

## Pedroza, Melani

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**From:** Noris, Anne  
**Sent:** Wednesday, November 05, 2014 8:44 AM  
**To:** ZZGrp, Council Members  
**Cc:** ZZGrp, Council Legislative Aides 1; ZZGrp, Council Legislative Aides 2; Busch, Carolyn; Bourguignon, Mary  
**Subject:** FW: David Preston's testimony to the King County Council re: Proposed Ordinance 2014-0424 (Part III)  
**Attachments:** Testimony by David Preston to the King County Council 11.3.14.pdf; Governing Board Systems Map PIC Slide Deck with Notes + David Preston's comments.pdf; Public Disclosure Requests\_ Homelessness Studies - Preston.eml; RE\_ Homeless Housing \_ Planning Tools Report (April, 2013).eml  
**Importance:** High

Please see MR. Preston's comments, attached. These materials will be added to the legislative file for 2014-0424.

Anne Noris  
Clerk of the Council  
W 1200 516 3rd Ave.  
MS KCC-CC-1200  
Seattle, WA 98104-3272  
v: 206-477-1024

This email is a public record and may be subject to public disclosure



Please consider the environment before printing this e-mail.

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**From:** Bourguignon, Mary  
**Sent:** Tuesday, November 04, 2014 12:22 PM  
**To:** Council, Clerk  
**Subject:** FW: David Preston's testimony to the King County Council re: Proposed Ordinance 2014-0424 (Part III)  
**Importance:** High

Can you add this to the record for 2014-0424?

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**From:** David Preston [<mailto:preston.david@comcast.net>]  
**Sent:** Tuesday, November 04, 2014 12:11 PM  
**To:** Bourguignon, Mary; Gossett, Larry  
**Cc:** Hague, Jane; Phillips, Larry; Upthegrove, Dave; Lambert, Kathy; von Reichbauer, Pete; McDermott, Joe; Dembowski, Rod; Dunn, Reagan; [kcexec@kingcounty.gov](mailto:kcexec@kingcounty.gov)  
**Subject:** David Preston's testimony to the King County Council re: Proposed Ordinance 2014-0424 (Part III)  
**Importance:** High

Mary Bourguignon  
Principal Legislative Analyst  
Lead, Government Accountability & Oversight Committee

November 4, 2014

Greetings, Mary.

Attached are four documents:

1. A written copy of my oral testimony to the Council at yesterday's meeting. (November 3, 2014)
2. A a slideshow-type presentation given by Janet Salm and Amanda Thompkins on April 24, 2013 to the Committee to End Homelessness in King County (CEHKC). Ms. Salm and Ms. Thompkins both work for the King County Department of Community and Human Services. I believe they are also a part of CEHKC. I was given this document in response to a public disclosure request in which I asked for any data King County had on how people were transitioning from homeless encampments to permanent housing. (See Item 3) **This slideshow contains explanatory notes from me on pages 1, 2, 19-25.**
3. October 22, 2014 e-mail from Sharon Logue (Public Records Officer at DCHS) to me. In this e-mail, Ms. Logue notified me that the County does not have any data on how people transition from homeless camps to permanent housing.
4. November 3, 2014 e-mail from Janet Salm of DCHS/CEHKC clarifying some of my questions in regard to the data on the slideshow she and Ms. Thompkins presented to CEHKC. The major point to take note of in Ms. Salm's response is that, despite what the slide show suggests, King County does, in fact, track occupancy and other data for residents of *non-encampment* emergency shelters. Ms. Salm simply didn't have that data ready at the time the slideshow was presented.

**Important:** Please make sure copies of this material are distributed to *all* County Councilmembers. I sent the Council some documents on October 23, 2014. Those documents contained specific information on one **Dominique Trudel**, who was evicted from a SHARE-run shelter in late 2010 after she called the police about a convicted rapist at her shelter. Yet in yesterday's Council meeting, Councilmember Gossett said publicly and on the record that he hadn't heard anything about SHARE retaliating against people for calling 9-1-1. So then I thought: Either Mr. Gossett doesn't read the testimony that's given to him, or he's not *getting* that testimony. Obviously, that's a concern.

I'll follow up with Councilmember Gossett separately on this matter as well. Thanks.

Regards,

David Preston  
Highland Park, Washington

**Pedroza, Melani**

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**From:** Logue, Sharon  
**Sent:** Wednesday, October 22, 2014 6:32 PM  
**To:** 'David Preston (preston.david@comcast.net)'  
**Cc:** Miklethun, Shelby  
**Subject:** Public Disclosure Requests: Homelessness Studies - Preston  
**Attachments:** AHAR Presentation for Staff Funders 6-12-13.pdf; Governing Board Systems Map PIC Slide Deck with Notes.pdf

Mr. Preston,

I have received your public records request of October 15, 2014.

For request #1, we do not have any studies relevant to your request.

For request #2, I have attached two presentations that may speak to your request. The first one is a short presentation on the AHAR (Annual Homeless Assessment Report) by Renee Lamberjack to the Committee to End Homelessness staff planner's group last year. On slide 5 there is a comparison of shelter and transitional housing turnover in Seattle and King County (separately) to the national rate of turnover as reported by HUD. The second presentation to the Committee to End Homelessness Governing Board has one comparison that may be of interest. It speaks to the comparison of exits to permanent housing between King County COC and a nationwide sample of 14 other communities who shared data with the National Alliance to End Homelessness. Slide 23 is the relevant slide.

I have one staff who is out of the office until early November. I will keep your request open until I talk with her. I will let you know if there are any further responsive records at that time.

Please let me know if you have any questions.

Thank you  
Sharon Logue  
Public Records Office  
Department of Community and Human Services

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**From:** David Preston [<mailto:preston.david@comcast.net>]  
**Sent:** Wednesday, October 15, 2014 3:30 PM  
**To:** Miklethun, Shelby  
**Cc:** Noris, Anne; Dembowski, Rod; Phillips, Larry; Gossett, Larry; Dunn, Reagan; Hague, Jane; McDermott, Joe; Lambert, Kathy; von Reichbauer, Pete; Upthegrove, Dave  
**Subject:** Public Disclosure Requests: Homelessness Studies  
**Importance:** High

Hi again, Shel.

I have two public disclosure requests. I expect that they'll be simple for you to answer because the answer will be "No records" but I want to hear it officially, so I can note it at an upcoming council meeting. I'm cc'ing this e-mail to councilmembers, in case they can save you some trouble.

**Request 1:**

Please tell me if King County has undertaken any studies to determine whether persons at *homeless camps* within the County (e.g., Nickelsville, Tent City 4) are transitioning to housing. If any such studies exist, please send electronic copies of them to me.

**Request 2:**

Please tell me if King County has undertaken (or has in its possession) any studies to determine how King County compares with other counties in the U.S. in terms of helping homeless individuals transition into permanent housing. If any such studies exist, please send electronic copies to me.

I'm hoping to have this information by the next council meeting on **November 3rd**, so if you can expedite this request, I'd be grateful. As I said, I don't think there will be any responsive records, and if that's case, you won't need to worry about scanning any pages or copying any files.

Best regards,

David Preston



## Homeless/Housing Planning Tools

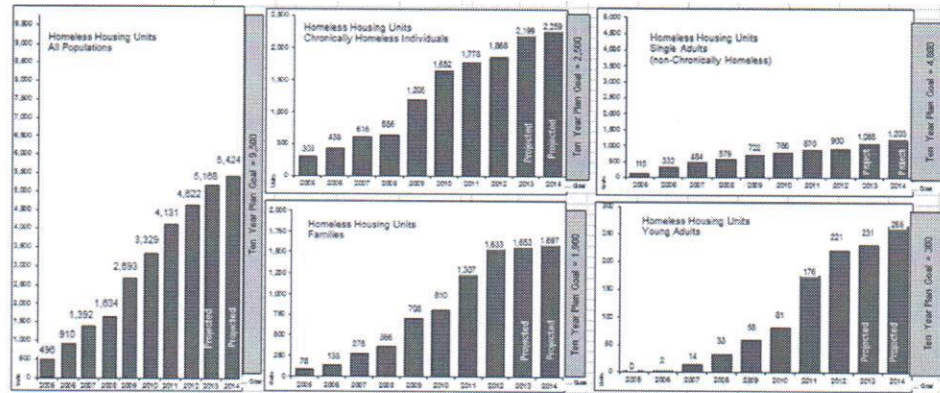
Presentation to the Committee to End  
Homelessness Governing Board  
April 24, 2013

Amanda Thompkins & Janet Salm,  
Evaluators, CEH and King County DCHS

The following sheets have been excerpted from a 26-page slideshow presentation given to Governing Board of the Committee to End Homelessness in King County. The report was presented using the most recent data then available, which was for 2011.

Each sheet includes commentary by David Preston in a text box at the bottom of the page.

## IF WE BUILD IT...



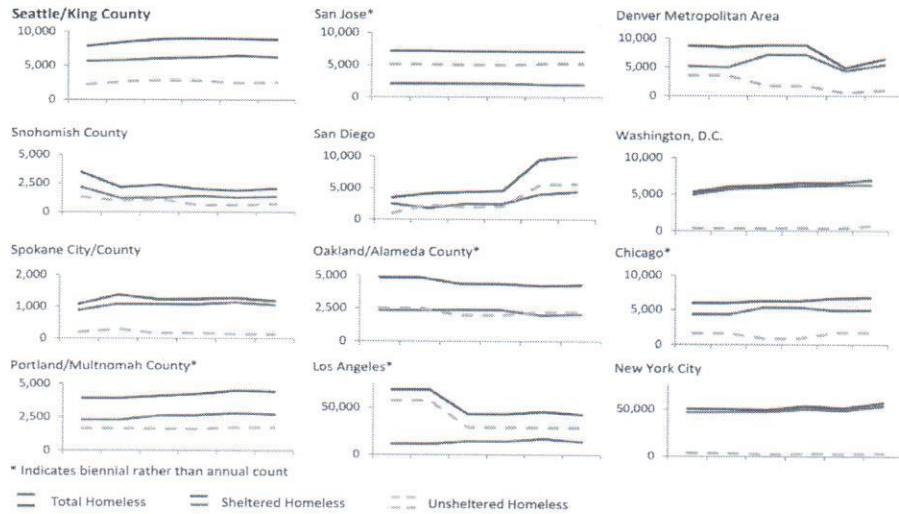
- We are closing in on our construction goals for the Ten Year Plan to End Homelessness
- both overall, and for most subpopulations

This slide shows that King County has been rapidly increasing the number the housing units in all categories over the past eight years. This includes housing for single, chronically homeless adults. Clearly, King County does care about housing the homeless.—David Preston

# AND YET...

## One Night Count Community Comparison Data

2007 - 2012



- And yet, we can see from our PIT count data that our numbers of both sheltered and unsheltered homeless are not declining the way we'd like to see.

Nan Roman of the National Alliance to End Homelessness points out that it could be much worse, given the massive recession we've just undergone.

## ARE WE THERE YET???



- I'm not sure that's good enough.
- Lately it seems like we may all be getting that 'are we there yet' feeling?
- When are we going to get there and how?
- There is a whole new emphasis on performance measurement and looking at how our system is working as a whole, so we can begin to right-size its components to better meet the needs of people in our community



## HEARTH: System Performance

### Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act Performance Indicators / “Selection Criteria”

- Number of persons who experience homelessness (first time homeless)
- Length of time homeless
- Returns to homelessness

- The HEARTH Act requires that continuums focus on systems performance  
Changes made by the HEARTH Act are rolling out over a number of years, but in the meantime, our community came together to look at HEARTH performance measures, and created a King County dashboard of HEARTH measures in advance of interim and final rules so that we can stay well ahead of the curve and continue to be extremely competitive for HUD funding.
- The HEARTH indicators (listed above) are an evaluators dream because they interlock to reinforce success and prevent gaming the system

## Drivers

- Shrinking budgets
- Need for strategic decision making
- Need to be able to demonstrate coordination, streamlining and effectiveness and efficiency
- Funding performance requirements

In addition to HEARTH and its emphasis on system-wide performance, a number of factors are driving new attention to measuring and improving performance.

## Systems Performance

Create a “systems map” that will provide an overview of the CURRENT system including:

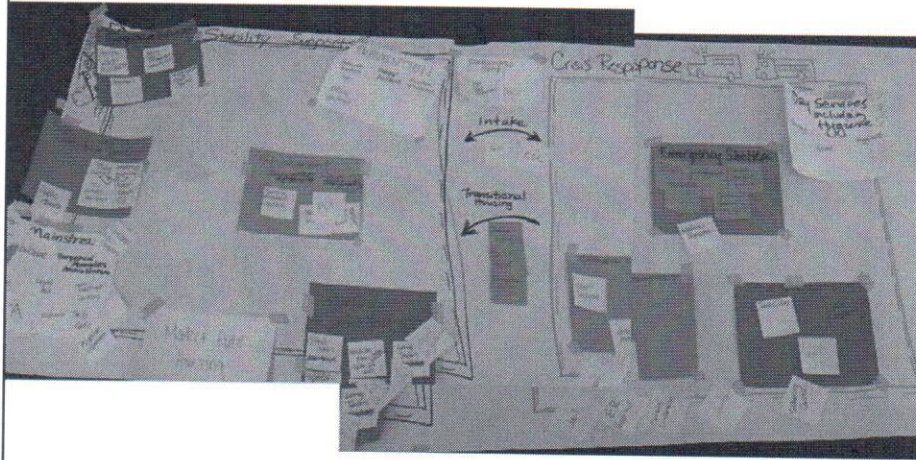
- Programs
- Investments

Suite of tools to measure system wide performance and individual programs.

We want to share with you today our efforts to move to a systems performance lens with two items – a systems map and one of the tools to measure system wide performance.

First, I will share the system mapping work with you, and then my colleague Amanda Thompkins will present on one of the suite of tools being developed, the Systems Performance Improvement Calculator.

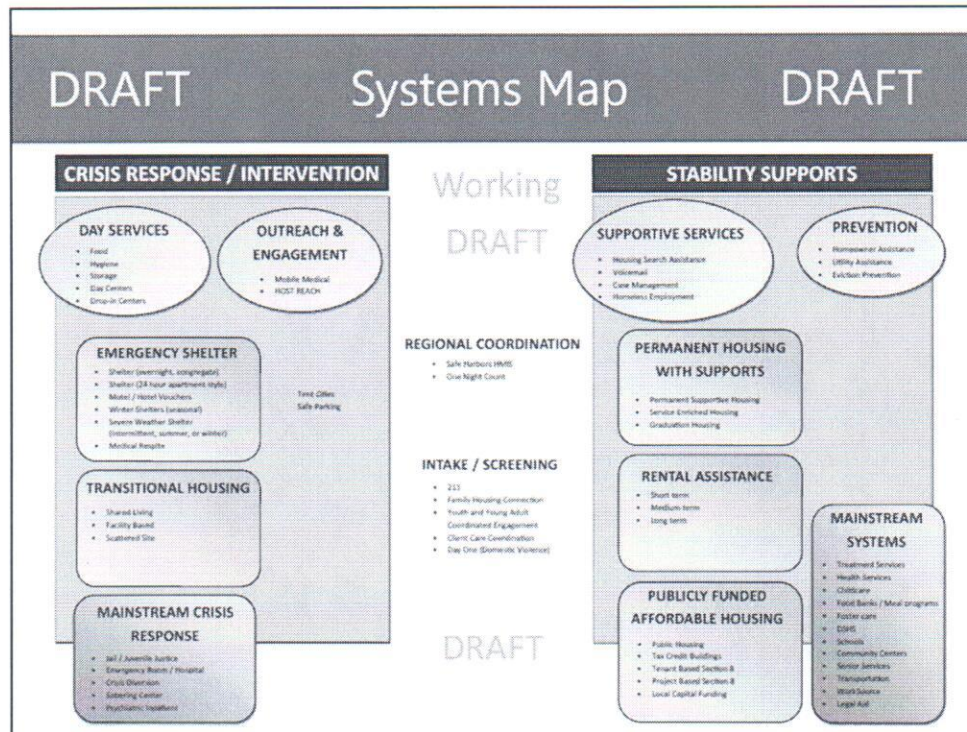
## PROCESS: From many maps, one!



In a series of meetings and interviews with staff and funders, we found a way to capture the bounty of knowledge in our system and to find a way to describe our current system as a system.

In the first week, interviewing 5 people yielded 7 different maps.

By using the very sophisticated technology you see here (stickies and construction paper), we were able to come together on a foundational "map" of our system.



Rendered in Illustrator, here is a conceptual map of our CURRENT system.

Let me give you a high level overview of this map:

- On the left are the crisis response systems that intervene when someone is experiencing a homeless episode.
- On the right are the housing supports that both prevent homelessness and stabilize formerly homeless persons back in housing. Orange rectangles refer to housing, green ovals to support services, and the rounded teal rectangles indicate mainstream support services.
- The big blue rectangles refer to interventions targeted to homeless persons – notice that some of the shapes overlap to the white space – that indicates where both homeless and non-homeless persons are served, for example, with child care subsidies that may or not specifically target homeless persons, or Sobering Center services, where both homeless and non-homeless persons use those services.
- Keep in mind that individuals and households flow through this in many ways, in and out. We will add layers to the map that show how different populations access our system (singles, families, youth and young adults, chronic homeless and veterans).

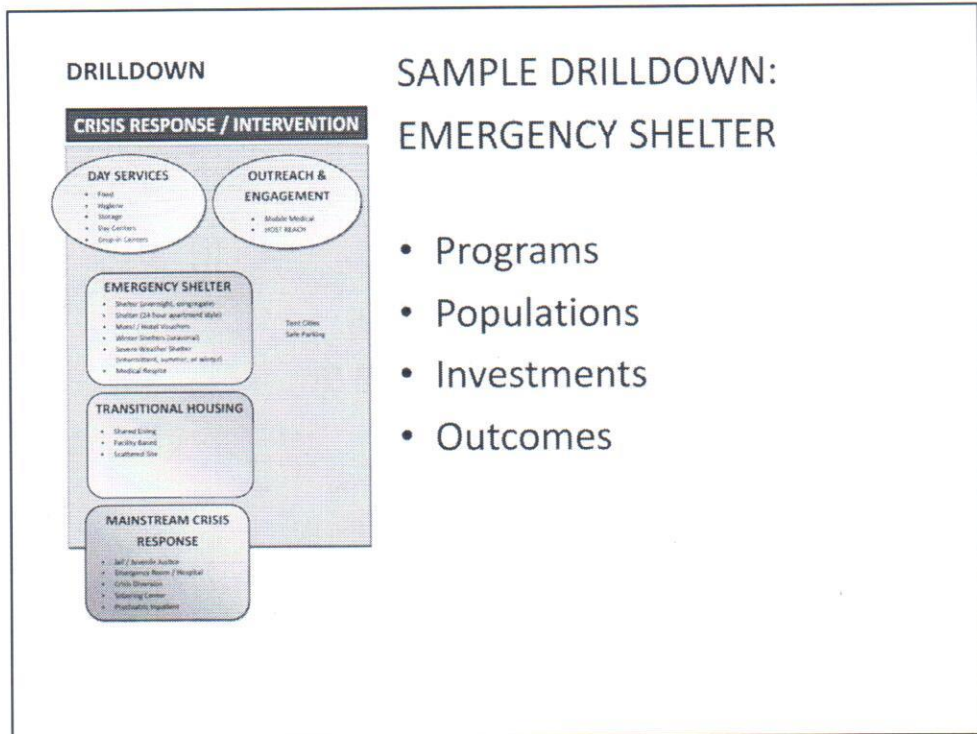
Remarkable is that the map aligns well with the Federal Strategic Plan to End Homelessness, “Transform homeless services to crisis response systems that prevent homelessness and rapidly return people who experience homelessness to stable housing.”

## Aligns with Federal Strategic Plan

*“Transform homeless services to crisis response systems that*

*prevent homelessness and*

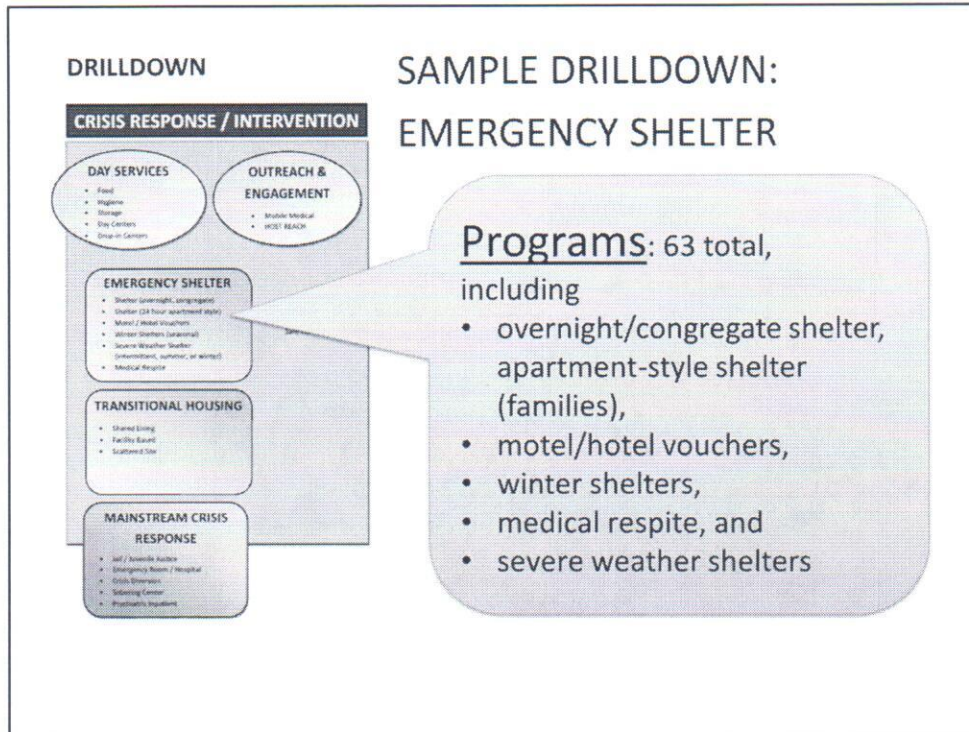
*rapidly return people who experience homelessness to stable housing.”*



COMPLEXITY – 370 programs, 86 funding sources, upwards of \$158 million.

Over the next weeks, we will be adding layers to the map: programs, populations, investment dollars, and outcomes.

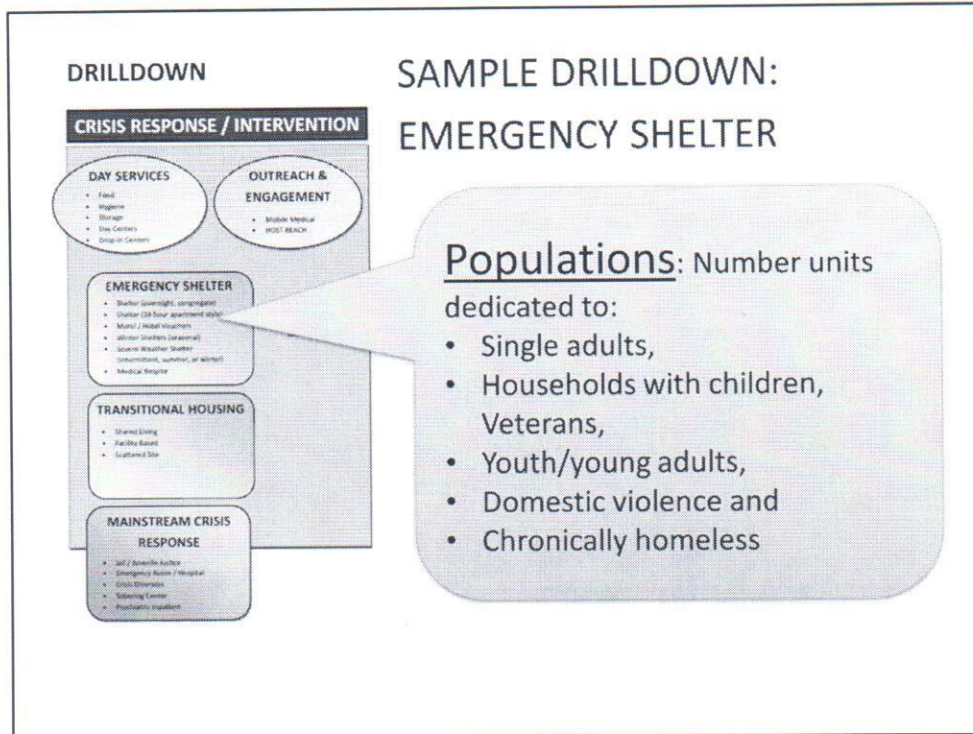
Here is a sample of what you'll see by the next Governing Board meeting as we add layers to the map. Using emergency shelter as an example, you'll find it within the CRISIS RESPONSE system along with Day services, Outreach & engagement, Transitional housing and Mainstream crisis response systems.



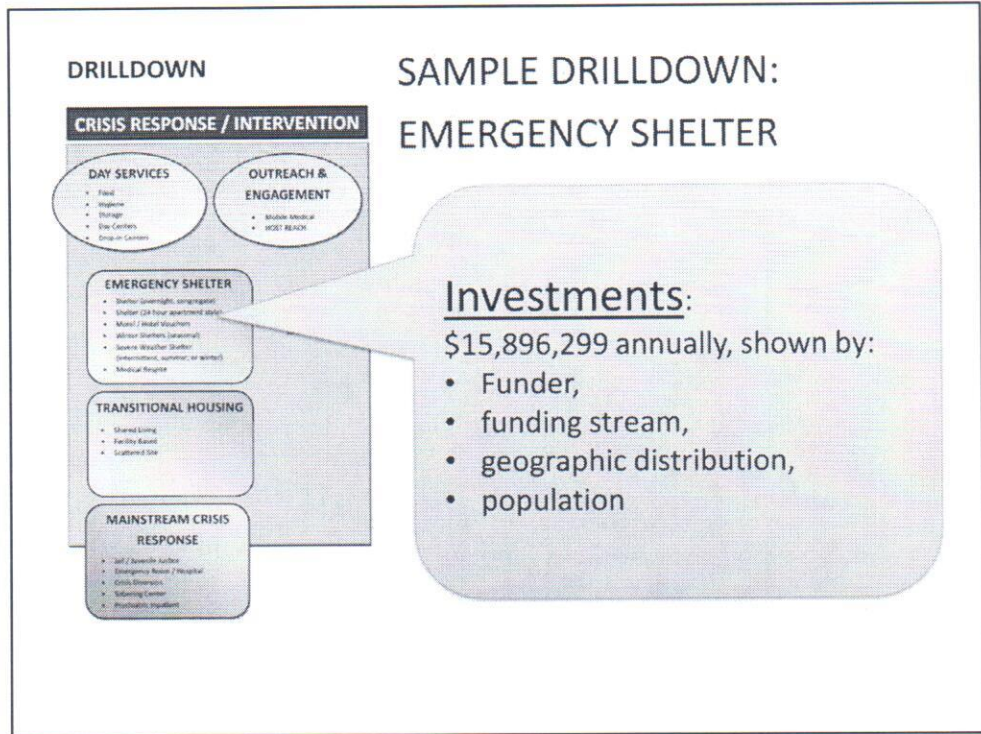
Here is what you'll see by the next Governing Board meeting as we add layers to the map. Using emergency shelter as an example – found within the CRISIS RESPONSE system along with Day services, Outreach & engagement, Transitional housing and Mainstream crisis response systems.

- Programs:63 total, including overnight/congregate shelter, apartment-style shelter for families, motel/hotel vouchers, winter shelters, and severe weather shelters.

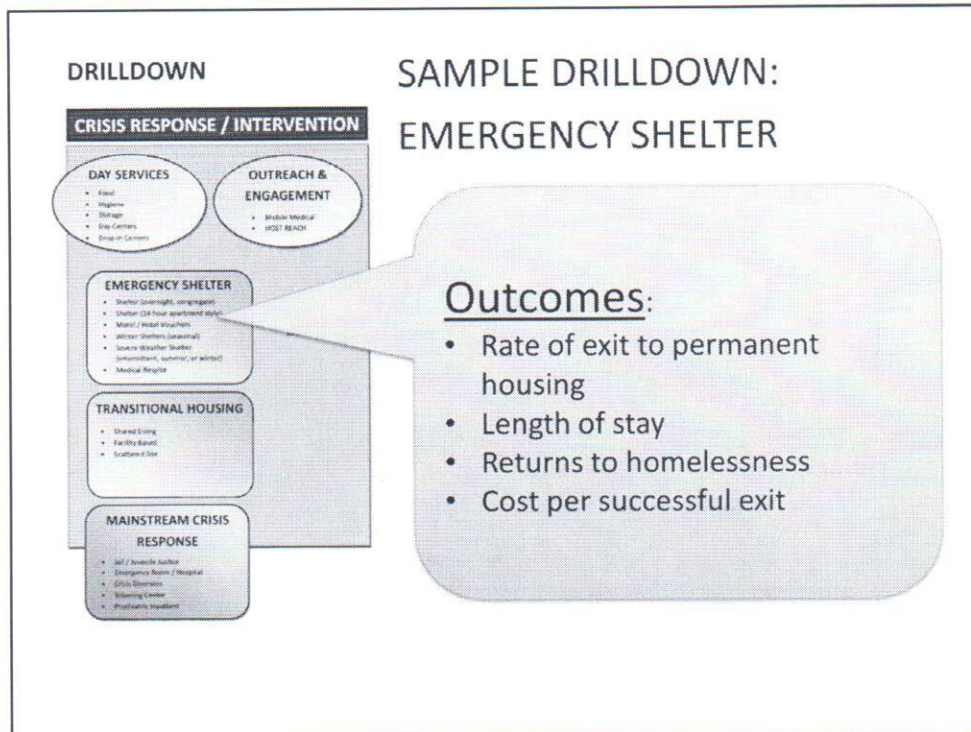




- Populations: # units dedicated to: Singles or households with children, veterans, youth/young adults, domestic violence and chronically homeless.



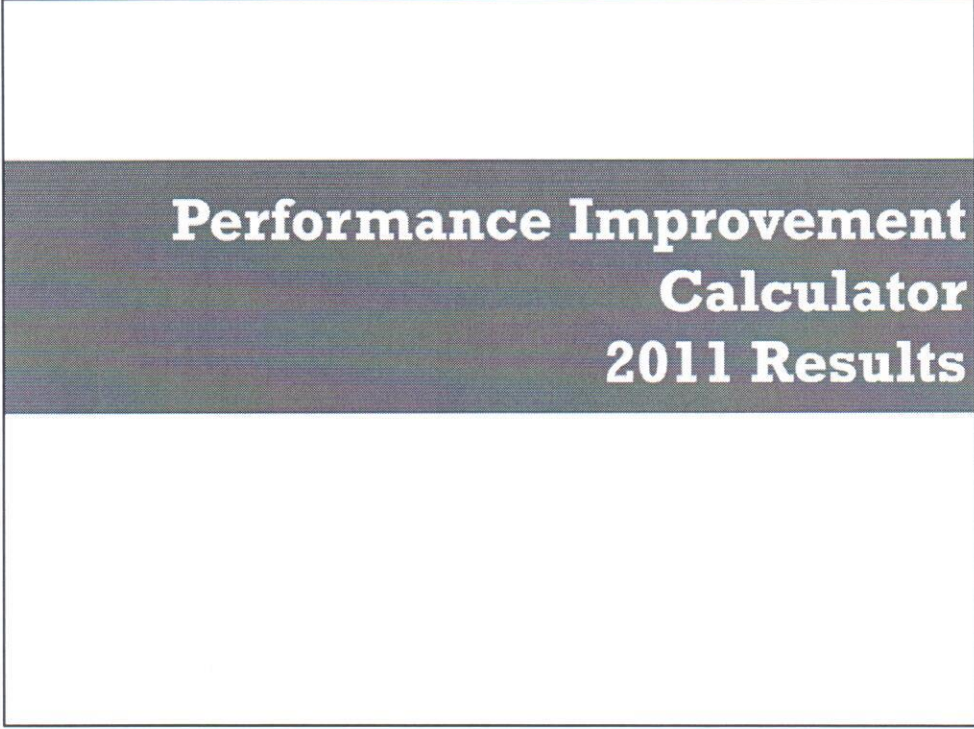
- Investments (BY FUNDERS GROUP): \$15,896,299 annually.



Outcomes include the HEARTH measures you heard about a few slides ago (LIST).

This concludes the mapping section and we will be back at the next meeting to share the details for the entire map.

Hand off to Amanda. Let me introduce my colleague Amanda Thompkins, who recently joined us to work on systems performance evaluation on homelessness, who will share one of the tools we're going to use to measure systems performance and our first look at our system-wide data.

A graphic with a dark grey background and white text. The text reads "Performance Improvement Calculator 2011 Results".

## **Performance Improvement Calculator 2011 Results**

- As Janet mentioned, we think that the next step toward ending homelessness is understanding our homelessness system and its component pieces
- To that end we're beginning to look at systems performance in a systematic way, using nationally validated tools and measures
- Today you'll be seeing results from our first step in that direction, using a tool developed by the National Alliance to End Homelessness, called the Performance Improvement Calculator
- As you'll recall, a few minutes ago, Janet told you about the HEARTH act, and mentioned three systems performance measures it will focus on. They are the number of people experiencing homelessness, the length of time people spend homeless, and the number of people who return to homelessness after being housed.

## What is the Performance Improvement Calculator?

- Measures system-wide performance on key indicators that drive performance on HEARTH measures
- Local data from Safe Harbors HMIS
- Working with providers and stakeholders to understand the different components

The Performance Improvement Calculator is a tool that measures system-wide performance on key indicators that drive performance on HEARTH indicators. As Janet mentioned a few minutes ago, HEARTH places an increased emphasis on system performance, and in fact requires that continuums measure both systems-level and program-level performance .

The Performance Improvement Calculator is a very exciting tool for us because it targets a series of performance metrics that we believe will shape our communities performance on HEARTH and allow us to effectively bridge between systems-wide metrics and program-level metrics. As you're listening, you can be thinking about how the calculator measures themselves interlock to align with HEARTH by reducing the length of time people spend homeless, driving down the numbers of people experiencing homelessness by increasing the rate of exits to permanent housing and ensuring that people are linked to high quality permanent housing options by tracking their returns to the homeless system.

I'm also pleased to share that much of the data you'll be seeing today is local data from our Safe Harbors HMIS system. We've been working with local providers and stakeholders to ensure its accuracy, both for this presentation, and to continue to drive a process of continuous data quality improvement for the future. In some places you'll be seeing and hearing about areas where the data quality still needs to improve, but I'm very proud of the progress we've made to improve our data quality thus far, and I

truly believe that its only when we begin to use our data that we'll see the data quality improvements we need, and the process of sharing this analysis has of course helped us identify areas of improvement.

## What can we do with it?

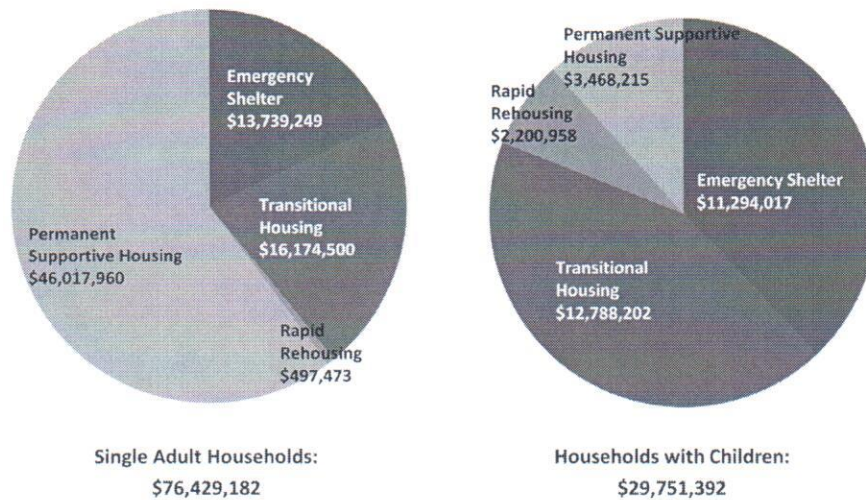
1. Assess current system performance for continuous improvement
2. Benchmark to national data
3. Model how changes in performance and investments will affect outcomes / increase capacity

The calculator has three major types of functionality (as written on slide)

It allows us to bound our interventions in a standardized way so that we can compare them.

It is not intended to be a compliance tool at this point.

## 2011 System: Investment Estimates



The first pieces of information to come from the calculator that I want to share with you today is information about our investments as a system.

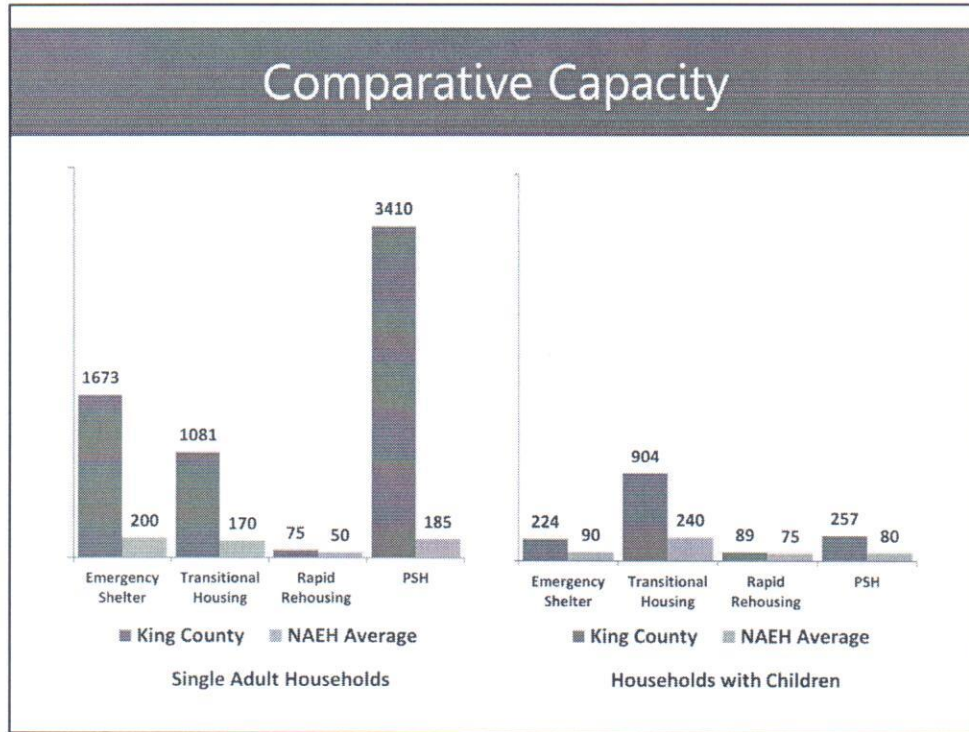
Orient to graph – single adult system on the left, as it will be on all the slides. The family system is on the right, as it will be on all the slides.

- About 100 million total per year on these four intervention types.
- On single adult side, lots of permanent supportive housing
- On families side, similar shelter and transitional housing costs
- Investment estimates are calculated using a sample of retrospective full program budgets from a prior grant cycle. Estimates include public, private, and agency-raised dollars.
- Next slides – NAEH data and our 2011 outcomes
- Comparison to best data set available to us at this time

This slide shows that in 2011 King County and Seattle government spent more than \$13 million on emergency shelter for single adults alone.

–David Preston





- Orient to graphs – they all use same structure, single adult system on left, family system on right, dark blue is King County, light blue is NAEH comparison communities, intervention types, left to right in both graphs are ES, TH, and RR. This one includes PSH also.
- Large capacity overall
- Single adult system – lots of PSH, and we have additional similar housing (SEH) that is not captured here, so this is even larger
- Family system – lots of transitional housing
- Uneven distribution of investments relative to other places

This slide shows that King County has more housing stock than the NAEH national average across the board. For emergency shelter for single adults, King County had more than eight times the national average of housing units. –David Preston

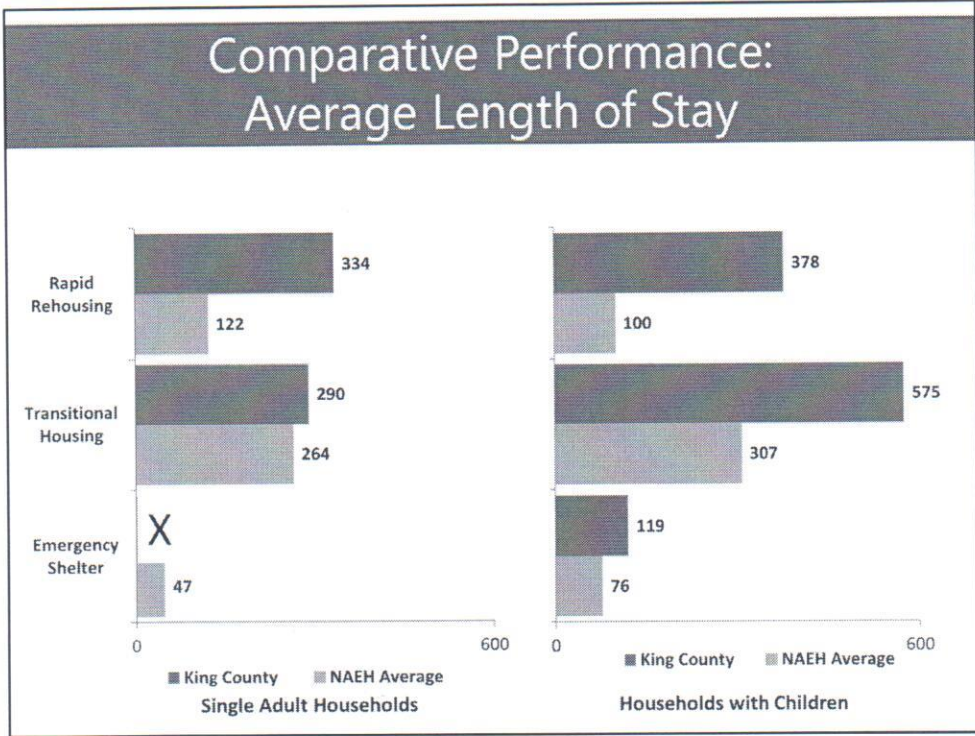
## Comparative Capacity

Continuum of Care	Emergency Shelter and Transitional Housing Units
New York City	57,922
Los Angeles	12,758
<b>Seattle/King County</b>	<b>6,737</b>
Washington DC	6,243
Chicago	6,056
Philadelphia	5,750
Boston	5,698
Phoenix/Maricopa County	5,641
Atlanta/Fulton County	4,720
Metropolitan Denver	4,674

- When putting together graphs, I was struck by large size of our capacity, and especially how much more emergency shelter and transitional housing we had than other communities.
- I pulled HUD housing inventories for the 20 continuums with the highest numbers of sheltered homeless and tracked their stock
- What you're looking at here is a table of what HUD calls emergency capacity – emergency shelter and transitional housing combined – across family and SA system
- We have 3<sup>rd</sup> largest in the country, after NY and LA, and 500 additional units beyond DC.
- So we have do have a very large system.
- The next thing I want to talk about is how long people stay once they enter our system.

This slide shows that King County has more emergency and transitional housing units than cities with much larger populations. Note that most of Seattle's homeless are concentrated within the city of Seattle.

–David Preston



This is a graph of the average lengths of stay in 2011 across three intervention types: emergency shelter, transitional housing, and rapid rehousing. Permanent supportive housing is not included here because it's considered permanent housing, which means that people living in permanent supportive housing are no longer considered homeless and they can stay as long as they need.

LOS is an important driver of performance on HEARTH because it is a major contributor to the HEARTH length of time homeless metric we mentioned earlier. It's a great example of how the calculator metrics serve as a bridge between system performance and program performance. Length of stay is measured at the individual program level – how long do people stay in an emergency shelter program, transitional housing program, or rapid rehousing program.

In addition to shaping the length of time people in our community spend homeless, length of stay is important because it drives our rate of throughput for our system. That is, along with our capacity, it is the main driver of how many people we can help each year. Long lengths of stay mean that we can help fewer people.

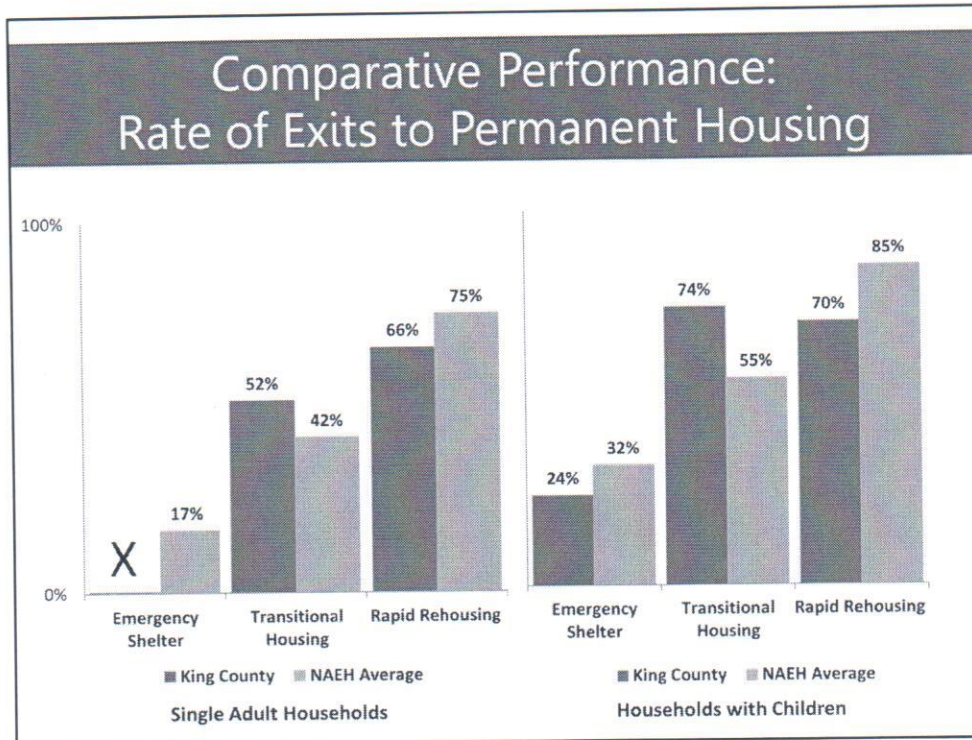
This slide shows that King County does not track length of stay for single adults in emergency shelter. Given that, how can the County know whether emergency shelters are helping people to transition to permanent housing? –David Preston

communities have solved, and we'll need to solve going forward. We're already working to resolve these data inconsistencies by reconvening the single adult shelter task force

As you can see, we have long lengths of stay relative to other communities, and this is especially so in the family system. Our families stayed about 270 days, or 9 months longer in both transitional housing and rapid rehousing than families in other communities. It is also interesting to notice that families are staying in transitional housing almost twice as long as single adults.

No one knows what the optimum length of stay is in days for any given type of intervention. The optimal length of stay is the length of stay that allows us to serve as many people as we can as well as we can, but it's too early to put a number on that. We need to understand length of stay in the context of what happens to people as and after they leave – which is what we'll be talking about next, but it's important not to let lengths of stay become too long, because it limits our ability to help other people who also need help, and to provide emergency housing to people who are just becoming homeless.

The next thing I want to talk to you about is where people go when they leave our housing programs.



What you're looking at right now is a comparison of ours and others performance on a metric called rate of exit to permanent housing. It's basically whether or not people go to permanent housing when they leave emergency shelter, transitional housing, or rapid rehousing.

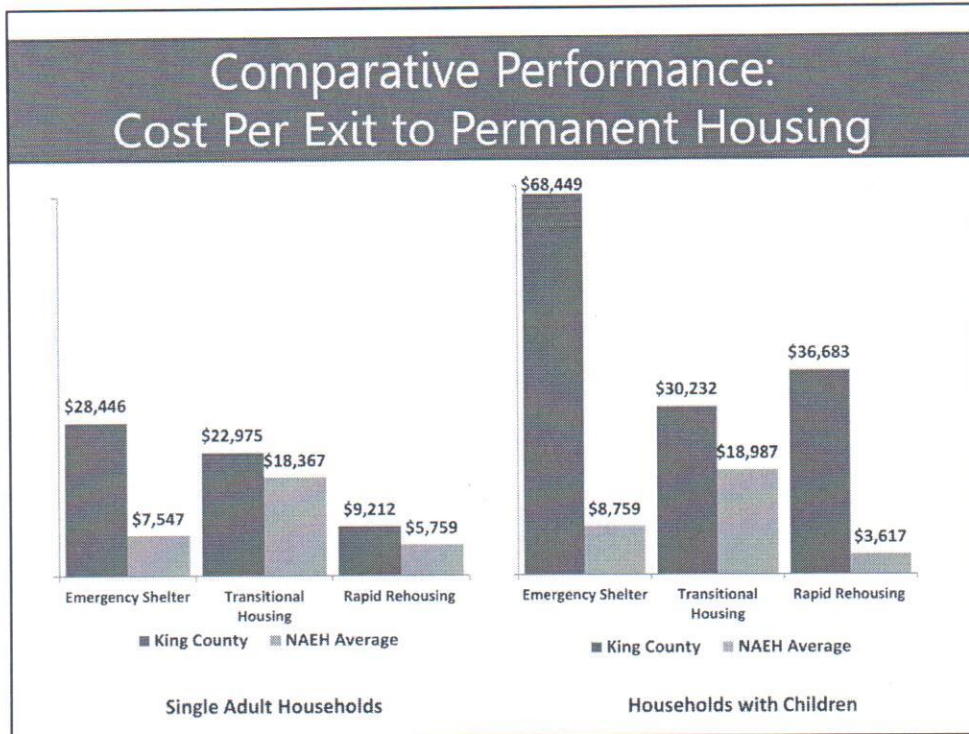
While rate of exit to permanent housing has not been identified as a HEARTH performance measure thus far, HUD does currently require that we measure and report on it in many of our grant applications for HUD funding.

Rate of exit to permanent housing is an important driver of system performance because it relates to HEARTH's length of time homeless and returns to homelessness goals. If people exit one housing program to go to another, that increases their length of time homeless, and we will need to add these program stays together to get their total time homeless. It also sets the frame for examining returns to homelessness, and is ultimately how our system ends homelessness on an individual level – by moving people to permanent housing.

This slide shows that King County does not track where single adults go after they leave emergency shelters. So how does the County know that emergency housing works? –David Preston

people to permanent housing.

In the next slide, we'll be talking about how much we spent to get each of these exits to permanent housing.



What you're looking at in this graph is the cost for each exit to permanent housing. It's based on the investment information you saw a few slides ago, where we looked how an estimate of much money we spent on each of these intervention types. What you're looking at right now is that number divided by the number of exits to permanent housing we saw for each sector.

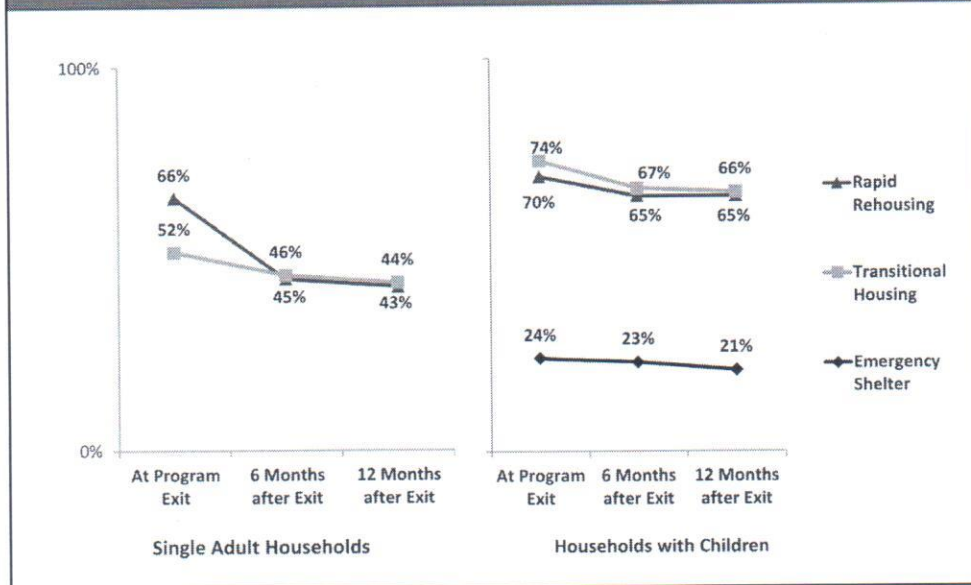
You can see here that our community saw higher costs per successful exit across the board. This is particularly pronounced in the family system. Some of the difference is likely structural – King County is a high cost community and the NAEH comparison communities are a mix of high and low cost communities. Similarly, family shelter costs may be higher in part because of our ethical commitment to provide families with apartment-style shelter. Although we were disappointed to see that we had higher rapid rehousing costs than other communities, we believe this is largely due to the program model we used. Staff from all the major funders have been working closely together to better align our community's model with what's been done successfully in

This slide purports to show that King County can track the cost of moving someone from emergency housing into permanent housing, even though the County doesn't track "rate of exit" (see page 23). In any case, the slide claims that the "cost per exit" for single adults in King County is \$28,446, or more than three times the NAEH national average. For families with children, it is \$68,449, or more than seven times the national average. –David Preston

\*We're able to calculate costs per exit to PH for the single adult shelter system because the methodological challenges only effect total numbers of exits, not those to PH



## 2011 Performance: Exits to Permanent Housing that Stick



The graph that you're looking at right now is a metric NAEH is tentatively calling exits to permanent housing that stick. Functionally, it's the inverse of HEARTH's returns to homelessness measure.

I'll orient you to the graph quickly – this is just data for our local system. Rapid rehousing data is in blue, transitional housing data is in orange, and emergency shelter data is in black. The data point farthest to the left is whether people exited to permanent housing – the same measure you saw earlier. The middle data point is what fraction we believe they are still there six months later, and the farthest to the right is what fraction we believe are still there one year later. It's basically a survival curve for exits to permanent housing.

You can see here that in our system, if people are going to return to homelessness they mostly do so within the first six months. After that, the slope of the line flattens out, indicating that no additional people returned to homelessness. Therefore, our policy and program planners are investigating the option of making available small amounts of additional support in the first 6 months only to those clients who need it.

This slide shows that King County does not track whether exits from emergency shelters to permanent housing "stick" for single adults. For households with children, the percentage of emergency-to-permanent housing "sticks" is the lowest of all. –David Preston

We didn't include comparison data here because it lacks the 6 month time point. However, I can tell you that in comparison communities, the rate of return to homeless is stable across all three intervention types, with about 3 to 6% of those who exited to permanent housing returning to homelessness within a year.

Lastly, I'm going to be talking to you about the modeling functionality of the calculator. It doesn't present well visually, so I'll just let the screen go black.

TURN SCREEN BLACK



**END**

ON BLACK.

While the modeling functionality of the calculator doesn't show well visually, it's very exciting. It allows us to do some quick, high level modeling to understand better which factors drive the number of people we're able to help each year, and quickly compare potential systems changes on a few key metrics.

The modeling functionality of the calculator demonstrates that even incremental changes in our system performance could allow us to help significantly more people – for example, in our family system, 10% reductions in lengths of stay combined with 10% improvements in rate of exit to permanent housing would allow us to move nearly 200 additional families to permanent housing each year without investing additional funds, or altering our current distribution of funds.

Or, if our communities new rapid rehousing model is able to achieve similar outcomes to what other communities have seen, we would also be able to move nearly 200 additional families to permanent housing each year without investing new funds.

Alternatively, shifting SOME money away from longer, more intensive interventions like transitional housing and toward rapid rehousing interventions would also allow us to help significantly more people. Moving a few million dollars toward rapid rehousing

from other intervention types, would also allow us to help many more people move to permanent housing each year.

That's why we're very excited about the promise of rapid rehousing in our community.

TURN SLIDE ON!!

I'm about to open this up for discussion, but in sum here's where I think we are.

We're very proud of the progress we've made thus far in achieving our 10 year plan construction goals.

Yet, I think we're all sharing the same frustration in seeing the One Night Count numbers hold steady despite these efforts.

We're currently interested in making a renewed commitment to systems level thinking, including both foundational efforts to understand our system as it is right now, and efforts to better understand systems performance and the drivers of homelessness.

We believe that this work, combined with the promise of rapid rehousing, will help us begin to move the dial on homelessness in our community.