color experiencing homelessness in our city.

Recommendation 1: Collect Data on Outcomes by Race
While we can easily identify the overrepresentation of persons of color participating in our homeless assistance services, HSD does not collect or analyze the outcomes of those services by race. All indications are that very few people in the homeless system achieve permanent housing, resulting in a crisis of capacity and ultimately unsheltered people living on our streets. This crisis is potentially compounded if persons of color are not achieving permanent housing outcomes at a rate commensurate to their white counterparts. However, HSD does not currently have the capacity to analyze the situation due to a lack of data. An expectation of the development of the HMIS system under the new vendor should include the capacity to pull reports of exits to permanent housing by race. Grants and Contracts Specialists should use this data as an element of their program performance monitoring and HSD should use system wide data to ensure that homeless investments are increasing racial equity in our city. HSD should require the measurement of exits to permanent housing for persons of color as a programmatic evaluation element.

Recommendation 2: Develop New Strategies to Increase Racial Equity
HSD has historically relied upon the funding of agencies who specialize in serving marginalized populations to ensure that racial disparities are adequately addressed. However, with the overall increase in the size of the homeless population in Seattle and the disproportionate number of persons of color experiencing homelessness, small culturally specific agencies are not able to adequately meet demand. Should this practice continue without additional funding or interventions, HSD is omitting culturally sensitive and/or specific services for the remaining, unfunded groups. For example, while Native Americans are seven times more likely to experience homelessness, there are no culturally specific programs funded to provide services to this vulnerable population.

Reliance primarily on funding these culturally specific agencies to achieve racial equity is not ensuring the desired results across all populations. Therefore, it is essential to identify additional strategies to ensure racial disparities are addressed throughout the homeless service system. One possible strategy could be

exploring the option of a system that separates housing resources from culturally specific case-management services. HSD should consider requiring all programs to participate in race and social justice training and fair housing training for staff, leadership, and volunteers as a condition of their contract. Another strategy includes strictly enforcing non-discriminatory practices. HSD may also elect to increase funding available to offer homeless assistance services across a broader range of culturally specific homeless service groups with a focus on those groups that are shown in local data to be disproportionately over-represented in Seattle's homeless population. HSD should work closely with the community, particularly with those communities of color disproportionately impacted by homeless, to identify additional strategies to increase racial equity.

Appendix D: Revised System Wide Performance Targets and New Minimum Standards Implementation Plan

I.   Background

The federal Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act requires that each Continuum of Care (CoC) establish targets and show annual progress in achieving those targets and reducing homelessness.

In 2013, the Seattle/King County CoC established CoC System Wide Performance Metrics for: 1) Exits to Permanent Housing, 2) Length of Stay, and 3) Returns to Homelessness that each program aspires to accomplish. The current CoC targets were developed based on a review of existing project type data taking sub-population distinctions into consideration. The City of Seattle, King County, and United Way funding contracts all include the current CoC targets language detailing the quarterly monitoring of targets and the consequences of projects failing to meet projected targets. Programs were provided with performance data in both 2013 and 2014 as an initial step toward measuring progress quarterly.

The All Home Strategic Plan calls for a continuation and improvement of efforts to measure our progress and adapt practices based on data. As part of the action steps of the Strategic Plan, All Home stakeholders committed to using the System-Wide Analytics and Projection (SWAP) suite of tools to better understand our systems planning and change efforts. King County, the City of Seattle, and United Way of King County (the "Funders") jointly funded a consulting contract with Focus Strategies that includes a full system analysis using the SWAP tools. Using our local data, Focus Strategies has made recommendations to realign funding and programming, and to improve investment alignment between King County funders to better support our shared goals to make homelessness rare, brief, and a one-time occurrence.

II. Focus Strategies Recommendations

Focus Strategies recommends that the Seattle / King County CoC revise the current CoC System Wide Targets as follows: move away from an approach grounded in local data to one based on national practices; adopt utilization rate and entries from homelessness as additional standards; eliminate the distinction between overnight and case managed emergency shelters for single adults; adopt standards for transitional housing that reflect a 'bridge' model; and alter the distinctions between sub-populations.. See Attachment A for a comparison of current and recommended Focus Strategies system wide targets. Based on the Focus Strategies recommended targets, the proposed System Wide Targets are:

REVISED System Wide Targets					
Project Type	**Core Outcomes**			**Entries from Homelessness**	**Utilization Rate**
	Exit Rate to PH	**Length of Stay**	**Return Rate to Homelessness**		
Emergency Shelter	50% (S & YYA) 80% (F)	30 days (S & F) 20 days (YYA)**	8% (S & F) 5% (YYA)**	90%	95%

Transitional Housing	85%	90 days (S &F) 180 (YYA)**	8% (S & F) 5% (YYA)**	95%	95%
Rapid Rehousing	85%	120 days	3% (S & F) 5% (YYA)**	95%	NA
PSH	90%*	N/A	3% (S & F) 5% (YYA)**	95%	95%

*Following HEARTH, the PSH performance standard for Exits to Permanent Housing will be exits to and retention of permanent housing. This measure differs slightly from the Focus Strategy PSH permanent housing exit data included in the SWAP.

**Focus Strategies' recommendations do not include specific targets or minimum standards for Youth and Young Adults (YYA). These YYA metrics were established through subsequent analysis provided by Barbara Poppe.

NEW System Wide Minimum Standards					
Project Type	**Core Outcomes**			**Entries from Homelessness**	**Utilization Rate**
	Exit Rate to PH	**Length of Stay (days)**	**Return Rate to Homelessness**		
Emergency Shelter	40%(S) 65%(F) 35% (YYA)	90 (S/F) 30 (YYA)	10% (S/F) 20% (YYA)	90%	85% (S/F) 90% (YYA)
Transitional Housing	80%	150 (S/F) 270 (YYA)	10% (S/F) 20% (YYA)	90%	85%
Rapid Rehousing	80%	180	5% (S/F) 20% (YYA)	90%	NA
PSH	*90%	NA	5% (S/F) 20% (YYA)	90%	85%

In addition, Focus Strategies recommends that for the first time the Seattle / King County CoC adopts minimum standards. As below, the minimum standards reflect the following changes in approach: move away from an approach grounded in local data to one based on national best practices; adopt utilization rate and entries from homelessness as additional standards; eliminate the distinction between overnight and case managed for exits to permanent housing from emergency shelters for single adults; adopt standards for transitional housing length of stay that reflect a 'bridge' model; and alter the distinctions between sub-populations.

*Following HEARTH, the PSH performance standard for Exits to Permanent Housing will be exits to and retention of permanent housing. This measure differs slightly from the Focus Strategy PSH permanent housing exit data included in the SWAP.

**Focus Strategies' recommendations do not include specific targets or minimum standards for Youth and Young Adults (YYA). These YYA metrics were established through subsequent analysis provided by Barbara Poppe.

III. Funder Commitment

Funders recognize that projects have made considerable efforts to align with and reach the current CoC targets. To that end, King County, the City of Seattle, and United Way of King County agree to phase in a shift from our current CoC targets to the recommended Focus Strategies targets over the next two years (hereafter referred to as the NEW system-wide targets and minimum standards), fully implementing by 2018. This agreement is reflected in the Memorandum of Understanding for Implementation of Revised System Wide Performance Targets and Minimum Standards.

Improving system-wide performance increases our ability to make homelessness rare, brief, and one-time in King County. The implementation of minimum standards and revision of current target performance standards provides an opportunity to support this improvement by identifying and rewarding high-performing projects and providing targeted assistance to low-performing projects.

IV. Implementation Plan

Alignment to the NEW system wide targets and minimum standards will be made as follows:

- Effective immediately, the CoC will measure performance standards including entries from homelessness and utilization rate. All programs will be notified of the NEW system wide targets and minimum standards for use in future contracts.
- In the third quarter of 2016, the CoC will review the new system-wide targets and minimums to create a project - level plan to align with or exceed the recommended targets by 2018.
- Standards will be reviewed annually by the All Home Data and Evaluation Sub-Committee. Any changes to the standards will be determined by the Funders.

An annual implementation plan may be found in Attachment B.

A. Future Funding Rounds

In all future competitive funding rounds (see schedule below), minimum and target performance standards will be clearly defined.

RFI/RFP funding decisions will be based on a model consistent with our **Continuum of Care Notice of Funding Availability (CoC NOFA) ranking system**, adopted by the All Home Funder Alignment Committee. Under this model, for each RFI/RFP:

1) For all funding processes, the CoC evaluation team, acting on behalf of All Home, will create a consolidated ranking of all projects based on performance on the NEW system-wide targets and minimum standards identified above. The performance ranking will be used by funders for scoring in the RFI/RFP process. The ranking and the process used to create it will be shared on the All Home website. For processes led by a single funder, funder evaluation staff will follow a parallel process.
2) In addition, as part of the application process, agencies will report on their project performance and provide a plan and timeline for improvement where needed.
3) Projects meeting the System Wide Performance Targets in effect at the time of the RFI/RFP will be awarded bonus points.

B.   Continuation Funding

Projects seeking the continuation of existing funding must show increasing progress toward meeting the project – level new system-wide targets and minimum standards.

C.   Shifts to Project Models

In order to implement the NEW system-wide targets and minimum standards, shifts in project models for transitional housing projects and emergency shelters without case management are needed. Shifts in relevant targets for those project types will be made in accordance with shifts in project models, with a goal to fully implement the recommendations by 2018.

V. Technical Assistance

Effective immediately, contract monitoring will include evaluation of progress towards CURRENT System Wide Performance Standards and NEW Minimum Standards.

All Agencies will be offered the opportunity to participate in technical assistance and support activities. Agencies with projects not meeting System Wide Minimum Standards in one or more categories, and/or agencies with projects not meeting at least one current System Wide Performance Standard will be required to participate in technical assistance activities.

Technical assistance may include the following:
- Peer-Peer Best Practice Seminars: Highlighting high-performing projects and cross-training/learning opportunities (staffed by All Home)
- City of Seattle Provider Learning Circles
- Capacity Building Plan – In development by All Home. Includes Fair Housing Training, Risk Management Training, Behavioral Health Cross-training and Resources, Housing First Training, Crisis Intervention, Risk Mitigation Funding, and Community/Neighborhood conversations about housing first.

VI. Provider Notification Process

Upon completion of the SWAP and following the All Home Community Meeting with Focus Strategies, a joint letter from funders will be sent to each agency to notify them of the changes documented here.

As soon as possible for calendar year 2015, and Q1 2016, project-level performance information on the recommended Focus Strategies targets will be published on the All Home website. Thereafter, project-level performance will be published on the All Home website on a quarterly basis. Results will be published with a one-quarter lag (i.e., results for Q1 will be published at the end of Q2) to allow sufficient time for data entry, clean-up, and analysis. It is the expectation of funders that all HMIS data be entered correctly on the timeline documented in current contracts. Adjustments will not be made to quarterly performance reports due to errors in the underlying data. Targets in effect at the time of the analysis for both System Wide Performance Standards and System Wide Minimum Standards will be incorporated.

Attachment A: System Wide Performance Metrics Comparison Chart

Project Type	Length of Stay			Exit Rate to PH			Return Rate to Homelessness			Entries from Homelessness		Utilization Rate	
	Previous CoC Target	Focus Strategies Target	Revised CoC Target	Previous CoC Target	Focus Strategies Target	Revised CoC Target	Previous CoC Target	Focus Strategies Target	Revised CoC Target	Focus Strategies Target	Revised CoC Target	Focus Strategies Target	Revised CoC Target
Emergency Shelter	37 (S) 100 (F) 20 (YYA)	30 days	30 days (S/F) 20 days (YYA)	5%/20% (S-overnight/ case mgd) 33%(F) 10%(YA) 33%(Y)	50% (S/YYA) 80% (F)	50% (S/YYA) 80% (F)	15% (S) 5% (F) 30% (YYA)	NA	8% (S/F) 5% (YYA)	90%	90%	95%	95%
Transitional Housing	325 (S) 390 (F) 275 (YYA)	90 days	90 days (S/F) 180 days (YYA)	70%(S) 80%(F) 64%(YYA)	85%-90%	85%	7% (S/F) 15% (YYA)	NA	8% (S/F) 5% (YYA)	95%	95%	95%	95%
Rapid Rehousing	NA	120 days	120 days	80%	85%-90%	85%	10%	NA	3% (S/F) 5% (YYA)	95%	95%	NA	NA
PSH	NA	NA	NA	91%	NA	90%	10%	NA	3% (S/F) 5% (YYA)	95%	95%	95%	95%

Attachment B: Annual Implementation Plan

Below is an outline of how each of the Funders will align to our shared 2018 goal that all housing programs will meet at least one of the CORE NEW system wide targets to be eligible for funding and that 50% of RFP scoring will be based on performance metrics.

Year 1 - 2016		
County	**City**	**UWKC**
Data Review		
- Project-level performance will be posted quarterly on the All Home website with a one-quarter delay. - As always, providers may review their performance on all metrics other than returns to homelessness at any time.		
RFP's		
- Include language in all RFPs prioritizing the NEW system wide targets and minimum standards. - 30% of RFP points are dedicated to performance metrics. - Apply CoC Funding Ranking Order process to determine applicants points awarded for performance metrics.	No RFP process in 2016	- Include language in all RFPs prioritizing the NEW system wide targets and minimum standards. - Apply CoC Funding Ranking Order process to determine applicants points awarded for performance metrics.
Continuation Contracts		
- At contract renewal, projects that do not meet or demonstrate progress on the project – level targets and minimums during 2016 will receive a notification of low performance.		

Year 2 – 2017 Changes from year 1 are underlined
Data Review
- Project-level performance will be posted quarterly on the All Home website with a one-quarter delay. - As always, providers may review their performance on all metrics other than returns to homelessness at any time.
RFP's
- <u>40%</u> of RFP points are dedicated to performance metrics. - Apply CoC Funding Ranking Order process to determine applicants points awarded for performance metrics. - <u>Projects must meet one of the NEW system wide minimum standards.</u>

Continuation Contracts
- Projects that do not meet or demonstrate progress on the project – level targets and minimums during 2017 <u>will not receive continuation funding in 2018</u>. - <u>At contract renewal projects must meet at least one of the Core NEW system minimum standards</u>.

Year 3 – 2018 <u>Changes from year 2 are underlined</u>
Data Review
- Project-level performance will be posted quarterly on the All Home website with a one-quarter delay. - As always, providers may review their performance on all metrics other than returns to homelessness at any time.
RFP's
- <u>50%</u> of RFP points are dedicated to performance metrics. - Apply CoC Funding Ranking Order process to determine applicants points awarded for performance metrics. - <u>Projects must meet one of the core NEW system wide targets</u>.
Continuation Contracts
- Projects that do not meet or demonstrate progress on the project-level targets and minimum standards may not receive continuation funding. - At contract renewal projects must meet at least one of the Core NEW system minimum standards.