




**Eastside Men's Shelter and
Supportive Housing Project**

Due Diligence Reports

March 27, 2017



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- A: Additional background on local & regional response to homelessness
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1 INTRODUCTION

There is a pressing need for housing and services for individuals in East King County experiencing homelessness. Homelessness in Bellevue has long been an issue, but has become increasingly visible over the past several years. In response, the city has made increasing investments in the network of response to homelessness, including investments in facilities, services, and enforcement. Many of these efforts are coordinated with other cities on the Eastside, including City Council policy direction making it a City Council Priority to work with regional partners to establish an eastside permanent winter homeless shelter.

Since the winter of 2008, Bellevue has hosted a low barrier men's shelter, located at interim sites in four different neighborhoods, Crossroads, Northeast Bellevue, Bel Red and Wilburton. A day services center has also operated in Downtown Bellevue. Recognizing the inefficiencies of moving the shelter every year or two the City Council set a goal to establish the shelter at a long-term location. This focus on a men's shelter is part of a regional Eastside approach to increasing shelter capacity. The city worked through ARCH (A Regional Coalition for Housing) to identify a potential site for the men's shelter. At the same time, Redmond continues to host a shelter for youth and young adults, while Kirkland is working to establishing a new shelter for women and families.

In Bellevue, work began to identify a publicly owned site in a predominantly commercial area, close to transit and supportive services. The shelter would be operated by Congregations for the Homeless (CFH). They have operated the existing low barrier men's winter shelter with success in addition to their year-round rotating shelter, which has served men experiencing homelessness since 1993. CFH is a local agency that began as an arm of the Eastside Interfaith Social Concerns Council. CFH has extensive wrap-around services for men including case management and life coaching, access to subsidized housing, and until mid-2016 operated a day services center in Downtown Bellevue. When it was determined that housing could also be part of the Eastside Men's Shelter and Supportive Housing Project, CFH turned to an existing local partner in the non-profit housing development community, Imagine Housing. Imagine Housing (formerly St. Andrew's Housing Group) owns and operates almost 500 affordable apartment units across the Eastside.

On August 1, 2016, City Council approved moving forward with additional investigation of a potential site for a shelter and day services center for single adult men. The City Manager was directed to enter into a letter of agreement with King County to evaluate the county-owned property adjacent to the Eastgate Transit Center and Park & Ride and the Eastgate Public Health Center, at 14350 SE Eastgate Way. The property location could support a structure of sufficient size to accommodate an overnight shelter, a day services center as well as affordable housing units. The Joint Letter of Agreement is available here:

www.bellevuewa.gov/pdf/Parks/letter-of-agreement-bellevue-public-health-site-8-2-16.pdf

The investigation phase approved by the City Council last August included direction to:

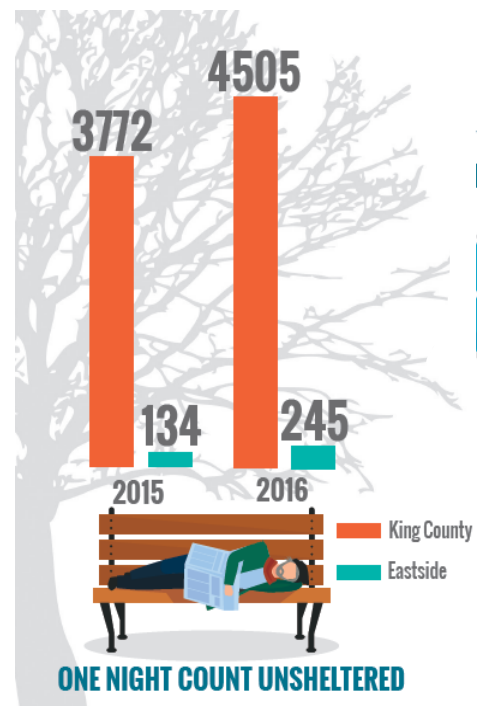
- Process Land Use Code amendments and rezone property consistent with the Eastgate I-90 Comprehensive Plan
- Assure that the Eastside Men’s Shelter and Supportive Housing Project would be developed consistent with the Eastgate I-90 Vision
- Negotiate an agreement for use of the property with King County and the development partners
- Develop a detailed program and funding strategy for the project and assist is seeking funding to support the project
- Lead community outreach to collect feedback from the immediate and broader community.

Consistent with the commitments made above, city staff and project partners, Congregations for the Homeless and Imagine Housing, have been researching best practice examples and presenting the concept of this project to public groups and individuals for the past nine months. In November 2016, an update was provided to the City Council. At that update, the Council was presented with a summary of the key themes of public comment around the proposal, as well as a report relating to crime data in Bellevue around the existing interim shelter. In order to address public feedback, a series of reports were promised to provide the council and community with additional information about the proposed project, along with best practices in shelter design and operation, identification of potential secondary impacts, and approaches toward mitigation if the project were to proceed at the proposed site. Those reports are contained in this document.

Taking Action in Bellevue

The City and the broader Bellevue community have been taking actions to address homelessness for many years, with approaches designed to be both compassionate and pragmatic. This includes efforts to keep people from falling into homelessness, to provide subsidized housing, to work with community partnerships on rotating shelters, and other efforts. The goal is to prevent homelessness if possible, and when it does occur, to transition individuals back into stable housing as soon as possible.

Nonetheless, personal crises will occur and there has been a steady demand for emergency shelter beds in Bellevue and on the Eastside resulting in the current interim shelter averaging 85 individuals per night. This experience informs the scope and the scale of the proposed Eastside Men’s Shelter and Supportive Housing Project. The proposed emergency shelter would have the same capacity as the shelter currently operating at an interim location.



The city has responded to homelessness not only through supporting funding for the men’s winter shelter, but also through policies and funding through A Regional Coalition for Housing (ARCH) for affordable housing projects in Bellevue and throughout the Eastside. Some of these projects include

support services for residents to increase housing stability. The city continues to invest housing funds in ARCH to maintain and build new affordable housing throughout Bellevue and the eastside.

Including affordable housing in the men's shelter project represents an opportunity to continue steps toward providing a diversity of housing types and affordability ranges within Bellevue. Affordable housing has been the top community concern in Bellevue resident surveys on human services needs for decades. A housing component can also be part of a larger system of offering pathways out of homelessness, which is the ultimate goal.

The proposed Eastside Men's Shelter and Supportive Housing Project brings together multiple program elements (overnight shelter, day center and affordable housing, all with supportive services) that have existed in Bellevue individually into one building in order to provide more comprehensive support services to those experiencing homelessness. To discover what has worked (or not worked) in other communities, research into best practice examples and case studies has taken place and is presented in more detail in this report. Some key findings from that research include:

- The importance of designing the building in a way that promotes dignity and respect for both the people making use of the programs and those in the surrounding neighborhood.
- The need to consider impacts on a broad area around the proposed facility, with a plan to monitor and address any undesirable activity.
- The necessity of building ongoing relationships with neighbors and the community through a Good Neighbor plan.
- The advantages of creating sufficient space within the building to accommodate a wide variety of services partnerships to assist people working their way back to housing stability.
- The value of creating a pathway to housing stability that anyone engaging in services can access through a combination of support services targeted to their specific needs and personal accountability.

Development Team

The interests of the City of Bellevue and King County are defined in the Joint Letter of Agreement referenced above. Both agencies have identified the need for shelter, homeless services and affordable housing and have committed to take action to expand the availability of these resources in East King County. However, the Eastside Men's Shelter and Supportive Housing Project will not be a city- or county-owned or managed facility. If the project moves forward, the city's role would be one of funder (through ARCH) of operations and capital costs, and of permitting and regulating the development. King County's role is as property owner, provider of services through Public Health, and funder of services and capital costs. In partnership with ARCH, the city established relationships with two non-profit service providers to investigate the feasibility of the project at the Eastgate location. If the project goes forward, these entities would take the lead in constructing, operating and maintaining the proposed building. These two local agencies, both founded in Bellevue with missions to serve the Eastside, know the community well and understand the community culture.

Congregations for the Homeless

Mission: The Congregations for the Homeless mission is to end homelessness on the Eastside by helping men make the transition from life on the street to stable, independent living.

History: Created as an agency of the Eastside Interfaith Social Concerns Council, the Congregations for the Homeless (CFH) men's shelter first opened its doors in 1993. Founded and operated by volunteers, the year-round shelter program was created with the mission to provide a warm, safe, hospitable place for single men to sleep and be nourished with three healthy meals each day. Over the years, the shelter program has added access to showers, laundry, computers, medical assistance, and dental services. A housing program was added in 2006 to assist shelter users in obtaining and maintaining stable housing. In 2008, CFH began operating a winter shelter in Bellevue and opened a day center (also in Bellevue) in 2012. A street outreach staff person was added in 2014.

Imagine Housing

Mission: Imagine Housing develops affordable housing, builds welcoming communities and fosters vibrant futures.

Vision: "Our vision is an Eastside with interconnected and welcoming communities where all people can live, learn, work and play."

History: St. Andrew's Housing Group (SAHG) – later to become Imagine Housing – was founded in 1987 by members of Saint Andrew's Lutheran Church in Bellevue. In 1992, SAHG opened its first housing development, Andrew's Arms, providing 14 units of affordable housing in Issaquah. Since that time, Imagine Housing has worked diligently to develop and operate affordable housing communities throughout East King County. Today, Imagine Housing's 485 affordable living apartments are home to nearly 1,100 individuals in Bellevue, Issaquah, Kirkland, Mercer Island, and Redmond.

Research & Due Diligence

Working from City Council direction, and in response to feedback from the community, four reports are prepared and included in this document. The following chapters explore:

- Proposed project and program design
- Community feedback synopsis from city-led outreach efforts
- Best practice research and case studies
- Surrounding area impact assessment with preliminary mitigation options

Each chapter can be read and understood as a stand-alone document. However, there is value in reading each chapter in the order presented. The project design chapter conveys what is known about the "who, what, when and where" of the proposed project. The following chapters convey the "why." Information from these chapters should track back to the project and program design, as community feedback, best practice research and assessment of surrounding area impact are critical components of the project design.

Links for more information On Homelessness in Bellevue and King County

Homelessness on the Eastside: Statistics

http://www.bellevuewa.gov/pdf/Parks/mens_homeless_shelter_infographic.pdf

Bellevue Human Services Needs Update 2015-16

http://www.bellevuewa.gov/humanservices_needs_update.htm

Bellevue Affordable Housing Strategy

<http://www.bellevuewa.gov/affordable-housing.htm>

Communities Count: Social and Health Indicators across King County

<http://www.communitiescount.org/>

All Home: Homelessness in King County, Demographics and System Performance

<http://allhomekc.org/the-problem/>

2 PROJECT & PROGRAM DESIGN

The proposed Eastside Men's Shelter and Supportive Housing Project remains in an early stage of design. There are many details that would be addressed in the coming phases of design that would address in more detail who is served by the project, the necessary supportive services, and operation details. At the same time, the community needs enough information about the proposed project to determine how the project will fit into the context of the proposed location at the Eastgate Public Health Center site.

To provide this level of detail, Imagine Housing and Congregations for the Homeless have been developing a base project design and programming plan. This design is responsive to the following factors:

- Bellevue and Eastside need for shelter and services for individuals experiencing homelessness and the long-standing community need for additional affordable housing inventory
- Community feedback from hundreds of individuals collected over the past eight months, particularly focused on concern about compatibility with the existing uses and vision for the area, public safety, and community benefit
- Best practice examples of similar projects
- Recent and ongoing regional system changes being implemented across King County to make homelessness rare, brief and one-time
- Local and regional system performance metrics,
- Recent professional consultant recommendations included in the September 2016 Seattle/King County Homeless System Performance Assessment and Recommendations with Particular Emphasis on Single Adults

Considering these factors and the research below, the project and program design is as follows:

- Overnight shelter with 100-bed capacity serving men at least a portion of which operates as a low-barrier shelter with the rules and procedures that have been used for this shelter at its past and current interim locations;
- Day services center with a capacity to seat 125 individuals and space for community building and engaging in a wide variety of services aimed at creating a path to stable housing and self-sufficiency; and
- 50-60 affordable housing units serving single individuals (men and women) in the same structure, located in floors above the shelter/day center and with a separate entrance and community spaces. Some percentage of these would be set-aside to house individuals experiencing homelessness; the remaining units would be established with affordability levels at or below 50% of median income. The housing units will be service-supported as well, so that housing stability is able to be maintained.

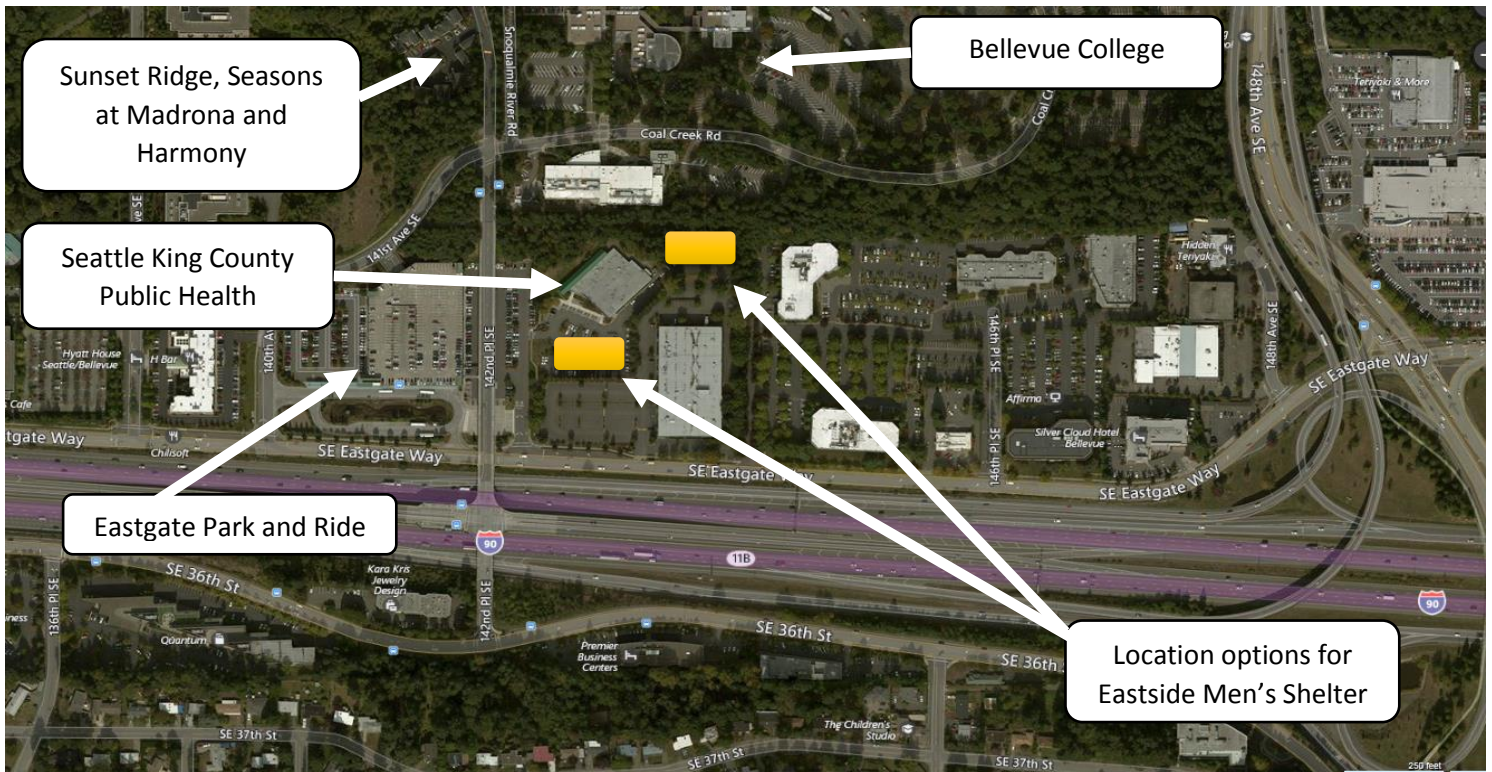
First and foremost, the proposed design is keyed to the need experienced in Bellevue and East King County for shelter for individuals experiencing homelessness and to the ever-present need to expand affordable housing options and inventory. The region’s priority for response to homelessness for any individual is that it be “rare, brief, and one time.” This led the project partners (CFH, Imagine Housing, and King County) to conclude that a single project that included shelter, a day service center and affordable housing could meet the overarching objective of offering a rapid pathway out of homelessness, additionally keeping clients with Eastside connections sheltered and housed on the Eastside. The city is in the process of determining whether continued partnership in this project would serve its objectives of working to establish a permanent site for a homeless shelter.

The 2016 Homeless System Performance Assessment for King County highlighted the need to “improve effectiveness of shelter in exiting people to permanent housing” and called for “more strategic use of permanent affordable housing to provide pathways out of homelessness.” This project, with the robust level of services described in this report for both the day service center and the supportive housing components could make progress at meeting both of these recommended objectives. Within the same building it may be possible to implement the recommended “moving on” strategy that would assist people in advancing from shelter to supportive housing and eventually to housing with few if any support services or rental subsidies.

Creating this pathway will require flexibility from project funders, the services providers and the community where the project is located. In researching best practices, it was clear that there is no single formula for success that can be applied in any situation. Each community and each facility worked toward the same goal of ending homelessness, but did so in different manners and with different values underlying the design of each project.

The following sections describe in more detail each of the project and programming components.

The Eastgate Public Health Center Property

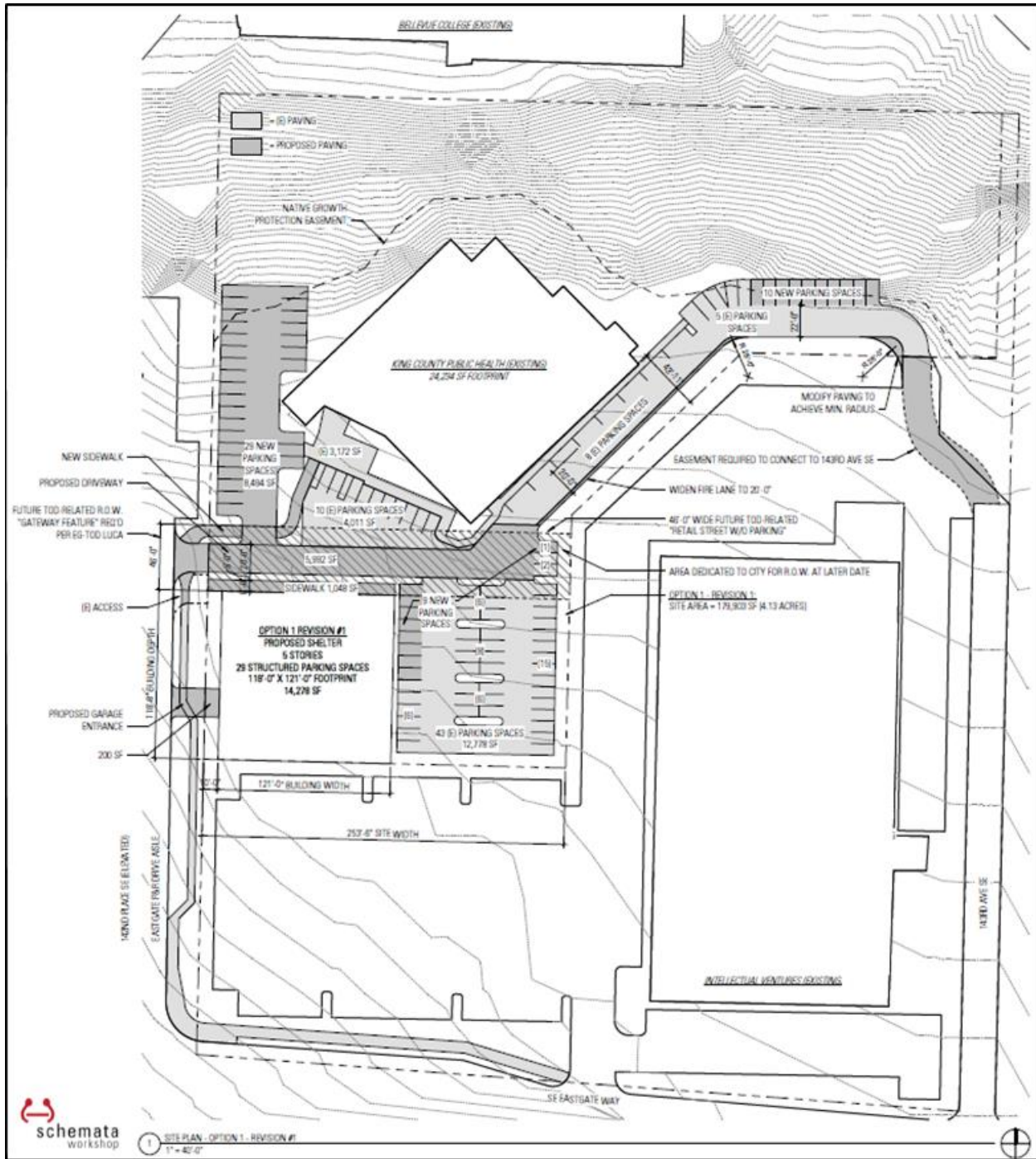


The prospective location of the Eastside Men's Shelter and Supportive Housing Project is on property owned by King County adjacent to the Seattle-King County Public Health Center and the Eastgate Park and Ride, located at 1435 SE Eastgate Way.

The location is situated in an area with several distinct features:

- a) The land use for this location is planned for future transit-oriented development for properties east of the Eastgate Park and Ride.
- b) The nearest residential neighborhood communities are Sunset Ridge Condominiums, Harmony townhomes and Seasons at Madrona townhomes, located up the hill north off of 142nd PI SE.
- c) The Bellevue College campus is immediately to the north, with an annual enrollment of over 30,000 full and part-time students.
- d) The Eastgate Park and Ride is one of the heaviest used P&R in King County and provides ease of access to the location via public transit.
- e) There is a wooded buffer between Bellevue College and the Lincoln Executive Business campus and additional wooded areas and trails in the surrounding vicinity.

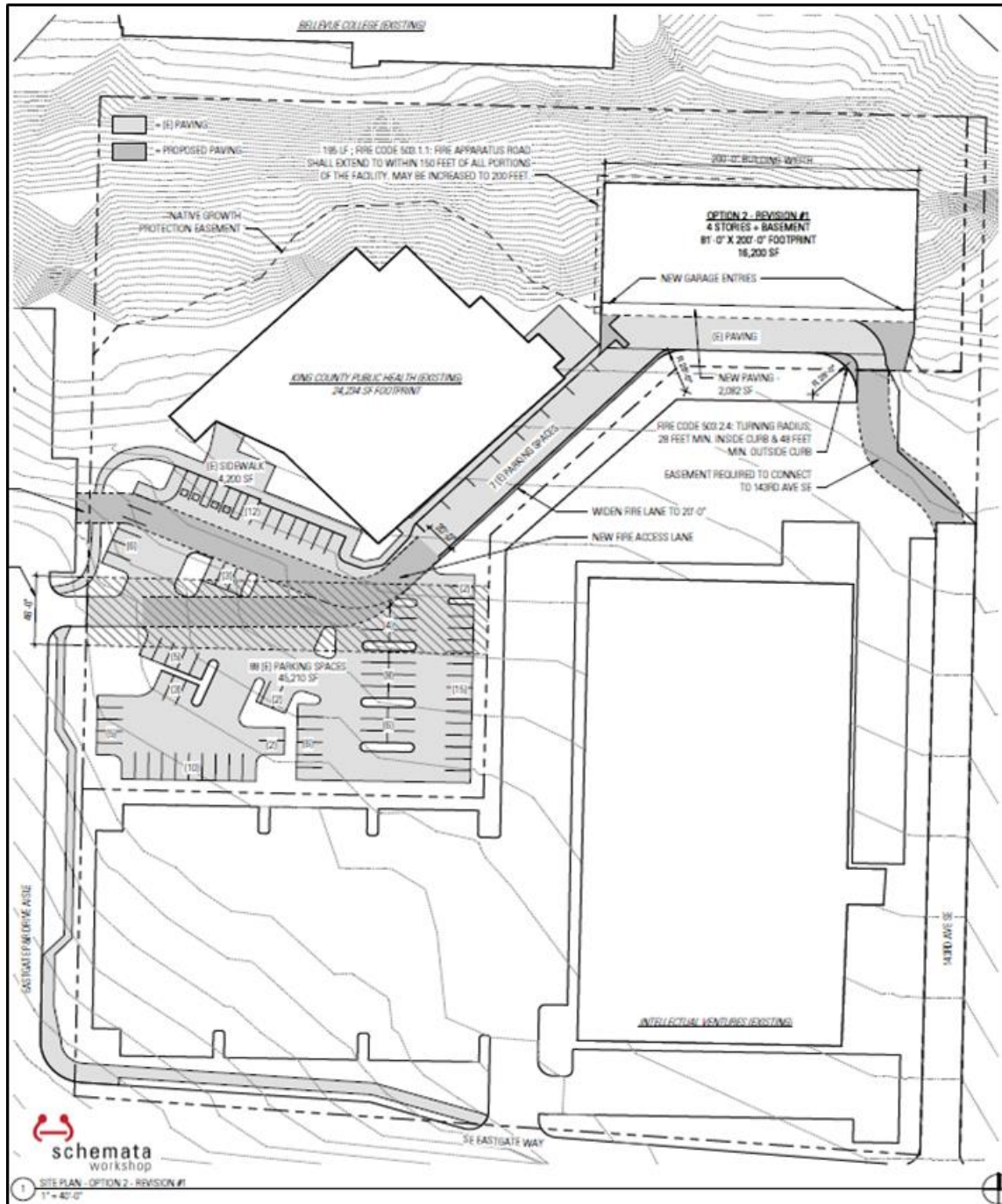
For more information on how the proposed building locations fit within the redevelopment vision of the Eastgate Transit-oriented Development (TOD) area, please refer to the Surrounding Area Impact and Mitigation Options chapter of the report.



Preliminary Site Layout Options

Within the 4-acre King County-owned property, there are two locations where a new structure could be built, as depicted in the potential site layout diagrams. Option 1 would develop the building on the southwest corner of the property on the existing surface parking lot. Option 2 would develop the new building on the northeast corner of the property, largely on the wooded slope just east of the existing Public Health building. The eventual preferred location is dependent upon a number of factors including:

- Site considerations derived from community feedback and neighboring property owners
- Future Eastgate Land Use Code provisions (yet to be adopted)
- Compatibility with the transit-oriented development vision of the Eastgate I-90 Land Use and Transportation Project plans
- Project cost
- Site access options from Eastgate Way and from the Eastgate Park & Ride
- Building, environmental and fire code standards and requirements
- Compatibility with the Eastgate Public Health Center parking and operations
- Temporary impacts expected during construction



Option 2: Northeast corner

If the project progresses at the proposed property, the city, King County, Congregations for the Homeless and Imagine Housing will work deliberately through each of these issues.



Initial artist's rendition of the proposed Eastside Men's Shelter and Supportive Housing Project (subject to change).

Shelter & Day Services Center

The purpose of the overnight shelter is to:

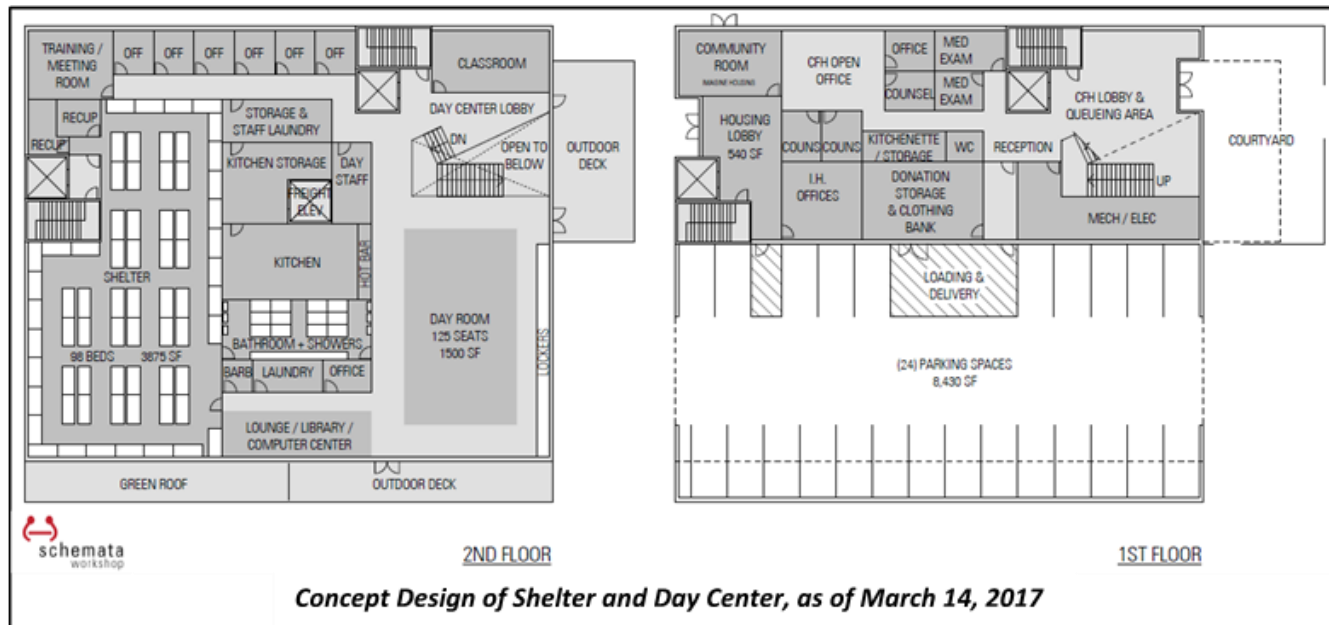
- 1) Protect the life and safety of men sleeping outdoors;
- 2) Be a conduit to engage men and connect them to needed resources that will help them leave homelessness as quickly as possible, and;
- 3) Provide a resource for any public safety staff in Bellevue (police, fire, park rangers, college or school security or private security staff) to direct people who may be trespassing or in unpermitted camp sites or illegally parked cars.

The overnight shelter space is envisioned as one large room containing space for 100 beds. The capacity of 100 beds has been set based upon Congregations for the Homeless experience over the past several years, serving an average of 85 individuals per night during winter months and nearing 100 men on the coldest periods. Reflecting the fact that shelter beds are intended for short stays, few additional amenities beyond electrical outlets would be provided in the shelter. All storage of personal belongings would occur in large lockers.

Shelter Programming Plan

Throughout the night, CFH would have at least three trained professional staff working to serve resident needs and maintain safe and orderly shelter operation, with more staff during the times when the residents are awake. These staff help facilitate a place where the residents are empowered to take responsibility for maintaining cleanliness, and a culture of safety and respect for everyone. Each client will be engaged to help connect them to housing opportunities and other needed resources. Additional

information about the low-barrier shelter model can be found in the “community feedback” and “surrounding area impacts & preliminary mitigation options” chapters.



Day Services Center Project Design

The purpose of the day center is to:

- 1) Provide a welcoming space where men experiencing homelessness can access basic needs of food, shelter from inclement weather, and basic hygiene services;
- 2) Build positive relationships with men that build trust;
- 3) Provide easy entry to necessary support services that will lead to housing stability. Those services include housing placement, case management, mental health services, employment support, State or federal benefit enrollment, addiction recovery, legal assistance, counseling, medical appointments, etc.; and
- 4) Like the overnight shelter, provide public safety staff a resource to direct people whom they encounter in the course of their day.

The day services center is preliminarily designed as one large open space with capacity for 125 individuals. The capacity of 125 is set to allow sufficient space to accommodate the overnight shelter guests during the day, as well as additional individuals that may come during the day to engage in on-site services or meals. The shelter and day center are envisioned as two separate programs with independent registration processes. Day center users would not be guaranteed space in the overnight shelter. When the day center closes each day, those individuals registered to stay overnight in the shelter move into the shelter bed space and the day center space is closed for the night. In practice, since many shelter residents have jobs or other appointments to keep during the day, the day center use is not expected to reach the capacity limit on a regular basis.

Adjacent to the large day room are offices where day center users can engage with service providers and housing counselors. Two additional rooms designed specifically for medical services would also be part of the design as well as classrooms for group meetings and programs. A commercial kitchen is

included as well as bathrooms, showers and laundry facilities that day center patrons can use for basic hygiene.

Taking a cue from several other projects studied, the entrance to the day center is deliberately set at the side of the building with a screened area for individuals to congregate. This keeps the sidewalk and pedestrian environment free and open for individuals passing through the area on their way to or from the transit center.

Day Services Center Programming Plan

During the day, three to four trained professional staff would be on site providing client services, serving meals, building relationships with the men and operating the facility. Staff would also monitor the outside of the building to ensure that the day center code of conduct is being followed by any individuals as they come into or leave the day center. The area to be monitored in this way could be identified during the design and permitting process based on development and redevelopment activities, anticipated pedestrian areas and other sensitivities. It is expected that staff would be supplemented by community volunteers who assist with relationship building and meal provision as is the current practice at the interim shelter location. Additionally, professional staff from CFH and a number of other service agencies would be scheduled to hold office hours in the shelter in order to provide direct services to day center users. The staffing and support levels would be evaluated periodically as part of a defined process, so that adjustments can be made to ensure smooth operation of the center and ensure consistency with community expectations.

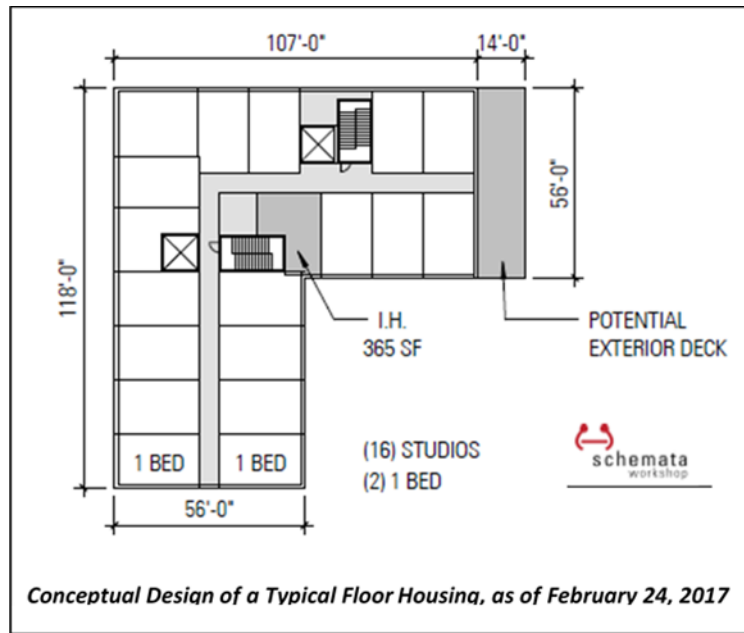
Supportive Housing

The purpose of the housing is to:

- 1) Maximize the use of this property to add to Bellevue's need for additional affordable housing inventory.
- 2) Create units within the housing at this location that can be used to serve individuals exiting homelessness, creating a pathway to stability that may start in the shelter or day center and end with a home on the floors above.
- 3) Add additional "eyes on the street" in the form of housing residents and the trained professional staff that will operate the housing.
- 4) Take advantage of the site's proximity to the Eastgate Transit Center and location within the Eastgate Transit-Oriented Development area to provide housing for a transit-dependent population.

Project Design

On the floors above the shelter and day center, between 50 and 60 units of affordable housing would be developed. The units are anticipated to be a combination of studios and one-bedroom apartments. Unlike the shelter and day services center, which are limited to men, the housing would be available to all genders. The housing units should be physically separated from the shelter and day center space with a separate controlled entrance and independent elevators. Designing the entrances separately is a feature seen in other similar projects. The purpose is to make it easier for access to be controlled and managed by the housing staff and the shelter/day center staff.



There are many options for how to structure the housing units based upon the type of future resident to be served. In this case, Imagine Housing is proposing small units, with studios and one-bedroom configurations. Approximately half of the units are proposed to serve households making less than 50% of the area median income (approximately \$31,650 per year for a one-person household in 2016). The other half of the units will be made available to households making less than 30% of the area median income (approximately \$18,990 for a one-person household in 2016). Apartments affordable to these income levels are extremely limited in Bellevue and are in great demand.

In addition to income restrictions, a large portion of the housing units would be set aside for individuals exiting homelessness. The residents of those units would not necessarily be limited to the users of the CFH shelter. However, the shelter, services and housing available in this building make it possible to offer a path to stability for individuals experiencing homelessness all in one location. This distinctive characteristic is an element that the City and service providers wish to develop in order to help meet the region's goal of making homelessness rare, brief and one-time. The precise mix of affordable units and homeless set-aside units would be defined in the next steps of the project, if it goes forward. The final mix would be informed by available and needed funding, as well as the project partners' determination of the mix that best serves the objectives of meeting the eastside need and moving people out of homelessness into stable housing.

Programming Plan

Assuming the number of units and approximate mix of affordability defined above, Imagine Housing would provide one to two on-site case management professionals in addition to four to five building management staff to coordinate services for these households as they work toward maintaining their housing stability over time. This includes day and night front desk staff that would monitor the front entrance and act as a first point of contact for housing residents and guests. The desk staff for the

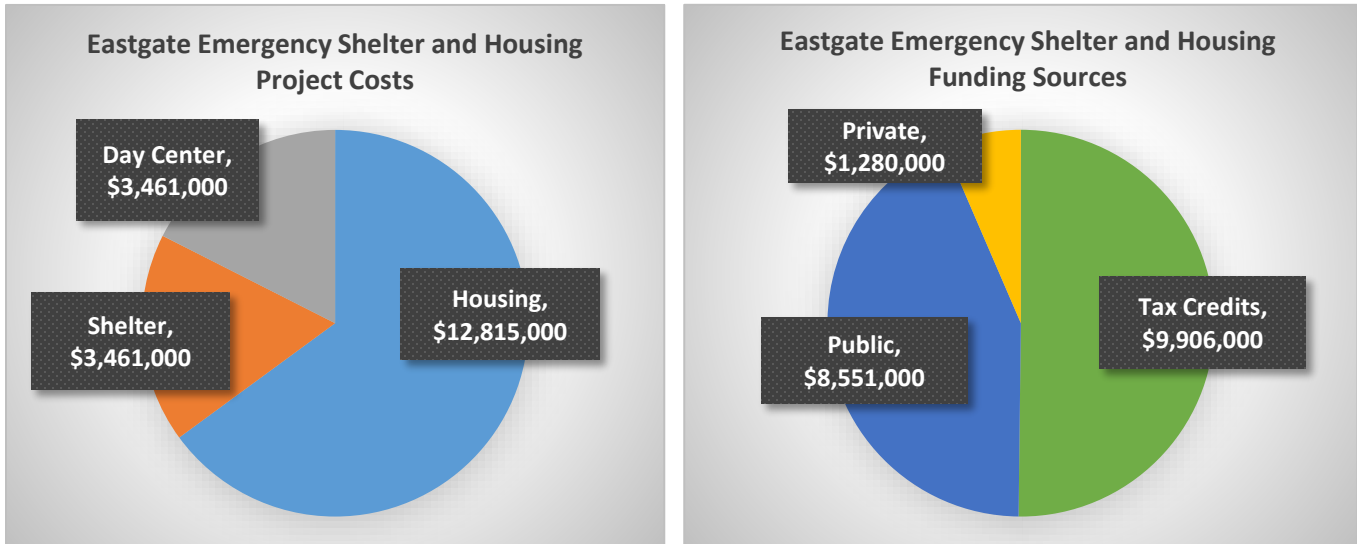
housing should work in cooperation with the staff of the shelter to maintain the safety and security of the housing residents, the shelter users and the area surrounding the building. Additional details about this coordination and monitoring and adjusting operations between the two facilities is envisioned to be part of the design and permitting process if the project moves forward.

For those households who are exiting homelessness, case management and supportive services would be provided by Imagine Housing. Some households will likely need a high degree of assistance while others will need a lower degree of services. For this project, considering the fact that it would be co-located with an overnight shelter and day services center for individuals experiencing homelessness, Congregations for the Homeless and Imagine Housing have worked together to propose a tenant mix for the housing that will result in a diversity of households of varying levels of ongoing service needs.

Having diversity in the tenants of the housing creates an environment that to a large degree aligns with the level of need for homeless housing in Bellevue and East King County. There are a small percentage of individuals experiencing homelessness on the Eastside that are highly vulnerable and will need a high level of supportive services to maintain their housing. Those individuals could have a place here where they could take advantage of the case management and support services offered both by Imagine Housing and Congregations for the Homeless, in the same building. There are a large percentage of individuals experiencing homelessness that have a lower level of need and will not need long-term support to become employed (or better employed) and stable. Those individuals would have a home here as well, and could move to unsubsidized housing when income and circumstances allowed. The proposed mix of tenants is anticipated to create some turnover in the community so that the subsidized, service-supported housing can be accessed by a higher number of individuals over time. The service level needs of the community may ebb and flow over time. To ensure that there are always enough staff resources available to meet the needs of the tenants, the staffing and support levels would be evaluated and adjusted periodically by Imagine Housing.

Overview of Costs and Funding

Initial cost estimates for the entire facility total about \$19.7 million, with 65% of this amount needed for the permanent affordable housing, 17.5% for the day center, and 17.5% for the shelter. This general cost breakdown is depicted on the following pie charts.



As project developer, Imagine Housing, working in partnership with CFH, will be responsible for assembling the capital funding needed to build the project. As with most very low income housing developments, the largest share of funding by far is expected to come from federal tax credits, projected at \$9.9 million, or 50% of the entire project budget. Public funders—ARCH including the City of Bellevue, King County, and the state—are projected to cover about \$8.5 million. ARCH has already set aside \$700,000 for the shelter, and the state has so far set aside \$1.4 million. \$1.2 million are expected to come from private sources. This general capital cost breakdown is also summarized in a chart above. Please note that these breakdowns are preliminary and the numbers are likely to change as the project develops.

In addition to the capital costs describe above are the ongoing costs to run the facility. This includes such items as staffing, maintenance, counseling services, and other ongoing operating costs. Operating costs are not yet known but will be further understood as the facility design progresses.

CORRECTION: Numbers used in an earlier version of the preliminary costs and funding sources charts were incorrect. They have been updated.

3 COMMUNITY FEEDBACK

The Bellevue community has sent in a wide range of questions and feedback regarding the Eastside Men's Shelter. Hundreds of written comments have been submitted to the, providing both support and opposition for locating a shelter in the Eastgate community. A complete written compilation of all written comments received from 8/2/2016 - 3/27/2017 is available on the project web site, as well as the submitted petition, "Residents Against Eastside Men's Shelter" signed by over 2,600 supporters.

The public outreach led by the City pursuant to the Joint Letter of Agreement has included contacts to surrounding businesses, stakeholder briefings, and public community meetings. Updated information is posted on the city website:

www.bellevuewa.gov/eastside-mens-shelter.htm

Public outreach and community dialogue during this process is, and will continue to be, critical. The research completed for the best practices report showed that there is no single formula for success for projects and facilities addressing homelessness. Instead, each community worked collaboratively toward a shared set of goals with available resources. Each case study mixed different techniques along with unique community values to design the project and associated programs. An on-going relationship with a defined group of surrounding stakeholders is the best practice of many of the projects visited in the case studies and is expected to be a feature of the programs at the Eastgate location if the project moves forward. This group of stakeholders plays a role in ensuring that program operations are addressing the initial goals of the project.

Major common themes emerged from the record of public feedback in the early months of outreach, and those themes were shared with the City Council at its meeting on November 28, 2016. Since that time the major themes have stayed consistent. They are summarized as follows:

Common themes from the comments opposing the shelter:

- a) Frustration with the public process and lack of transparency.
- b) Concern regarding crime and public safety for the area surrounding the shelter.
- c) Concern about it being a 'low-barrier' shelter.
- d) Concern about proximity to daycares, schools, residential homes, Bellevue College, etc.
- e) Concern about potential impact on local property values.
- f) Support for the homeless, but adamant that this is the wrong site.

Common themes from comments supporting the shelter:

- a) Recognition that homelessness is a reality on the Eastside and gratitude for the City to take a leadership role in addressing homelessness in Bellevue.
- b) Confidence in Congregations for the Homeless and Imagine Housing as local service providers.
- c) Support for the proposed location in Eastgate, emphasizing proximity to transit and coordination of social services.
- d) Personal volunteer experience or connection to the homeless men served and acknowledgement that this program/facility will save lives.

Community-Generated Mitigation Strategies

The quantity and quality of the public discourse regarding the Eastside Men’s Shelter and Supportive Housing Project has resulted in a wealth of feedback around the impacts that must be particularly addressed. Commenters in some cases have also provided ideas for mitigation strategies that should be pursued if the project is located at this site. The strategies and suggestions can be grouped into two categories. The first category are strategies that relate to system level program design and overall outcomes. These strategies can be applied no matter where the project is located. The second category of community-generated mitigation strategies applies specifically to the proposed site at the Eastgate Public Health Center property. Those strategies have already been a valuable tool for all the project partners as the work to determine the ultimate feasibility of this location takes place.

Program Design and Outcomes

A point of common ground between those that oppose and those that support the Eastside Men’s Shelter and Supportive Housing Project is recognition that there is a need to address the real problem of homelessness in Bellevue. The number of individuals experiencing homelessness on the Eastside continues to grow and there is support for providing facilities and services that help transition men out of homelessness.

Bellevue residents generally support Bellevue providing facilities and services that help men to exit homelessness but generally do not support facilities or services that enable individuals to remain homeless without some accountability. Further, those that support the shelter at this location and those that believe it should be located elsewhere generally agree that Bellevue should not follow in the footsteps of Seattle. In many regards, this relates more to unpermitted encampments and trespass issues as opposed to indoor shelter provision, but there is also a recognition that shelters and service centers can have a magnet effect. Again, residents have been clear that no matter where the facility is located, they prefer it to focus on providing services to men who are, or will be motivated to exit homelessness and regain stable housing.

Understand and mitigate the impacts of a low-barrier program

A dominant concern from residents has been about the low barrier operating model for the overnight shelter and day services center. In the FAQ: Shelter Operations, Congregations for the Homeless explains what low barrier means:

What is a low-barrier shelter?

A low-barrier shelter accepts people based on their ability to be behaviorally appropriate. The shelter does not screen out people for any other reason other than behavior that puts staff, clients, or the wider community at risk. This means that people can access the shelter and day center who may be under the influence of drugs or alcohol or have criminal records.

A low-barrier shelter is not a new idea for Bellevue. For the past 8 years, CFH has operated the existing winter shelter as a low-barrier facility in various city neighborhoods. Regardless of personal histories, they do not turn away needy individuals who otherwise would be exposed to the elements. CFH does cooperate with the Bellevue Police Department (BPD) in conducting warrant and sex offender checks, and BPD officers have established relationships through an established set of routine visits to the shelter. CFH also requires shelter clients to adhere to a clear set of behavioral expectations in and

around the shelter. CFH builds relationships and attempts to maintain an environment in the shelter and its day center that supports shelter clients' ability to focus on the underlying goal of transitioning them out of homelessness altogether.

In voicing strong concern about the low-barrier operating model, commenters raise questions about whether the Code of Conduct established for the shelter and day services center is adequate to protect the surrounding community from shelter clients, some of whom may have a prior criminal history, be under the influence of drugs or alcohol, mentally ill, or a registered sex offender.

For those opposed to siting the Eastside Men's Shelter in Eastgate, there is a strong association expressed by members of the community that an increase in the number of homeless men in the community would equate to increased criminal activity. The comments in the "Residents against Eastside Men's Shelter" petition are filled with safety concerns for women, children and students, citing that the shelter would bring into the neighborhood felons, mental illness, drug addicts, sex offenders and criminals. In addition, there is concern from the neighboring residents about a "spillover effect" into the surrounding area, including potential increases in loitering, pan handling, litter and garbage, crime and unpermitted camping in Eastgate's wooded areas.

Comments in support of the Eastside Men's Shelter have stressed that the Eastside Winter Shelter has already operated as a low-barrier shelter since its inception in Bellevue in 2008. Additionally, the overnight shelter capacity to serve up to 100 men a night would remain the same. Volunteers have spoken about their experience in the shelter, emphasizing that it was a safe environment.

It is expected that any community in proximity to a shelter operating with a low-barrier model would have concerns about public safety. This concern is shared by CFH, the city, and volunteers as well, and has led to the development of protocols that are used at the existing shelter. The operation of a shelter of this kind requires addressing the community concerns while ensuring that single men have a safe place out of the elements in times of crisis. Bellevue Police provided an overview of the current protocol and coordination with Congregations for the Homeless in the [FAQ - Public Safety](#) document, as well as, [Police Data Analysis](#) regarding crime statistics over the past 5 years comparing crime data for the previous location of the Eastside Winter Shelter with the Eastgate location and citywide trends. The reports are posted at:

www.bellevuewa.gov/eastside-mens-shelter.htm.

Ensure that Congregations for Homeless (CFH) and Imagine Housing are the right fit

Congregations for the Homeless and Imagine Housing are established, local Eastside service providers with a history of providing these services. This project would likely require both agencies to increase their organizational capacity and establish an excellent working relationship with each other to keep operations at the building running smoothly. Operating partnerships like this can be challenging. Residents want to make sure that both agencies are up to the task and are well supported to keep the project operating successfully long-term. In a number of places in this report, we note the importance of having clear operating expectations and protocols up front, as well as having a monitoring plan and adaptive approach to those operations. This would ensure that the fit of the service providers remains consistent with the project's stated objectives.

In addition, based on feedback we received through the stakeholder outreach process, we anticipate that CFH and Imagine Housing could be bolstered by a number of other local partnerships. Bellevue College has opened the door to explore partnerships with its workforce training program and ongoing

education classes. Local businesses have offered to support fundraising drives and explore possible employment opportunities for the men. King County Library raised the possibility of partnering with their mobile library and computer classes. And many residents have proffered support through commitments of personal volunteering at the overnight shelter.

Site Specific Mitigation strategies

The location at the Eastgate Public Health Center provides unique opportunities and challenges. Through public outreach and engagement, the community has provided the following insights:

	Supportive Comments	Concerns
Proximity to Eastgate Park and Ride	Provides ease of access for individuals without transportation to access the shelter day services center and housing.	Increases safety concerns for P&R commuters; loitering and car prowls. Also, Eastgate seems better connected to Downtown Seattle than Downtown Bellevue making it easier for people from Seattle to come to the shelter and day center
Proximity to Bellevue College	Partnership opportunities for employment services, retraining or continuing education for shelter and housing residents; also opportunities for student engagement, education and service	Safety concerns for students on campus; wooded areas; poor lighting and cell coverage; need for greater campus security
Surrounding businesses	Local facility to refer men for services; partnership opportunities for employment; will not hinder future TOD development	Concern about potential impact on future TOD development; parking management; loitering
Surrounding residential	Support for volunteer opportunities, meeting local need	Concerns about crime, safety, “spillover effect” and potential impact on property values
Coordination of social services	Partnerships between CFH, Imagine Housing, SKCPH would improve services and outcomes	Increased services may provide “magnet for homelessness” in Eastgate, increasing population beyond what is manageable

In addition to identifying concerns, public comment has also generated numerous mitigation strategies. These are summarized below, and many are reflected in the later section of the report, entitled *Surrounding Area Impacts and Mitigation Options*.

Eastgate Park and Ride

Commenters noted that the Eastgate Park and Ride is heavily used and it is anticipated to have an increase in ridership during the closure of the South Bellevue Park and Ride for the construction of the Sound Transit Light Rail. There is also significant use of Microsoft and Amazon van pools at surrounding corporate lots, increasing overall commuter activity in the area.

There is community concern regarding existing parking management at the Park and Ride, which is not monitored and is believed to be in part used now for Bellevue College student day use. In addition, the

community notes existing concerns about public urination in the parking garage, poor lighting, the lack of Orca machines for regular users and a desire for more bike lockers.

Residents note that the proximity to the Eastgate Park and Ride provides an ease of access for homeless men from Seattle to come to Bellevue for services. There is concern from residents that the Eastgate location would provide a “magnet for the homeless” and incentivize homeless men from outside the Eastside to come to Bellevue for services.

Community concerns in response to the proposed Eastside Men’s Shelter and Supportive Housing Project identified improved lighting and security as a top priority for early morning and late night commuters. Additionally, added surveillance was recommended to deter car prowls. If the project moves forward, these concerns would be a point of discussion with King County. The city’s goal would be to work to have the County address existing safety and accessibility concerns, as well as to ensure that the facility can be maintained and operated to serve the future TOD vision as part of the development of the shelter and housing project.

Community-generated mitigation strategies

- ❖ Better Parking Management
- ❖ Improve Lighting
- ❖ Landscaping improvements on pathway between Park & Ride and Bellevue College
- ❖ Surveillance cameras for surface lots
- ❖ Increase Bike Lockers
- ❖ Add Emergency Call Boxes
- ❖ Add Orca Card Machines
- ❖ Security Coordination to Address Loitering, Car Prowls
- ❖ Need for Address Construction Access, Parking Impacts

Bellevue College

Bellevue College has a student body of over 30,000 students, including a Running Start program for younger students. Bellevue College has transitioned into a 4-year college and will become a residential community with the addition of two new dormitories (tentatively scheduled to open in Fall 2018). Bellevue College has a commitment to the safety and education of their students. Their commitment to social justice has also opened the door for potential partnerships with the Eastside Men’s Shelter in regard to workforce training, ongoing education and future student engagement to volunteer/intern with shelter operations.

Community concerns in response to the project identified campus safety as a top priority. This includes recommendations to increase the security presence on campus, improve lighting and cell coverage and explore greater partnership opportunities with Bellevue Police. Additionally, Bellevue College’s Running Start program was specifically highlighted as a program that would need to be incorporated into any future planning for notification and mitigation efforts if the shelter and housing project proceeds at the Eastgate location.

Community-generated mitigation strategies

- ❖ Improve Cell Phone Coverage
- ❖ Increase Campus Security
- ❖ Improve campus crime reporting, safety and security protocols
- ❖ Explore potential for Campus Escort Service (student patrol, walking service)

-
- ❖ Partnership with Ongoing Education, Employment services
 - ❖ Partnership with BC library staff, LGBTQ student group
 - ❖ Notification for Running Start parents
 - ❖ Explore Partnership with Bellevue College for BPD Office
 - ❖ Coordinate reporting and policing w/ Bellevue College personnel
 - ❖ Add safety lighting on pathways that users can illuminate manually or with motion detectors

Bellevue Police and Bellevue College are already in communications, both about changes on the campus that are driven by adding dormitories, and about potential partnerships associated with the potential shelter in Eastgate. These discussions will continue and opportunities to pursue the above mitigation strategies will be identified in the next steps of the shelter project.

Surrounding Businesses

The feedback from surrounding businesses in Eastgate has primarily been positive or indifferent. The positive feedback has included offers for supporting Congregation for the Homeless fundraisers, potential employment opportunities and support for a place that could offer services to the homeless men around their businesses. Nearby businesses have posed questions about how the shelter and housing programs will work, what steps are being taken to provide security in and around the proposed site, and how this fits with the proposed zoning changes coming with the Eastgate Land Use Code Amendments (LUCA).

Additionally, some surrounding businesses have expressed concerns about potential long term secondary impacts, specifically raising concerns about the possibility of a safe injection site being co-located in the area. Although there are no current plans to locate a safe injection site in Bellevue, they have inquired whether there is a way to prevent any future possibility of a safe injection site being co-located in the proximity of the Eastside Men's Shelter. The county has confirmed that neither the Eastgate site nor any other location in Bellevue is being considered as a safe injection site.

Former members of the Eastgate Community Advisory Committee have questioned how the Eastside Men's Shelter and Supportive Housing fits with the vision of the "Gateway in Bellevue" transit-oriented development and how it might impact future redevelopment in this area.

Community-generated mitigation strategies

- ❖ Establish primary contact with Congregations for the Homeless for assistance and referrals to send homeless men for services
- ❖ Address access points for men to avoid cut-through activity through adjacent parcels
- ❖ Coordination of local security already present on neighboring properties
- ❖ Parking Management
- ❖ Improve directional signage for Seattle King County Public Health and Shelter
- ❖ Proactively address concerns regarding loitering, pan-handling
- ❖ Explore land use code safeguards to prohibit any future safe-injection site near the shelter location.

Additional discussion of these mitigation strategies, as well as compatibility with the TOD vision, is addressed in Chapter 4 of this report.

Surrounding Residential

The Eastgate neighborhood is full of residents with differing views on the Eastside Men’s Shelter being located in Eastgate. Many residents have voiced their strong opposition to the shelter being located in Eastgate, while others have spoken publicly in support of the shelter location and have offered to provide their financial and volunteer support. Opponents to this location believe it to be the wrong size, wrong approach and wrong place for such a facility. Residents living in the nearby multi-family townhomes of Sunset Ridge, Harmony, and Seasons at Madrona have felt overlooked and believe the criteria used to identify the proposed location did not take their proximity to the site into account.

To date, residents who are opposed to the Eastside Men’s Shelter at the Eastgate location remain adamant that there is no mitigation that would adequately address their concerns. They continue to identify:

- a) The need to re-evaluate alternative sites
- b) The need for more research in national best practices
- c) A preference for a site closer to downtown or BelRed – providing better access to transit from the Eastside, hospital/medical services, and access to nearby employment opportunities.
- d) A re-examination of the low-barrier standard for shelter operations.
- e) Concern that the combined capacity of the overnight shelter, day center and housing units are too large for Eastgate.

Community-generated mitigation strategies

- ❖ Creation of Advisory Committee that would re-open a citywide analysis of potential sites for a homeless shelter.
- ❖ If sited in Eastgate, create a stakeholder group comprised of representation from surrounding businesses, neighborhood residents, Bellevue College, and Seattle-King County Public Health, to work on a plan for mitigation for secondary impacts and provide direct community input on facility design and ongoing operations.
- ❖ Identify a 24-hour phone number and point of contact at the overnight shelter for the community to report ongoing concerns
- ❖ Increase Bellevue Police community policing presence in the Eastgate community surrounding shelter.
- ❖ Ensure timely Police response to resident requests, especially regarding unpermitted encampment enforcement.
- ❖ Utilize BPD Bike Patrol for trails, patrol of surrounding wooded areas.
- ❖ Notification protocol for the community regarding identified sex offenders.

If the shelter project proceeds in this location, the public safety and operating protocol suggestions submitted would be considered in the next phases of the project. Bellevue Police representatives have been a key part of the project team and would remain closely involved in next steps. The next step in consideration for the location will also consider the appropriate role for an additional visible presence for BPD in the vicinity.

Eastgate Public Health Center

The co-location with Seattle-King County Public Health provides the ability to provide a full range of health care services for shelter residents, day center users and the housing tenants. These services include medical and dental care and case management. In conversations with Eastgate Clinic Public Health staff, they acknowledge that while they currently serve individuals who are homeless, the percentage of their overall client base experiencing homelessness will increase if the proposed Eastside

Men's Shelter and Supportive Housing Project is constructed on the same property. Alterations to their existing programs may be necessary to accommodate this change.

The discussion regarding the coordination of social services is underway. Staff at Seattle - King County Public Health identified concerns regarding parking management, safety measures, and the need for a proactive plan to address loitering.

Community-generated mitigation strategies

- ❖ Coordination of Parking Management
- ❖ Explore additional security protocols at Seattle King County Public Health
- ❖ Coordination of Social Services

Conclusion

This community feedback is a record of the public input to date from 08-01-16 to 03-27-17. The public outreach during this time has generated hundreds of emails, questions and comments from the community. This outreach has mobilized residents who have many questions and strong concerns about how the Eastside Men's Shelter will impact the quality of life and public safety in the Eastgate community. Congregations for the Homeless and Imagine Housing are experienced service providers who have a history of working with the surrounding community to ensure the success of their programs. If the Eastgate location is pursued for the Eastside Men's Shelter, additional outreach would be part of any design process to continue to inform potential mitigation strategies and establish a productive and long-term relationship with the surrounding community.

For the complete record of public comment, visit www.bellevuewa.gov/eastside-mens-shelter.htm:

- ❖ Compilation of Public Comment 080116 - 032717
- ❖ Residents Against Eastside Men's Shelter - Petition

Stakeholder Engagement & Public Meetings

Stakeholder Briefings

7/29 – 8/15	Door to Door Outreach to Businesses/Faith Communities
8/22	Sunset Community Association Board
8/31	Harmony Condominium Residents
9/7	Eastgate Neighbors
9/9	Urban Renaissance
9/20	King Co. Metro Leadership
9/22	Madrona Condo Board
9/22	Sunset Ridge Condo Board
9/26	Bellevue College Leadership
9/28	Intellectual Ventures
10/5	Eastgate Public Health Staff
10/20	Eastside Christian Parents
10/20	Bellevue College Student Meeting
1/25	Eastgate Resident Committee Rep. Meetings
1/28	Honda Dealership Meeting

Public Meetings

8/1	Council Study Session
9/14	Planning Commission Briefing
9/29	Community Meeting Champion Centre
10/4	Human Services Commission Briefing
10/8	Youth Link Board Retreat
10/27	Community Meeting Champion Center
11/28	Council Study Session

Media and Postings

8/2	News Release: City and County propose men's shelter in Bellevue
9/1	Neighborhood News (1900 subscribers)
9/15	Next Door Post: Community Meetings 9/29 and 10/27 (Citywide)
9/21	News Release: Community Meeting for Men's Shelter Site 9/29
9/22	Bellevue Reporter: Community Meeting for Men's Shelter
10/1	Neighborhood News (1900 subscribers)
10/15	It's Your City Article - (mailed to all City residents)
10/21	Next Door Post: Men's Shelter Meeting 10/27 (Citywide)
10/26	King 5 News: Bellevue plans for First Permanent Shelter
10/30	King 5 News: Bellevue's First permanent shelter could open by 2019
11/1	Seattle Times: Thank You Bellevue for Stepping up for Homeless
11/2	Bellevue Reporter: Eastgate Residents Draw Issues with Proposed Mens Shelter
11/14	Seattle Times: Battle Brews in Bellevue over Sheltering the Homeless
11/21	Kiro TV: Neighbors Fight Proposed Homeless Shelter
11/23	Next Door Post: 11/28 Council Briefing (Citywide)
11/30	Bellevue Reporter: Police Release Data Regarding Eastgate Homeless Shelter
12/11	Seattle Times: Eastside Communities Stepping up Efforts to Help the Homeless
2/15	It's Your City Article - Dialogue continues on men's shelter location

4 BEST PRACTICE RESEARCH – CASE STUDIES

Context: National Shift in Approach to Homeless Housing and Services

The United States Interagency Council on Homelessness (USICH) published the nation’s first Federal Strategic Plan to End Homelessness, *Opening Doors*, in 2010, with updates conducted in 2012 and 2015. The plan provides a definition of what it means to end homelessness:

An end to homelessness means that every community will have a systematic response in place that ensures homelessness is prevented whenever possible, or if it can’t be prevented, it is a rare, brief, and non-recurring experience. Specifically, every community will have the capacity to:

- Quickly identify and engage people at risk of and experiencing homelessness.
- Intervene to prevent the loss of housing and divert people from entering the homelessness services system.
- When homelessness does occur, provide immediate access to shelter and crisis services, without barriers to entry, while permanent stable housing and appropriate supports are being secured, and quickly connect people to housing assistance and services—tailored to their unique needs and strengths—to help them achieve and maintain stable housing.

The City of Bellevue has been working for years with King County and other cities implementing elements of a system of homeless and housing support to meet these objectives. Much of the work occurs in teams of city staff, homeless service providers and service consumers (individuals experiencing homelessness, or who were formerly homeless). Guiding this work is the regional All Home Coordinating Board. This is a group of elected and appointed officials, including one Bellevue City Councilmember, that oversees the regional homeless services system and work together to align approaches based on system-wide data and performance metrics. The direction provided by the Coordinating Board is in the All Home Strategic Plan (2015). Like the national *Opening Doors* plan, All Home’s vision is that homelessness is rare in King County, racial disparities are eliminated, and if one becomes homeless, it is brief and only a one-time occurrence. The plan is available at this link:



<http://allhomekc.org/the-plan/>

These two plans, at the national and local level, set the course for what is considered the best practice in providing shelter, support services and access to stable housing for individuals experiencing homelessness.

Case Studies of Similar Projects

Shelter and supportive housing projects in communities across the country were studied for the purposes of drawing out best practices for the design and programming of the proposed Eastside Men’s Shelter and Supportive Housing Project. The research involved collecting information on similar projects from the internet, speaking with program staff, and visiting local shelter and housing programs in the Pacific Northwest.

In general, the study showed that the Eastside Men’s Shelter and Supportive Housing Project has precedent in examples of similar projects locally and across the nation. It also shows that the proposed size of the project is within the range of projects that have been built nationally. There are several examples of larger facilities as well as smaller. Most importantly, it showed that there is no singular approach to designing and operating this type of facility. Each project in each community has its own facets that are unique to serving that community.

Key findings from this research include:

- The importance of designing the building in a way that promotes dignity and respect for both the people making use of the programs and those in the surrounding neighborhood.
- The need to consider a broad area around the proposed facility, with a plan to monitor activity and build ongoing relationships with neighbors with a Good Neighbor plan.
- The benefit of advance planning for the safety of the residents, program participants, staff and neighbors.
- A desire to create sufficient space within the building to accommodate a wide variety of services creates the most opportunity to assist people in working their way back to a place of housing stability.
- The value of creating a pathway to housing stability through a combination of support services and personal accountability.

A high level survey of the programs researched is provided below, followed by more in-depth summaries of similar projects studied locally.

National Program Research Summary

Name	City	Description
Austin Resource Center for the Homeless	Austin, TX	230 capacity shelter for men and day services center serving 400 people per day. Services space for co-located agencies within a 3-story building.
The Bridge	Dallas, TX	3 floors of services, hygiene center and shelter space. There are 100 beds (74 men / 26 women) in semi-private cubicles with storage space for short-term transitional shelter. An additional 225 can be slept on mats in another part of the

Name	City	Description
		building. A day center, on-site services and hygiene facilities are included.
Gateway Center	Atlanta, GA	Twelve different agencies partner on-site to provide 330 shelter beds in a renovated decommissioned jail building. Services include medical, hygiene, counseling, case management and a career center.
Opportunity Center	Albuquerque, NM	Located in a business park setting, the facility provides shelter and services to 99 men. There are general shelter beds available for 54. Thirty beds are reserved for individuals released from hospitals and 15 beds reserved for veterans.
6 th and Chew Winter Shelter	Allentown, PA	50 beds for men and women (and children, if no other options exist) operating in the gym of a community center. Temporary location with no access to showers
Anew Shelter	Burlington, VT	Provides 30 shelter beds for men and women year-round, with ability to expand to 65 during winter months by operating at two locations. Year-round shelter is clean and sober, while winter shelter has minimal entry requirements
Embry Rucher Community Shelter	Reston, VA	Provides 70 shelter beds for single men, women and families year-round. Food, counseling, job coaching and childcare/tutoring are provided on-site. Program has access to 45 units of supportive housing (located elsewhere). Located in a multi-family residential neighborhood adjacent to a child care center. Drop-in day services are available.
Safe Harbor	Traverse City, MI	Shelter and housing resource center, expected to open in 2017. Shelter will provide 65 beds with overflow for up to 80 men and women during the winter. This long-term facility takes the place of a shelter operated temporary in many different church facilities.
Welcome One Emergency Center	Riverside, MD	A shelter program located in a county-owned building used for library storage. Located in a business park, the shelter offers 33 beds for men and women. A separate day services center is in a different location.
Boulder Shelter	Boulder, CO	A built-green shelter with 160 beds, a kitchen and dining area and services space. Solar energy and geothermal heating keep operating costs lower. Located in low-density, mixed-use suburban environment close to a major bus line. Residential, hotel and retail uses within 2 blocks.
Central Iowa Shelter	Des Moines, IA	Forty-seven supportive housing units with 19 reserved for veterans exiting homelessness. Housing is co-located with a shelter with 150 beds for men and women. Located at the edge of the downtown area, in a lower density commercial area adjacent to a freeway.

Regional Shelter Program Research

More detailed reports are provided in this section for five programs in Seattle, Tacoma and Portland that were the subject of site tours. A team of staff and representatives from the city (Parks & Human Services, Planning & Community Development, Bellevue Police, Development Services and City Manager's Office staff), CFH and Imagine Housing conducted the site visits. Overviews of each project are provided with program statistics and characteristics and analysis of applicability to the proposed Eastside Men's Shelter and Supportive Housing Project. These include:

- Tacoma - Nativity House
- Seattle - Cheryl Chow Court & Urban Rest Stop
- Seattle - The Morrison
- Portland – Police Bureau and Central City Concern Service Coordination Team
- Portland – Bud Clark Commons

All of these properties were visited after the two public workshops held in September and October 2016. In the case of Nativity House, three visits have been made over the past year. The questions and issues raised by community members attending the workshops illuminated issues that were researched at each of these existing facilities. Such questions included:

- What are good and bad elements of facility design?
- How do shelter and day service center staff work with local police?
- How do program staff communicate with surrounding property owners and residents?
- How many staff are needed to effectively manage an overnight shelter, a day services center, and supportive housing programs?
- Where do shelter users go during the day after the shelter closes? What are the associated impacts to consider?
- Where do day center visitors go at night after the center closes? What are the associated impacts to consider?
- Has the facility made any difference in how adjacent properties have developed or redeveloped?
- What type of entry requirements are required for each program? How do individuals enroll in programs and stay enrolled?
- Is there a positive or negative consequence of having a shelter co-located with housing in a single project? For the shelter residents? For the housing residents? For the surrounding community?

In the individual case study descriptions below, we have included the observations of the team members that visited the sites. The conclusions and observations were also used to inform the Project Design and Program Description portion of this report, as well as in identifying the potential impacts of a project of this nature and mitigation tools available described in the Surrounding Area Impacts & Preliminary Mitigation Opportunities portion of this document.

Project Name	Nativity Housing
Operating Agency	Catholic Community Services
Address	702 S 14 th Street
Website	http://www.ccsww.org/site/PageServer?pagename=homeless_nativityhouseday
Year Opened	2014



Program – size/capacity, populations served, services provided	
Shelter	167 beds – 117 beds for men and 50 for women
Day Services	290 seating capacity – men and women
Housing	50 units of permanent supportive housing for formerly chronically homeless and disabled individuals. All 50 units supported by project-based Section 8 vouchers
What is the land use environment around the project? Urban, suburban, residential, commercial, etc.	
Mixed, lower-density multi-family and single family residential as well as Bates Technical College, and several surrounding churches within one block	
What is unique about this project?	
<ul style="list-style-type: none"> • This project brought together an existing day center, community kitchen and overnight shelter into one new location. • Catholic Community Services owns the building and operates all programs. • While part of the same building, the housing units are distinctly separate with no direct connection with the shelter and day center. • The Housing Program operates with 3 case managers, a part-time employment services positions, a site manager and 24/7 front desk staff coverage at the controlled entrance. • All visitors to the housing units check-in at the front desk and provide identification. • All of the housing units are supported by project-based Section 8 rental subsidies (federal). This is very rare and will not be possible to replicate. • The Day Center and Shelter operate with 7 staff during the day and 3 overnight. 	

- The Day Center and Shelter recently hired a full-time staff member focused on security. This allows the program managers to focus more on service delivery. CCS staff secure the inside of the building, while a private security company is hired to secure the outside of the building and patrol a two-block radius around the building.
- Day center has two medical examination rooms and offices for counseling. Several public and non-profit service providers schedule regular times to have staff on site for services.
- Day center and shelter program have established a strong relationship with the Tacoma Police Department, but has little interaction with neighboring property owners.
- A dedicated art room at the day center with staff and volunteers provides a quieter space at the center for creative outlet and restorative time.
- Shelter moving to a 90-day stay policy to discourage use of the shelter as long-term housing. Stays can extend beyond 90-days with proof of progress toward securing stable housing.
- Day Center does not include a drop-in hygiene center. Showers and laundry are only made available to individuals staying overnight at the shelter.
- Shelter guests do not have in- and out- privileges once the shelter opens each night.

What lessons can we learn that may apply to our project? Key themes **highlighted**

- With appropriate staffing ratios, the 290 capacity day center operates near capacity with limited security or behavioral issues. Staff report that **building relationships with the users is the key** to keeping order and lowering calls for service to emergency responders.
- Day Center and shelter use can draw people to the area that may use one service, but not the other. For example, some may only come in to take advantage of a meal program, but remain on the street the remainder of the day. Having **security present in a two-block radius** around the building minimizes the amount of “hanging out” in the vicinity of the building. Clients understand that the day center code of conduct extends to the two-block radius and **infractions in that area can jeopardize their services** at the center.
- Overnight shelter has a **90-day stay limit for those that are not engaged in services**. This keeps the overnight shelter from becoming de facto permanent housing.
- **Building design influences behavior in the facility**. Open, well-light areas with over-designed ventilation systems contributes to a positive environment.
- The on-site service space is good, but would like to see more space designed for services in the Bellevue project.
- **Keeping shelter/day center and housing physically separate benefits both programs** – better able to control access and limit interactions between the two populations
- The housing units were leased up prior to implementation of coordinated entry in Pierce County. They have a low turnover rate and the individuals living there have very limited opportunities to move into non-subsidized housing.
- The current tenant population has a mix of individuals with high support needs and those with lesser needs for support. As new residents move in, they will take individuals with higher levels of needs.

Project Name	Cheryl Chow Court and Urban Rest Stop
Operating Agency	Low Income Housing Institute (LIHI)
Address	2014 NW 57th St. Seattle
Website	https://urbanreststop.org/ https://lihi.org/properties/cheryl-chow-court/
Year Opened	2015



Program – size/capacity, populations served, services provided	
Shelter	n/a
Day Services	URS is hygiene center only - not a day center. It serves over 100 individuals per day (all gender and all age). Approximately 30 people are on-site at any one time during business hours
Housing	50 studio and 1-bedroom units for homeless and low-income seniors earning 50% or less of area median income
What is the land use environment around the project? Urban, suburban, residential, commercial, etc.	
The redevelopment that has occurred in Ballard over the past several years is comparable in size and scale to what is expected in the future redevelopment of Eastgate. There is a mix of residential and commercial uses in four to six story buildings located in a transit-oriented neighborhood. There are eight bus lines operating within a 3 block radius. The area immediately around the building is dominated by newer mixed use residential, with a library, park and church within a block.	
What is unique about this project?	
<ul style="list-style-type: none"> • Urban Rest Stop hours are Monday-Friday: 6:30AM-2:30PM. The operating hours are limited by the operating funds available at this time. As additional funds are secured, the hours and days of operation will be expanded. • The URS has five private shower rooms, five washers and nine dryers, and restrooms available for use. Patrons receive free toiletries including toothbrushes, toothpaste, disposable razors, shaving cream, shampoo and soap. 	

- The majority of clients come from the Ballard area, from encampments or those residing in cars.
- In the early morning, most users are coming in for services prior to going to work or school.
- The URS provides information and referral materials for homeless individuals and families and is available in English and other languages.
- All services are provided at no cost.
- The URS has a staff of three that assist and engage users and keep the facility clean.
- Patrons are about 75% males and 25% female and include individuals of all ages as well as families.
- The siting of the Urban Rest Stop at this location in Ballard was initially not welcomed by the community. After extensive community outreach and a protracted land use approval process with multiple appeals, the facility opened.
- The Ballard URS is located within one block of the library, a park and a church that serves breakfast to individuals experiencing homelessness. This has created an environment that is conducive to individuals hanging out in the area on the sidewalks or in cars. However, the neighborhood is developed to such a high degree of density, that there are few places to loiter on streets and sidewalks. URS staff will monitor the sidewalk in front of their building and neighboring buildings for litter. They have received one neighborhood complaint regarding cigarette butts in the planter strips of the sidewalks since they opened.
- The housing and URS are designed within the same building, but have different entrances. Entrances to both are controlled by staff.
- Housing includes large community room space, a computer lab, an outdoor patio garden and a roof-top garden and green roof.
- The housing is staffed by one full-time and one part-time resident services coordinator position and one full-time maintenance staff member who lives in the building. There are no standing on-site services provided for housing residents.

What lessons can we learn that may apply to our project? Key themes **highlighted**

- The Eastgate area may redevelop to a density similar to Ballard in the future, but until that time, **monitoring the surface parking area and vegetated areas around the proposed site necessary** to limit surrounding area impacts.
- The URS is well designed. It has a small internal waiting area and **screened outside area at the entrance that can be used by patrons as they wait** for space within the facility. This effectively gives patrons some level of privacy and **eliminates any gathering or queuing on the sidewalk**.
- URS staff shared that the facility primarily serves individuals in the Ballard area. They have noticed that word has spread to other parts of the city that this facility is well maintained and well managed. This has not led to an appreciable change in the number of homeless living in Ballard, but is something to monitor.
- LIHI **initiated a Good Neighbor Plan** that outlines the purpose and goals of the URS and commits the agency to a number of steps to maintain a safe and secure environment for the URS patron and the neighborhood. After several months of operation, neighborhood concerns were allayed. Now that the facility has been open over one year, they are no longer meeting regularly with neighbors, (because there is no longer a need) but have remained engaged in local resident and business associations.

Project Name	The Morrison
Operating Agency	Downtown Emergency Service Center (DESC)
Address	509 Third Avenue Seattle
Website	http://www.desc.org/morrison.html
Year Opened	Historic hotel building, renovated in 2005



Program – size/capacity, populations served, services provided	
Shelter	220 men and women – additional 38 men in separate shelter program on-site
Day Services	Approximately 200 people per day
Housing	190 studio apartments
What is the land use environment around the project? Urban, suburban, residential, commercial, etc.	
High density, highly urban environment in the Pioneer Square area of Downtown Seattle. Adjacent to office, retail and residential. Transit connections are abundant, with regional transit connections, as well as train and Greyhound bus station within walking distance. Located by King County Courthouse and Jail with major regional medical centers a short distance away. Many other homeless housing, shelter programs and services in the area.	
What is unique about this project?	
<ul style="list-style-type: none"> • The Morrison is the largest emergency shelter in the region serving single homeless adults (all genders) with major mental disorders, substance use disorders, physical and developmental disabilities, and other significant vulnerabilities. It is co-located in the same building with close to 200 permanent supportive housing units for individuals exiting homelessness. • There is no direct path for individuals using the shelter to advance into the housing upstairs. They are separate programs with separate entry and placement systems. 	

- The program is located in an area with a history of extreme poverty and a long-standing drug market going back to Seattle's early days that pre-date the agency and the program.
- DESC's mission is to serve the hardest to serve and most vulnerable in the community.
- The main shelter is a 24-hour shelter and day center model. Shelter guests can stay in the shelter during the day and connect with on-site medical and other services within the building.
- The main shelter also offers on-site medical care, mental health counseling and chemical dependency treatment. Three DESC mental health outreach case managers, three Information and Referral case managers and a chemical dependency counselor are sited in the shelter, as well as a registered nurse from Health Care for the Homeless.
- The Morrison has a separate shelter and day center called Connections. This is a comprehensive daytime service and referral center that addresses the needs of homeless individuals by providing individualized support, basic skills training and referrals to local services and housing. Clients enrolled are typically those whose homelessness was triggered by economic reasons and who, with assistance, are ready to be employed.
- State-licensed mental health and chemical dependency treatment services are provided.
- The housing program employs seven case managers with two operations staff working evenings and nights.
- The shelter is operated with five staff during the day, four in the evening and three staff at night.
- DESC is preparing to open a Navigation Center in Seattle. This is a no-barrier shelter and services program designed to serve approximately 75 chronically homeless individuals. Due to the high level of services to be provided, the staffing and operating costs are approximately the same as their overnight shelter that serves 258 people.

What lessons can we learn that may apply to our project? Key themes **highlighted**

- The Morrison exists in an environment quite different from Eastgate, which makes drawing comparisons challenging. They also operate at a scale that is much higher than what is proposed for Bellevue. DESC, among all their programs, shelters 4,000 individuals a year and provides services to over 7,000. The experience that DESC has gained can be a resource for this project as it continues to develop its programming plan.
- The Connections shelter and day services program is one that can be emulated. It serves those whose homelessness is related primarily to economic conditions in their lives - such as the need to secure and retain livable wage jobs and stable, affordable market-rate housing. The **focus on getting individuals into stable housing and into stable employment.**
- The day services space at The Morrison is too small for the number of individuals served. DESC staff shared that they are currently sacrificing quality of services in order to service a higher quantity of individuals. The need for shelter at this time is far greater than the capacity. This has led to operating issues (using hallways as seating areas). This is due in part to the space available in a retrofitted old building.
- For certain DESC housing programs, the **lease terms may include good neighbor requirements** for the building and surrounding area, so that **residents are aware of and commit to certain standards of conduct.**

Project Name	Bud Clark Commons
Operating Agency	Home Forward (housing) & Transition Projects (shelter and day center)
Address	655 NW Hoyt Street, Portland, OR
Website	http://www.homeforward.org/find-a-home/get-an-apartment/apartments-at-bud-clark-commons http://www.tprojects.org/day-center/ http://www.tprojects.org/shelters/
Year Opened	2011



Program – size/capacity, populations served, services provided	
Shelter	90 beds for men, half reserved for veterans
Day Services	300 capacity, serving on average 600-800 people per day
Housing	130 permanent supportive housing studio units for single men and women earning less than 35% of the area median income
What is the land use environment around the project? Urban, suburban, residential, commercial, etc.	
This project is at the north edge of Downtown Portland, between the Pearl District and the Old Town Chinatown District. It is close to local transit as well as Amtrak and Greyhound stations. This area of Portland has a long history of homelessness and there are many service providers and shelters in the area (somewhat similar to Pioneer Square in Seattle). At the same time, this neighborhood is experiencing a long and sustained renaissance with rising property values and significant redevelopment including multi-family housing, retail and hotel development.	
What is unique about this project?	
<ul style="list-style-type: none"> The building won a national design award from the American Institute of Architects and is LEED Platinum certified (highly energy efficient). 	

- The nine story building has three components, a day services center, a 24-hour “transitional shelter,” and permanent supportive housing
- The transitional shelter for men, occupies the building’s first floor The 90-bed facility, with 45 beds reserved for veterans, is a clean and sober program that includes storage areas for residents, a kitchen and common space. Men at the shelter do not necessarily access the day center. Case managers and counselors help residents move toward self-sufficiency and housing stability. The wait time to get into this program is currently seven months.
- The shelter is staffed by three during the day and two at night.
- The Day Center, occupying the second and third floors, serves as the central access point for the homeless and provides an array of resources and services for individuals experiencing homelessness throughout the Portland area. Services include, showers, and laundry to complement case management, medical services, housing counseling and training classrooms.
- Four staff operate the center in two shifts with two additional staff operating the hygiene services and the mailroom (5,000 people use Bud Clark’s address for mail). Approximately twenty agencies, organizations, and institutions come to the day center to offer services.
- The Day Center is accessed through a courtyard on the site’s northeastern corner; the courtyard serves as a transition area between the property’s public and private spaces and limits queuing along the sidewalk by those seeking services.
- The 130 units of housing are access from a third and separate entrance. Residents are highly vulnerable populations including those with mental illness, chemical dependency, and often both.
- The housing is operated by the local housing authority with intensive medical and mental health services on-site, but not chemical dependency treatment. The building has a very low turn-over rate of approximately two units per month.

What lessons can we learn that may apply to our project? Key themes **highlighted**

- While the building was critically acclaimed at the time, it has an institutional feel that does not seem conducive to creating a welcoming and calming environment. Some features like an art room and outdoor patio with gardening plots are not easily accessible and therefore underutilized.
- Neither the housing program nor the day center staff maintain active relationships with Portland Police, nor do they invest time in monitoring the areas around the building. This is led to an active street life of individuals hanging out or camping in the areas around the facility.
- Over time, demand for the day center has eroded its ability to offer a safe and welcoming place for people to stay. Spaces have been reconfigured to seat the maximum number of people possible. There is not sufficient staffing to engage with everyone at the center, so interactions are more transactional in nature with less ability to create relationships.
- The housing program has struggled to control drug use within the building. For decades before this project was built, there has been an active drug market in the area around the building, which has created challenges of dealers preying on project residents.
- The environment around Bud Clark Commons and the high level of demand cannot be compared to the proposed Eastgate site for the Eastside Men’s Shelter and Supportive Housing Project. However, the experience at Bud Clark highlights the **need to closely work with the local police** and the users and residents of the building to establish the positive expectation of orderly and respectful behavior inside and outside the building. It also highlights the need to focus attention on the area immediately surrounding the building to limit loitering and unpermitted encampments.
- The day center has a **barter system to trade access to laundry and lockers for work at the center**, cleaning or organizing.

Project Name	Portland Services Coordination Team (SCT)
Operating Agency	Portland Police Bureau, Volunteers of America & Central City Concern
Address	1111 S.W. 2nd Avenue, Portland, OR
Website	https://www.portlandoregon.gov/police/62135 https://www.voaor.org/service-coordination-team http://www.centralcityconcern.org/services/health-recovery/housing-rapid-response/index.html
Year Opened	2007



Program – size/capacity, populations served, services provided	
Shelter	n/a
Day Services	Program participants can take advantage of a day center that is open to individuals working on recovery from chemical dependency
Housing	60 units of which 30 phase one units are not monitored for drug and alcohol use and 30 phase two units have clean and sober requirements
What is the land use environment around the project? Urban, suburban, residential, commercial, etc.	
The housing and services for this program are located in the Old Town Chinatown District on the north end of Downtown Portland. This area of Portland has a long history of homelessness and there are many service providers and shelters in the area (somewhat similar to Pioneer Square in Seattle). At the same time, this neighborhood is experiencing a long and sustained renaissance with rising property values and significant redevelopment including multi-family housing, retail and hotel development.	
What is unique about this project?	
<ul style="list-style-type: none"> The mission of the Service Coordination Team is to improve public safety, reinforce community livability and increase treatment outcomes for chronic offenders through the coordination of law enforcement, criminal justice, supportive housing and treatment resources. 	

- The SCT Program pairs subsidized housing and treatment to chronic offenders in order to address their addiction and the root causes of criminality. Police and District Attorneys work together to identify individuals who are eligible for the program. These are typically those that have extremely high arrest records associated with drug and alcohol use, but are not dealing with mental health or other barriers to housing and employment.
- These individuals are offered housing paired with treatment. Enrolling is voluntary (not court-ordered), but if the participant declines or does not stay active in treatment, they lose their housing.
- The program lasts approximately one year. Participants start in housing where drug and alcohol use is not monitored. As they engage in services, they graduate to clean and sober housing. They then work on employment security and eventually transition to unsubsidized housing. Case management continues for one year after stable housing is obtained.
- Performance studies have found that engagement in SCT programming has positive and incremental impact on reducing future arrests. Individuals in the program at least 30 days have a 28% reduction in future arrests during the two year post treatment period. Individuals that stay in the program 180 days or more have a 98% reduction in future arrests.
- An economic analysis of the program in 2014 found that every dollar spent on SCT saved \$7.35 in victim, community and system costs.

What lessons can we learn that may apply to our project? Key themes **highlighted**

- The SCT program does an **excellent job of tracking and publicizing performance data**. Has relationship with Portland State University to undertake assessment and research. Perhaps a similar relationship with Bellevue College could be established.
- The **direct participation by Portland Police in this program is unique** and worth exploring. Program participants often use the relationships they build with Police Officers to their advantage, often using officers as references for employers or landlords hesitant to hire or lease to individuals with long criminal histories.
- The requirement for people to engage in treatment while in the housing program is inconsistent with the prevailing national system changes of Housing First, which direct that housing be provided as a necessary first step without strings attached. The City of Portland funds this program completely and limits participants to those who committed crimes in Portland. By funding the program locally, the City maintains control over the program requirements.
- Even though the program works outside of the regional homeless housing and services system, it serves a niche need. Program staff stressed that this program serves a small targeted population and is not an overarching approach to ending homelessness.
- This program proves that **strong and active relationships with public safety professionals is critical** to program success. In the case of Bellevue, that includes Bellevue Police as well as Bellevue College Public Safety staff, the Metro Transit Police and security guards and private security staff in place at neighboring properties.

5 SURROUNDING AREA IMPACTS & PRELIMINARY MITIGATION OPTIONS

All new development, of any kind, will impact or influence the environment in which it is placed. Whether the new development is a school, a store, a new housing development or a service business, it should be designed and located in such a way as to minimize impacts on neighboring areas, and if possible, to complement them. Analysis to date, best practices research, and voluminous public feedback have identified a series of impact factors to consider for the proposed Eastside Men's Shelter and Supportive Housing Project. Each factor is identified and described. Possible mitigation options are then listed based on ideas and suggestions from the community. The factors are:

- a) Location and facility considerations, including building structure and design
- b) The operation and management of the shelter, day services center and housing components
- c) Public safety
- d) Potential impact on surrounding future redevelopment
- e) Potential impact on surrounding property values

As with prior experience locating the winter shelter in its current and past interim locations, these mitigation strategies will be tailored to existing and developing conditions within the community. This report captures mitigation strategies identified by the community. However, the project is in an early phase of design and more strategies and ideas will be generated and refined should the project continue.



Location & Facility Design Considerations

Preventing potential impacts for a men's shelter, day service center and supportive housing project begins with a well thought out building structure and design. Both Congregations for the Homeless and Imagine Housing have been operating similar facilities separately in different areas of Bellevue for many years. The key for this project is to take what they have learned about surrounding area impacts from their existing facilities and apply that to this location. Due consideration is given to the fact that the combined shelter, day services center and supportive housing components will trigger unique impacts.

Preliminary Recommendations

- Externally, the facility should provide a high quality building designed to fit into the surrounding community and future vision of the transit oriented neighborhood. It should be located in an area that provides adequate street lighting and clear pathways to entrances and exits.
- Pedestrian access to the Eastgate transit center should be as direct as possible.
- Separate entrances and exits should be provided to distinguish between the shelter and service center programming and the affordable housing.
- Apply CPTED (Crime prevention through environmental design) principles in the design of the building and to surrounding landscapes for increased visibility, eliminate hiding places and prevent unpermitted encampments.
- The city should examine and alter parking codes and enforcement to prevent car residency in the vicinity of the shelter.
- The city should continue to strictly enforce trespassing on both public and private property to prevent and remove unpermitted encampments

Operations & Program Management

The success of this project in transitioning people out of homelessness will depend upon how it is operated and managed over time. Congregations for the Homeless (CFH) and Imagine Housing are experienced local shelter program and housing managers. These agencies have a mission to serve Eastside residents and have deep existing networks of support within the community.

The combination of an overnight shelter, day services center and supportive housing together in the same facility will create new opportunities for coordination of services. At the same time, it will create challenges as the two service providers work together and with the surrounding community to establish an operating and management system that minimizes impacts in the neighborhood. That will require broad communication and coordination with a range of community partners.

Preliminary Recommendations

- Establish a good neighbor advisory group comprised of representation from surrounding businesses, neighborhood residents, Bellevue College, and Seattle-King County Public Health, to provide community feedback on facility operations over time.
- Use the advisory group to create a good neighbor plan to identify operating practices that will be followed to minimize surrounding area impacts.
- Provide annual report of shelter performance measures (as determined by above stakeholder group) to be available for review by the community.

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- Identify a 24-hour phone number and point of contact at the overnight shelter and day service center for the community to report any and all concerns. All calls should be logged with resolution steps documented and made available to the public.
 - Establish a perimeter around the shelter where shelter residents and day center users will be held accountable to uphold the shelter and day center's code of conduct. Size and location of perimeter based on consideration of future TOD development, sensitive users in the area, public safety and other considerations
 - Establish clear consequences for those that do not follow the code of conduct and create systems whereby individuals barred from the shelter or day center are directed to other, more appropriate shelter locations in other areas.
 - Provide dedicated security staff with the responsibility to monitor inside and outside the building to address code of conduct violations, including prohibition of loitering at the immediate neighboring properties.
 - Take advantage of the proximity to Bellevue College by establishing programs and services that can be provided by students in programs such as nursing, counseling, social work, career counseling and others.
 - Maintain standard operating procedures to screen for sex offenders and ensure appropriate and timely police and community notification.
 - Establish clear and regular communication between the overnight shelter staff, security staff of neighboring properties, and Bellevue Police to maintain a culture of safety in and around the program. Suggest regular meetings as part of ongoing operations.
 - Community engagement in the provision of services at the shelter (volunteering, donating, service projects, etc.) to make the facility welcoming and open to the community.

Additionally, there is a great deal of community concern and questions around the shelter and day services center being operated as a low-barrier shelter. CFH has operated a low-barrier shelter in several neighborhoods within Bellevue during winter seasons since 2008 driven by the initial goal of ensuring homeless individuals have a safe place to get out of inclement weather to avoid potential death due to exposure. Entirely eliminating the low-barrier nature of the shelter would put the city in the position of determining how to meet the needs of a segment of the homeless community during the severe weather months or periods of extreme weather. Understanding the concerns driving community objections to a low-barrier operating model leads to several ways to maintain the proposed model. It also minimizes the risk and increases awareness of how those risks can be managed. Options to further refine the program are included in the list above, and also include:

- Exploration of partitioning overnight shelter space to dedicate a clean and sober area.
- Determine the appropriate scope of shelter operations if and when additional funding for operating year-round become available. CFH to date has not had sufficient funds to operate this shelter year-round; the next phase of the project must identify the terms on which year-round operations could be included, and whether low-barrier entry requirements would be different during warm-weather months.
- Reviewing intake and screening procedures regularly with Bellevue Police to ensure consistent and constant identification of individuals with any outstanding warrants or sex offences.

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- Establishing policies to discourage or prevent long-term shelter residents who do not engage in supportive services or exhibit interest in moving to stable housing.

Public Safety

The number one community concern about the Eastside Men’s Shelter and Supportive Housing project is about public safety for the surrounding community.

The Bellevue Police data report on the Eastside Winter Shelter provides a helpful frame of reference for the overnight shelter over the past five years. Police statistics show that Bellevue is a remarkably safe city and the presence of the Eastside Winter Shelter does not increase the Part I Violent Crime rate (including homicide, rape, robbery and aggravated assault) for the community. Property crime rates around the existing Winter Shelter have also followed citywide trends. Warrant arrests in the BelRed area were higher than the citywide rate, although the BelRed area started out at a higher rate prior to the shelter being located there. And the VUCSA/drug arrest rate was lower in the area surrounding the shelter than the drug arrest rate citywide or Eastgate area. Bellevue Police have consistently advised that crime prevention strategies must be put in place around the shelter and day services center to lessen the likelihood of property crimes and crimes of opportunity. Also, cases of trespass, illegal encampments and long-term parking of cars and RV’s must also be proactively addressed as they may occur with more frequency around a day services center, if allowed. The detailed report on crime data from the Bellevue Police can be found at:

www.bellevuewa.gov/eastside-mens-shelter.htm

Attention to public safety concerns will need to be continually monitored. Ongoing communication and alertness by the service providers, Bellevue Police, and the surrounding community will be necessary to work together toward maintaining a safe community.

Preliminary Recommendations

- As Bellevue College and the Eastgate commercial area develop, consider providing sub-station space near the site for Bellevue Police.
- Work with CFH and surrounding community to establish an outside perimeter to apply the shelter’s code of conduct.
- Adopt a CFH policy which would identify Sunset Ridge, Harmony and Seasons at Madrona as “off-limits” for shelter and day center guests, unless there is a clearly identified reason for visitation. Consider same for other residential or commercial areas in consultation with property owners.
- Increase police presence around shelter to provide community policing and work directly with surrounding stakeholders (businesses, students, residents) to resolve problems proactively.
- Apply CPTED (Crime prevention through environmental design) principles in the design of the building and to surrounding landscapes for increased visibility, eliminate hiding places and prevent unpermitted encampments.
- Proactively establish a plan to prevent potential increases in vehicular residences around the shelter. This may include altering the city code to disallow long-term parking.
- Continue to actively enforce trespass violations on public and private property to prevent and remove encampments.

Potential impact on surrounding future redevelopment

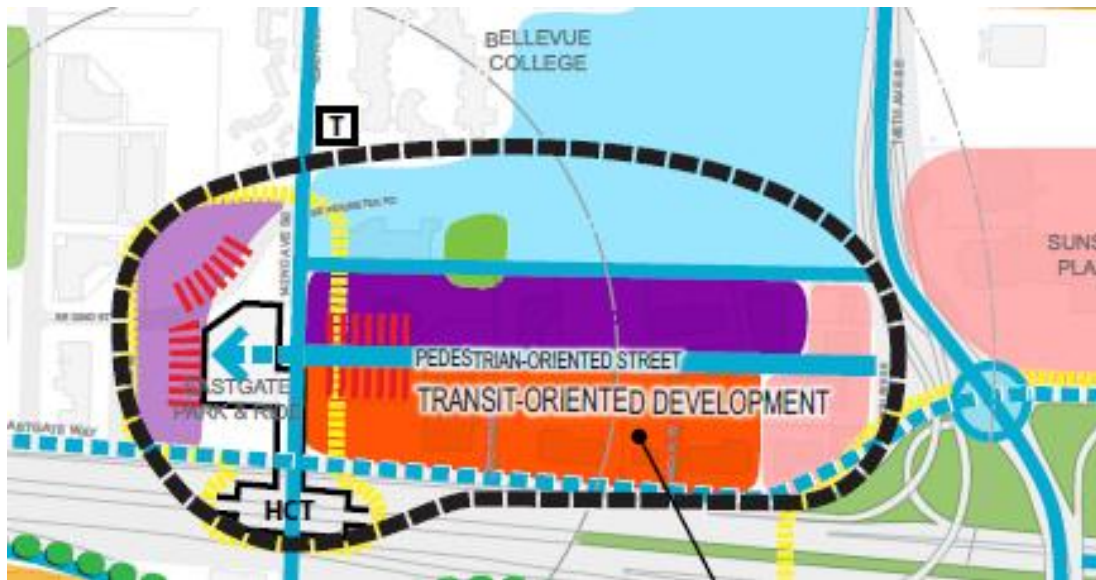
In Bellevue and in other cities, homeless shelters, day services centers and housing for individuals exiting homelessness coexist in the urban environment with market rate housing, retail and commercial office space. Local examples are:

- In 2016, Weyerhaeuser moved its headquarters from Federal Way to a newly constructed building in Pioneer Square, the epicenter of homeless shelters, housing and services in King County. As reported in a November 29, 2016 New York Time article highlighting the move, “Mr. Evans of Weyerhaeuser said the new location was a positive for recruitment.”
- In Ballard, Greenfire Campus, a new high-end housing (with lease rates from \$1,700 to \$4,000 a month) and retail complex is constructed adjacent to the Urban Rest Stop, a hygiene center for individuals experiencing homelessness.
- Congregations for the Homeless operated a day services center in Downtown Bellevue from 2013 to 2016, sharing a building with a child care center.
- In 2015, Low Income Housing Institute (LIHI) opened August Wilson Place on NE 2nd Street in Downtown Bellevue. The building is occupied by 57 households earning less than 60% of the area median income, with 20 units set-aside for households exiting homelessness. Adjacent to August Wilson Place are offices for Catholic Community Services (at the new location of First Congregational Church), where individuals experiencing homelessness come to be assessed for housing placement and receive services referrals. Two months after August Wilson Place opened, Marriott opened a new hotel one block away. A second new construction project has since started on the same block.

It is also clear that a poorly managed facility can create problems for surrounding properties, and that good design and proactive management are essential to being a good neighbor.

The Eastside Men’s Shelter and Supportive Housing Project is a proposed addition to a 4-acre parcel of King County owned land. This parcel is located within an area that was, in 2012, recommended to be rezoned as a transit-oriented development node. The Citizen Advisory Committee for the Eastgate Land use and Transportation Project made this recommendation based upon the idea that the economic and urban redevelopment prospects for this area could be raised if Bellevue College, the Eastgate Transit Center and the Lincoln Executive Center were re-imagined as a “walkable, bikable, transit-oriented, multiuse center where people work, live, shop, learn, and recreate.” [Eastgate I-90 Land Use and Transportation Project CAC Final Report, p. 21]

This vision was captured in the diagram below. As the Eastgate planning process progressed, the vision was maintained and translated into the approved Comprehensive Plan for the area as well as the draft Land Use Code amendments.



This vision and planning has set the framework within which the Eastside Men’s Shelter and Supportive Housing Project has been designed. Further, the proposed design could help to accelerate the implementation of the transit-oriented vision. It accelerates the vision in the following ways:

- In discussions with staff at King County and Intellectual Ventures, they indicated they have no current plans for full redevelopment of those two properties. Thus there could be a long hiatus before redevelopment of these sites contributes to the transit-oriented vision. The Eastside Men’s Shelter and Supportive Housing Project could create a path for earlier implementation of some key pieces of the vision.
- The project would be the first new apartment housing in the Eastgate TOD area. Affordable housing projects can often “prime the pump” for other future market-rate multi-family developments. Non-profit housing developers are not tied to residential market forces. In this way, a successful housing project in the Eastgate TOD area can pave the way for others.
- The project could implement the gateway and first leg of the pedestrian-oriented connection.

Preliminary Recommendations

- Continue to plan project elements in accord with the adopted Eastgate I-90 Land Use and Transportation Project vision for a mixed-use transit-oriented development district.
- Work with King County to implement elements of the Eastgate vision on its property, including the gateway and pedestrian-oriented connection
- Use the city’s land use approval and permit process to identify performance standards and mitigation measures appropriate for the project.
- Work with King County, Congregations for the Homeless and Imagine Housing to memorialize regularly-timed evaluations of the project with the ability to change or discontinue elements of the project, should they be proven to jeopardize the future redevelopment potential of the transit-oriented node.

Potential impact to surrounding property values

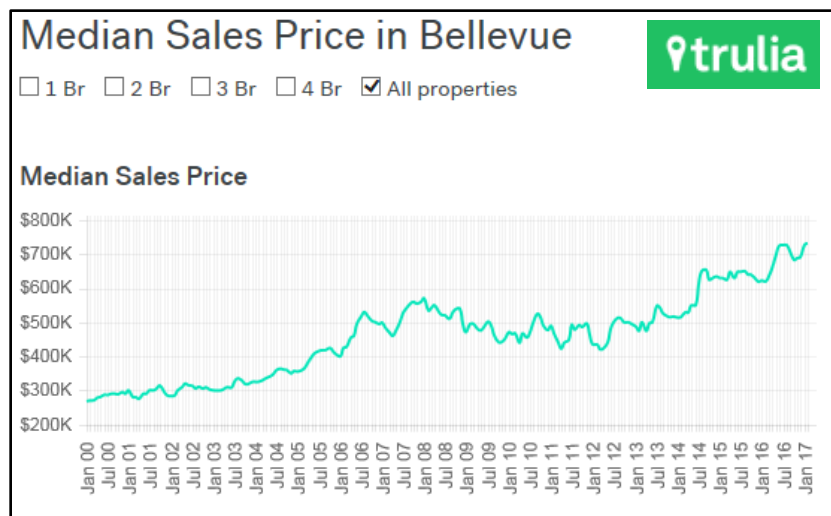
Community members have raised concerns as to how the proposed Eastside Men’s Shelter and Supportive Housing Project may impact the value of surrounding area property. As will be detailed in this section, no definitive conclusion about this project can be drawn from available data, except that there are controllable factors that influence a project’s positive or negative effects on the values of surrounding properties. These factors are described below and should be considered during the design of the proposed project and in any future mitigation strategies.

Publicly-owned and commercial property

As a point of context, the proposed site is located on publicly-owned property and is surrounded on two sides by other publicly-owned properties, Bellevue College and the Eastgate Park & Ride. For these two neighboring properties, changes in property value are of little consequence. The site has two directly adjacent commercial property neighbors in Intellectual Ventures and the Lincoln Corporate Office complex. For commercial properties, land value is driven principally by development potential. This area is undergoing a change in zoning and development potential, as envisioned in the Eastgate I-90 Land Use and Transportation Plan. The Comprehensive Plan amendments have been adopted and land use code amendments are in the process of being adopted to implement the land use vision. That vision allows for higher density development with a greater variety of uses. This type of change translates to higher commercial property value. The potential issue then for the neighboring commercial property is not the extent to which property values would decrease as the degree to which a shelter and affordable housing project may constrain the growth of commercial property values.

Residential property

The studies evaluated for this report focus on the impact that shelters or affordable housing projects have on residential property values. The closest housing to the north, Sunset Ridge Condominiums, is an 850 foot walk on trail and sidewalk, or 2,500 foot drive on surface streets. The closest housing to the south is over a half-mile walk or drive to the single-family neighborhoods of Eastgate, south of I-90. In all, residential



property values in Bellevue have been a long sustained rise and reflect some of the highest values in the State of Washington. Balancing this, Eastgate residents have accurately pointed out that average home values in the Eastgate area, due to the age of the housing stock, are generally lower than other Bellevue neighborhoods.

One study of the impact of homeless shelters on property values that has been widely circulated in the community comes from an article produced in March 2016 by the National Association of Realtors:

www.realtor.com/news/trends/things-that-affect-your-property-value/

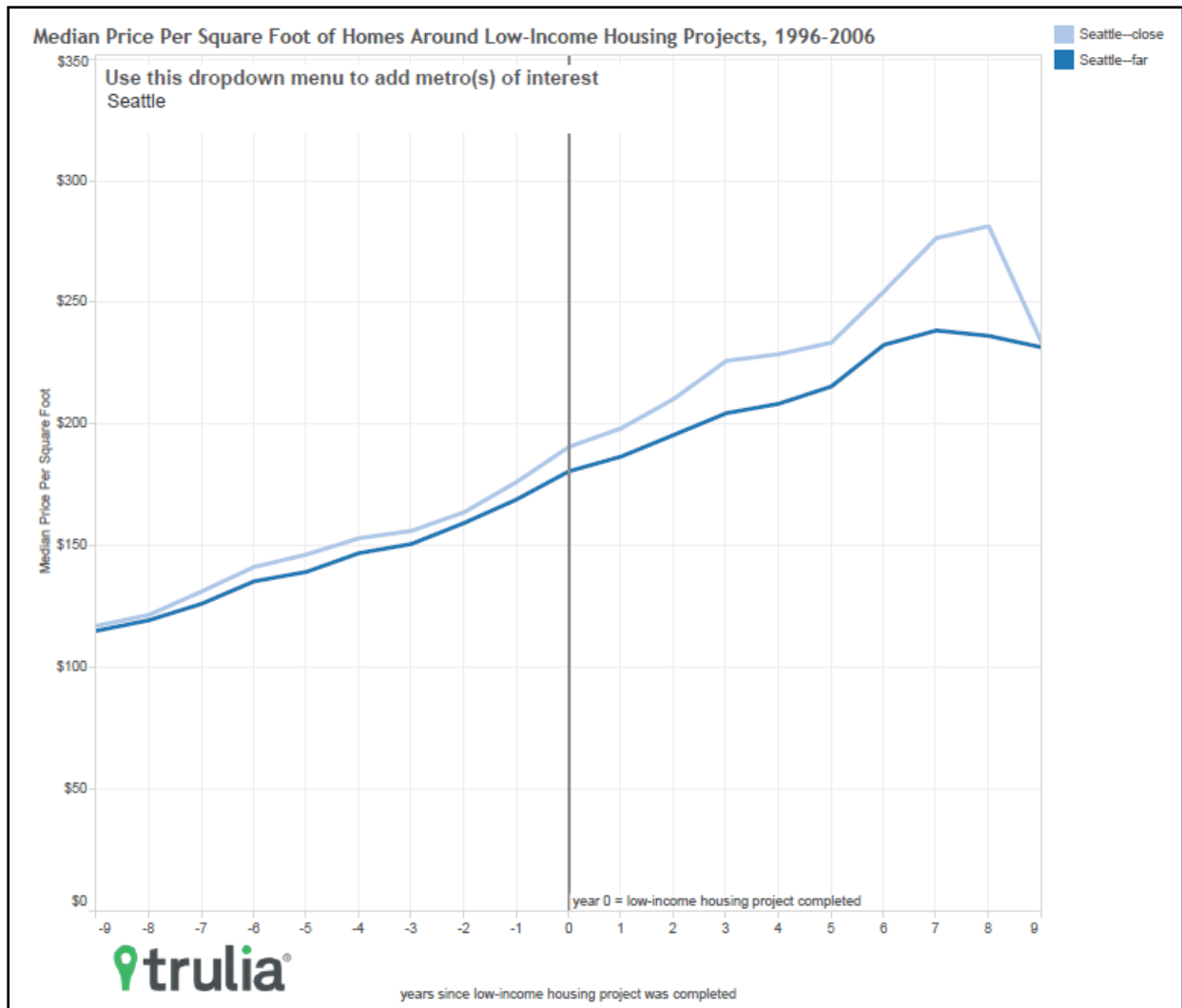
The Realtor article's methodology compared "the median home price of the ZIP codes with that facility with the median price for all homes in the same county." Using that calculation, they found that across the nation, homes in zip codes with homeless shelters generally had property values 12.7% lower than the home values of the county as a whole. Several other "drag-me-down facilities" were studied such as hospitals, high-renter concentration areas and cemeteries. Cemeteries had a similar impact as shelters, leading to 12.3% lower home values.

This study methodology does not appear to translate to the real estate environment in Bellevue and King County when looking at existing uses that are noted by the study to have a negative effect on property values. For example, the zip code in which the shelter is proposed (98007) has a cemetery (Sunset Hills), yet the median home value, as calculated on 2/28/2017 by Zillow, is \$609,300, while the King County median is \$532,600. In this case, the zip code median value is 14.4% higher than the county median value.

A recent study conducted in November 2016 by Trulia analyzed the impact of nearby home values before and after development of affordable housing properties financed by the Low Income Housing Tax Credit (LIHTC) program. The report is available at:

<https://www.trulia.com/blog/trends/low-income-housing/>

While not specific to homeless shelters, the proposed Eastside Men's Shelter and Supportive Housing Project would be funded by low-income housing tax credits (LIHTC) and many of these projects set aside units specifically for individuals exiting homelessness. The study focused only on the nation's 20 least affordable housing markets, of which Seattle (including Bellevue) was included. The chart below is specific to the Seattle Metro area and finds that over a ten-year period, residential properties within 2,000 feet of a LIHTC-financed affordable housing project had median values higher than residential properties beyond 2,000 feet away.



An older report, *The Question of Property Values*, published in 1996, is an annotated bibliography compiled by UCLA researchers of 43 different studies of the impact of “human service facilities” on the market values of surrounding properties.

<https://www.hudexchange.info/resources/documents/TheQuestionofPropertyValues.pdf>

The survey found 32 of the 43 studies found no significant impact on surrounding property values. Further, six of the remaining studies indicated that such facilities could have positive influence on the properties around them, three studies had inconclusive results and two found negative impacts on property values.

Because finding property value studies that are recent in time, accurate to Bellevue’s economic conditions and specific to the proposed project is challenging. Therefore an alternate way of assessing the potential impact is necessary. Harvard University’s Joint Center for Housing Studies released a report in 2006 that analyzed “spillover effects” of subsidized rental housing on neighborhoods. Since specific impacts, particularly on property values, are difficult to generalize, the report identified five mechanisms to help assess the expected impact of a project on the unique characteristics of the neighborhoods in

which they are built. Each of the five mechanisms could exert a positive, neutral or negative impact. They are:

1. Removal Effect

What is the project replacing? If the project is replacing a blighted building or unmaintained property, it may have a positive effect, whereas if it displaces a desired land use, it may have a negative effect.

In the case of the proposed Eastgate shelter and housing project, the new building will either be constructed on a surface parking lot (with parking capacity maintained by redistribution on-site and construction of structured parking) or constructed against an undeveloped vegetated hillside. There is no pronounced positive or negative removal effect.

2. Physical Structure Effect

Will the aesthetic appearance of the newly constructed building fit into the character of the neighborhood, or detract from the character?

With good architectural design, the newly constructed building could have a significant positive impact on the aesthetic appearance of the Eastgate commercial area, which currently consists of older suburban style office buildings and the Eastgate Park & Ride parking structure.

3. Market Effect

Does the project encourage private development or redevelopment in the immediate vicinity, or crowd out the private market?

The city has presented the project to the immediate commercial tenants and property owners and none have yet expressed concern that the shelter and housing project will inhibit their future plans or ability to develop their properties. This is in large part due to the anticipated land use code amendments and re-zoning that will increase flexibility in density and types of use as described in the Eastgate I-90 Land Use and Transportation Project. Additionally, the 50-60 units of new multi-family housing could serve to attract additional market-based multi-family housing development, consistent with the TOD vision.

4. Population Growth Effect

Adding additional residents can positively impact a neighborhood's ability to attract commercial activity, but can also stress existing transportation infrastructure or public safety resources.

Adding new residential uses is a desired goal of the Transit-Oriented Development node proposed in the Eastgate I-90 Land Use and Transportation Plan. Both shelter and housing residents will be highly transit dependent and not expected to negatively impact transportation infrastructure. The impact to public safety resources has been highly studied and scrutinized throughout the process with planning in place to address. If the building is designed in a way to advance the transit-oriented development vision for the area, it could result in a positive effect.

5. Population Mix Effect

This mechanism relates not to how many new residents move in, but how those residents differ from the existing residents of the area, in both economic and demographic characteristics.

For this mechanism, it is important to note that low-income individuals have long frequented this location. The Eastgate Public Health Clinic has been on this site since the early 1990's and the DSHS Eastside Community Services Office (welfare office) was previously the tenant at the building currently occupied by Intellectual Ventures. Low-income and homeless individuals come to this location daily for services already. However, the proposed project would allow currently homeless and previously homeless individuals to live at this location either at the shelter or in the affordable housing component of the property. This is perhaps the least known mechanism as this project would be one of the first multi-family residential buildings to be developed along Eastgate Way within the Transit-Oriented Node.

Preliminary Recommendations

- Use the five effect mechanisms listed above as the project is being designed and programmed to neutralize any potentially negative effects or influences on surrounding property values.



6 CONCLUSION

As noted in the Introduction, these due diligence reports are intended to provide the City Council and community with additional information about the proposed project, along with best practices in shelter design and operation, identification of potential secondary impacts, and approaches toward mitigation if the project were to proceed at the proposed site.

If the Eastgate location is chosen for the Eastside Men’s Shelter and Supportive Housing project, more public outreach and stakeholder engagement is needed to further develop and refine an effective mitigation strategy. This should be developed through a robust outreach process involving feedback from surrounding stakeholders and nearby residents, as well as service providers and the project partners.