



## A Profile of Housing Assistance Recipients in Washington State by Household Type

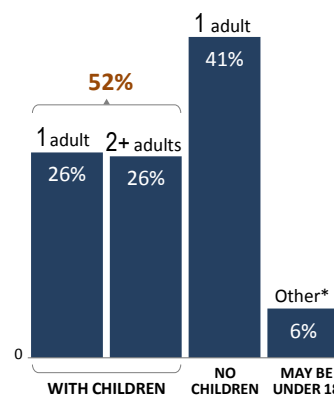
Washington State Fiscal Year 2010

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Report prepared for the Washington State Department of Commerce, Community Services and Housing Division, Annie Conant, Tedd Kelleher, and Mary Schwartz

HOUSING ASSISTANCE PROGRAMS in Washington State serve people living in a variety of personal and family relationships—more than half in households containing children. In a recent report, we found that people served by four housing assistance programs from the state's Homeless Management Information System (HMIS) had different rates of social and health service use, employment, and arrest.<sup>1</sup> Differences in service use appeared to be due to the types of populations served by each housing program combined with eligibility requirements for Department of Social and Health Services (DSHS) programs. Therefore, this report describes differences in social and health service use, employment and arrests by housing program and household composition (i.e., one adult with children, two or more adults with children, unaccompanied adults, and other) for 35,908 HMIS-DSHS clients who received housing assistance in SFY 2010 and at least one DSHS service since July 1998.

Over half of housing assistance recipients were in households with children in SFY 2010



\* Includes two or more adults without children, unaccompanied minors, and missing or unknown,

### KEY FINDINGS

1. Slightly over half (52 percent) of SFY 2010 HMIS-DSHS clients were in households with children, while 41 percent were single adult households without children.
2. Individuals living in households with children were:
  - More likely to receive DSHS Basic Food, child care subsidies, TANF and medical coverage compared to individuals in households without children.
  - More likely to have been employed at some point in SFY 2010.
  - Less likely to have been arrested in SFY 2010.
  - More likely to have received services through the Homelessness Prevention and Rapid Re-housing and Transitional Housing programs.
3. In contrast, single unaccompanied adults were:
  - More likely to receive DSHS Disability Lifeline and to have disability-related medical coverage.
  - Less likely to have been employed in SFY 2010.
  - More likely to have been arrested in SFY 2010.
  - More likely to receive Emergency Shelter and Permanent Supportive Housing.

<sup>1</sup> Shah, M.F., et al., "A Profile of Housing Assistance Recipients in Washington State: History of Arrests, Employment, and Social and Health Service Use," Olympia, WA: DSHS Research and Data Analysis division, <http://publications.rda.dshs.wa.gov/1438/>.



## HOUSING ASSISTANCE AND HOUSEHOLD COMPOSITION | SFY 2010 HMIS-DSHS Clients

Data from the Homeless Management Information System (HMIS) in State Fiscal Year (SFY) 2010 was linked to the DSHS Integrated Client Database.<sup>2</sup> Housing assistance programs were classified in four groups: Homelessness Prevention and Rapid Re-housing, Emergency Shelter, Transitional Housing, and Permanent and Permanent Supportive Housing. The 35,908 HMIS clients included in this report also received at least one service from DSHS at some point between SFY 1999 and SFY 2010.<sup>3</sup> We refer to these jointly served individuals as “HMIS-DSHS clients.”<sup>4</sup>

The four household types included in this report are:

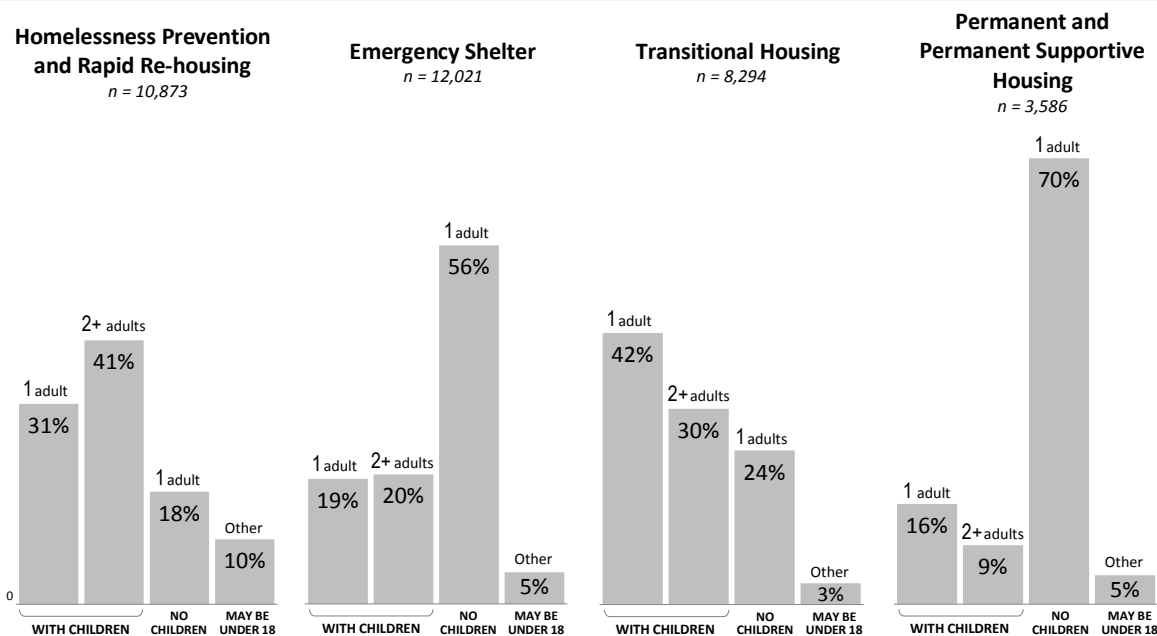
1. Households with one adult and at least one child under 18.
2. Households with two or more adults and at least one child under 18.
3. Single adults without children (“unaccompanied adults”).
4. “Other” households, which includes households with two or more adults but no children, unaccompanied minors, and individuals for whom household type is unknown or missing.

Information on an individual’s household type was obtained from HMIS, and a hierarchy was used to assign individuals to a single household type if they appeared in HMIS as being part of more than one household type in SFY 2010. The hierarchy gave preference to “families” (i.e., households with at least one adult and one child).<sup>5</sup>

The majority of all HMIS-DSHS clients (52 percent) were in households that included at least one adult and one child in SFY 2010. There were, however, significant differences in the presence of children by program type. In particular, while 72 percent of clients in the Homelessness Prevention and Rapid Re-housing and Transitional Housing programs lived in households with both adults and children present, only 39 percent of Emergency Shelter and 25 percent of Permanent Supportive Housing clients lived in households in which at least one adult and one child was present.

### DETAIL: Housing Assistance Recipients by Household Type

HMIS HOUSING SUBGROUPS



2 A description of the HMIS data and the Integrated Client Database is included in the Technical Notes to this report.

3 We excluded individuals who linked to the DSHS integrated client database only because of their involvement with Child Support Enforcement.

4 The Permanent Housing and Permanent Supportive Housing programs are combined due to small numbers of Permanent Housing recipients. An additional housing program type—non-housing services provided through housing providers—is included in the overall HMIS-DSHS linked group (n=35,908) but not presented as a subgroup of interest.

5 We use the term family for households with at least one adult and one child not based on actual biological or legal relationships.

## FINDINGS | DSHS Basic Food Program Participation

The federally-funded Basic Food program, formerly known as Food Stamps, is intended to ensure that low-income people do not go hungry. Basic Food program participation for the SFY 2010 HMIS-DSHS client population was quite high across all housing programs and household types. About 90 percent of all HMIS-DSHS clients received Basic Food services—ranging from a low of 88 percent for Homelessness Prevention and Rapid Re-housing program recipients to a high of 93 percent for Transitional Housing recipients. Within each HMIS program, single adult households with children had the highest rates of Basic Food participation, ranging from 93 percent in Homelessness Prevention and Rapid Re-Housing to 96 percent in both Transitional Housing and Permanent Supportive Housing programs. These households were followed by multiple-adult households with children, and then single adults without children.

### DSHS Basic Food Program Participation by Housing Program and Household Type

HMIS – DSHS CLIENTS

#### All HMIS-DSHS Clients

Participation rate	32,111 of 35,908	89%
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#### Homelessness Prevention and Rapid Re-housing (HPRR)

HPRR rate	9,884 of 10,873	91%	
1 adult	3,161 of 3,394	93%	With Children
2+ adults	4,019 of 4,470	90%	
1 adult	1,721 of 1,906	90%	Without Children
Other	983 of 1,103	89%	May be under 18

#### Emergency Shelter (ES)

ES rate	10,551 of 12,021	88%	
1 adult	2,223 of 2,330	95%	With Children
2+ adults	2,240 of 2,414	93%	
1 adult	5,657 of 6,686	85%	Without Children
Other	431 of 591	73%	May be under 18

#### Transitional Housing (TH)

TH rate	7,735 of 8,294	93%	
1 adult	3,372 of 3,505	96%	With Children
2+ adults	2,344 of 2,526	93%	
1 adult	1,788 of 1,987	90%	Without Children
Other	231 of 276	84%	May be under 18

#### Permanent and Permanent Supportive Housing (PSH)

PSH rate	3,190 of 3,586	89%	
1 adult	542 of 566	96%	With Children
2+ adults	295 of 333	89%	
1 adult	2,216 of 2,523	88%	Without Children
Other	137 of 164	84%	May be under 18

## FINDINGS | DSHS Medical Coverage

In SFY 2010, DSHS provided medical coverage—primarily through the Medicaid program—to individuals who met income eligibility requirements or had a disabling medical condition. Overall, medical coverage for HMIS-DSHS clients was relatively high in SFY 2010, covering nearly 80 percent of all HMIS-DSHS clients. Across all four programs, individuals in households with one adult and at least one child were more likely to have DSHS medical coverage than unaccompanied adults. For individuals in single adult households with children, coverage ranged from 90 to 96 percent, while coverage among unaccompanied adults and “other” household types ranged from 59 to 87 percent. This is not surprising, since low-income adults without children who are able to work are ineligible for DSHS medical assistance.

### DSHS Medical Coverage by Housing Program and Household Type

HMIS – DSHS CLIENTS

#### All HMIS-DSHS Clients

Participation rate **28,289 of 35,908** **79%**

#### Homelessness Prevention and Rapid Re-housing (HPRR)

HPRR rate	<b>8,660 of 10,873</b>	<b>80%</b>	
1 adult	3,061 of 3,394	90%	} <b>With Children</b>
2+ adults	3,740 of 4,470	84%	
1 adult	1,211 of 1,906	64%	<b>Without Children</b>
Other	648 of 1,103	59%	<b>May be under 18</b>

#### Emergency Shelter (ES)

ES rate	<b>9,090 of 12,021</b>	<b>76%</b>	
1 adult	2,210 of 2,330	95%	} <b>With Children</b>
2+ adults	2,114 of 2,414	88%	
1 adult	4,308 of 6,686	64%	<b>Without Children</b>
Other	458 of 591	77%	<b>May be under 18</b>

#### Transitional Housing (TH)

TH rate	<b>7,317 of 8,294</b>	<b>88%</b>	
1 adult	3,363 of 3,505	96%	} <b>With Children</b>
2+ adults	2,233 of 2,526	88%	
1 adult	1,493 of 1,987	75%	<b>Without Children</b>
Other	228 of 276	83%	<b>May be under 18</b>

#### Permanent and Permanent Supportive Housing (PSH)

PSH rate	<b>3,160 of 3,586</b>	<b>88%</b>	
1 adult	544 of 566	96%	} <b>With Children</b>
2+ adults	288 of 333	86%	
1 adult	2,193 of 2,523	87%	<b>Without Children</b>
Other	135 of 164	82%	<b>May be under 18</b>

## FINDINGS | DSHS Temporary Assistance for Needy Families (TANF) Participation

The DSHS TANF program provides cash assistance to low-income families with children, and helps parents gain employment and achieve economic self-sufficiency. Across all HMIS-DSHS clients, TANF participation was 35 percent in SFY 2010, while 62 percent of individuals in households with both adults and children present received TANF. Participation for individuals in “families” with children ranged from 46 percent in the Homelessness Prevention and Rapid Re-housing program for individuals in households with two or more adults to 75 percent in the Emergency Shelter program for single adult households with children. The relatively low TANF participation rate for the Permanent Supportive Housing program reflects the fact that the program primarily serves unaccompanied adults. Similarly, given the nature of the TANF program, it was not surprising to find that participation was quite low for unaccompanied adults and did not exceed 10 percent in any housing program. TANF is intended to serve families with children, and it may be that the small number of unaccompanied adults who received TANF benefits were pregnant women who qualified for TANF or parents separated from their children at the point they received housing assistance recorded in HMIS.

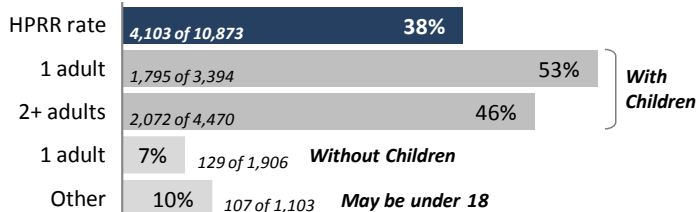
### DSHS TANF Participation Rates by Housing Program and Household Type

HMIS – DSHS CLIENTS

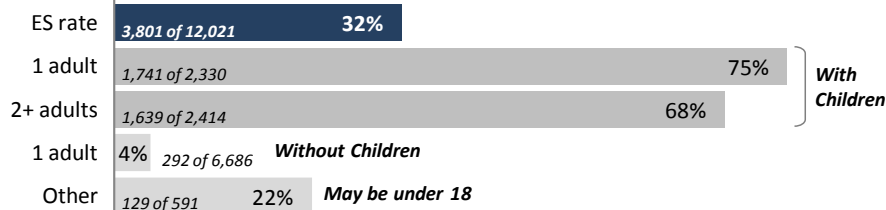
#### All HMIS-DSHS Clients

Participation rate **12,653 of 35,908** **35%**

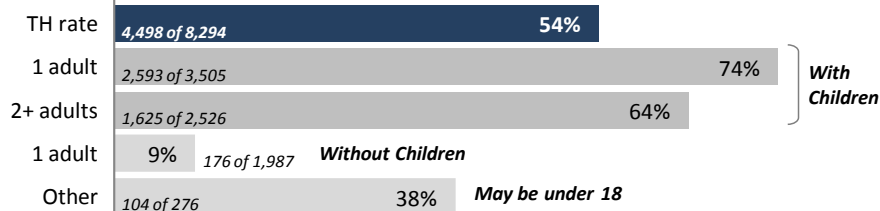
#### Homelessness Prevention and Rapid Re-housing (HPRR)



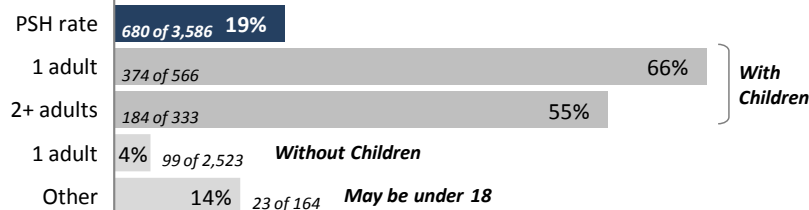
#### Emergency Shelter (ES)



#### Transitional Housing (TH)



#### Permanent and Permanent Supportive Housing (PSH)



## FINDINGS | DSHS Working Connections Child Care Program Participation

DSHS’s Working Connections Child Care (WCCC) program helps low-income families pay for child care while meeting TANF WorkFirst participation requirements. Approximately 17 percent of all HMIS-DSHS clients received child care subsidies in SFY 2010. Participation was highest among Transitional Housing recipients (29 percent), and lowest among Permanent Supportive Housing clients (10 percent). One adult families with children were far more likely than other household types to receive child care subsidies, ranging from 35 percent in the Homelessness Prevention and Rapid Re-housing program to nearly half (48 percent) in the Transitional Housing program. As might be expected based on program eligibility, participation among individuals identified in HMIS as unaccompanied adults was quite low, ranging from 0 to 3 percent.

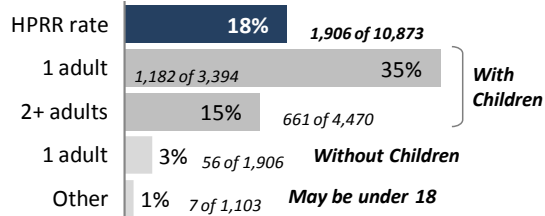
### DSHS Working Connections Child Care Subsidy Receipt by Housing Program and Household Type

HMIS – DSHS CLIENTS

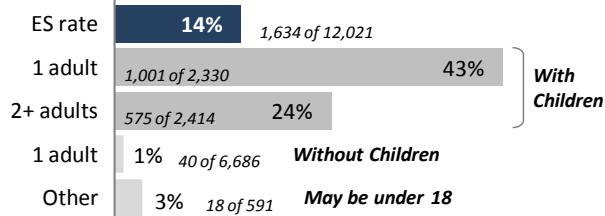
#### All HMIS-DSHS Clients

Participation rate **17%** 6,018 of 35,908

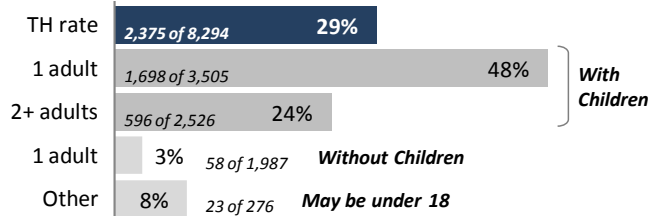
#### Homelessness Prevention and Rapid Re-housing (HPRR)



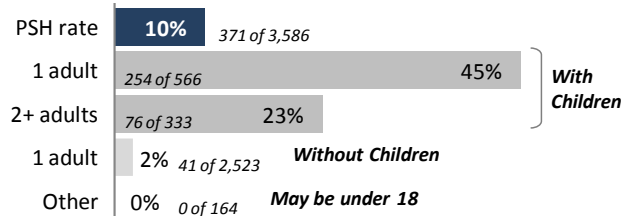
#### Emergency Shelter (ES)



#### Transitional Housing (TH)



#### Permanent and Permanent Supportive Housing (PSH)



## FINDINGS | DSHS Disability Lifeline Program Participation

In SFY 2010, the Disability Lifeline (DL) program, formerly General Assistance (GA), provided cash assistance and DSHS medical coverage to people who were physically or mentally disabled and unable to work for 90 days from the date of application.<sup>6</sup> GA/DL recipients must be over 18 (unless married) and ineligible for TANF, State Family Assistance, or Supplemental Security Income benefits. In SFY 2010, GA/DL receipt averaged 13 percent of HMIS-DSHS clients, overall, the latter of which included ineligible children under 18. The Emergency Shelter and Permanent Supportive Housing programs had the highest GA/DL participation rates (approximately 20 percent), while the Homelessness Prevention and Rapid Re-housing and Transitional Housing programs had the lowest (7 and 9 percent, respectively). In keeping with program eligibility requirements, the GA/DL program was the only DSHS service in which single, childless adults had the highest participation rates. GA/DL participation for unaccompanied adults ranged from 22 percent in the Homelessness Prevention Rapid Re-housing program to 33 percent in the Transitional Housing program. Individuals in households with children had very low GA/DL participation rates.

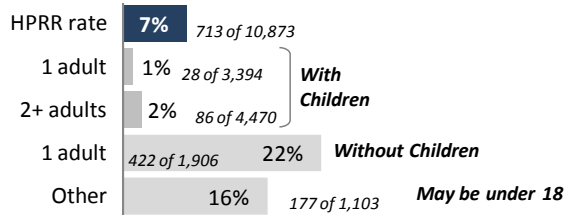
### DSHS Disability Lifeline Cash Assistance by Housing Program and Household Type

HMIS – DSHS CLIENTS

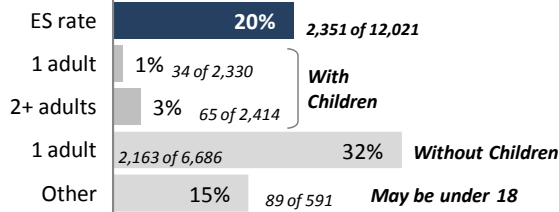
#### All HMIS-DSHS Clients

Participation rate **13%** 4,563 of 35,908

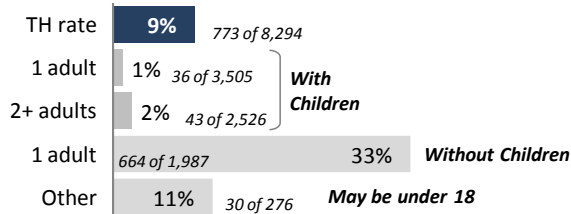
#### Homelessness Prevention and Rapid Re-housing (HPRR)



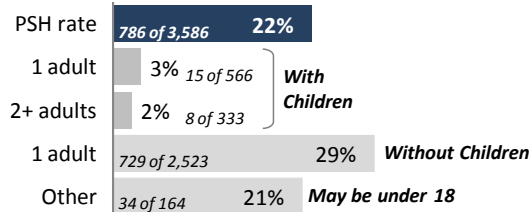
#### Emergency Shelter (ES)



#### Transitional Housing (TH)



#### Permanent and Permanent Supportive Housing (PSH)



<sup>6</sup> The Disability Lifeline program replaced the former GA program on November 1, 2009, five months into SFY 2010. As a result, HMIS-DSHS clients may have received either GA or DL benefits in SFY 2010.

## FINDINGS | DSHS Disability-Related Medical Coverage

Disability-related medical coverage provide coverage for specific mental or physical health disabilities and includes individuals receiving Supplemental Security Income (SSI). These coverage types are a subset of the broader measure of DSHS medical coverage discussed on page 4. Disability-related medical coverage rates for HMIS-DSHS clients are similar to GA/DL participation rates. Overall, 27 percent of all HMIS-DSHS clients had disability-related coverage in SFY 2010, with significant variation by household type. Within each housing program, unaccompanied adults had the highest rates of coverage while coverage for individuals in households with children was quite low—ranging from 5 to 8 percent. Permanent Supportive Housing had the highest overall rate of disability-related medical coverage (57 percent) while Homelessness Prevention Rapid Re-housing had the lowest (18 percent). In the Permanent Supportive Housing program, approximately 75 percent of unaccompanied adults received disability-related medical coverage in SFY 2010. In contrast, only 46 percent of unaccompanied adults in the Homelessness Prevention and Rapid Re-housing program received disability coverage. These differences in disability receipt help shed light on differences in employment rates by housing program, described below.

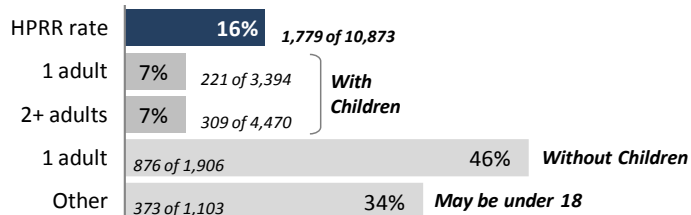
### DSHS Disability-Related Medical Coverage by Housing Program and Household Type

HMIS – DSHS CLIENTS

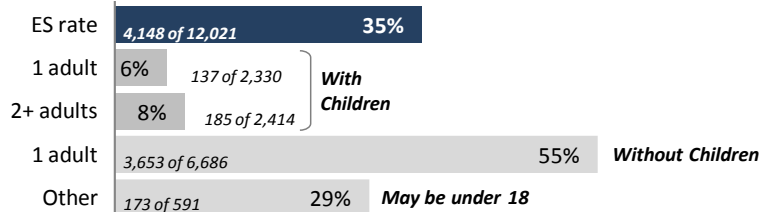
#### All HMIS-DSHS Clients

Participation rate **27%**  
9,629 of 35,908

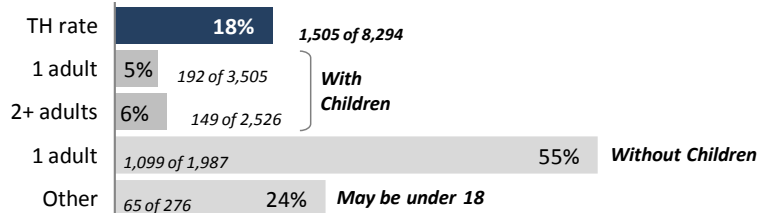
#### Homelessness Prevention and Rapid Re-housing (HPRR)



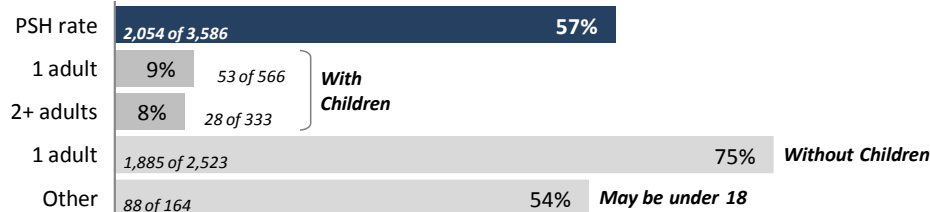
#### Emergency Shelter (ES)



#### Transitional Housing (TH)



#### Permanent and Permanent Supportive Housing (PSH)





## FINDINGS | Employment

Employment rates below represent the share of HMIS-DSHS clients ages 16 years or older who had any earnings reported in Employment Security Department's Unemployment Insurance wage database in SFY 2010. Employment was relatively low across all groups and programs, with only 33 percent of the overall HMIS-DSHS clients working at any point in SFY 2010. In comparison, 61 percent of the state's general population reported earnings in November 2010. In general, people in households with children had the highest employment rates, regardless of program type. Employment was consistently highest in Homelessness Prevention and Rapid Re-housing, followed by Emergency Shelter and Transitional Housing and then Permanent Supportive Housing. The highest employment rate for any household or program type was 53 percent, for single adults with children in the Homelessness Prevention and Rapid Re-housing program. In contrast, the lowest employment was 13 percent, for single adults without children in the Permanent Supportive Housing program. As shown above, Permanent Supportive Housing program clients overall had the highest rates of GA/DL participation, and 75 percent of all single adults in that program received disability-related medical coverage. This suggests Permanent Supportive Housing clients are more likely than others to have a mental or physical illness that prevents them from working.

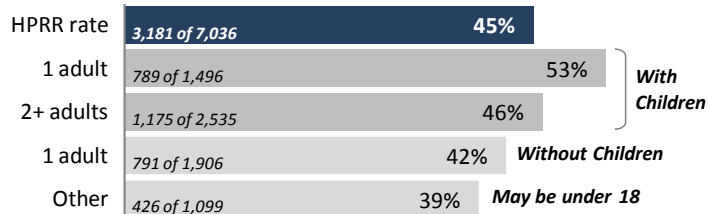
### Employment Rates by Housing Program and Household Type

HMIS – DSHS CLIENTS

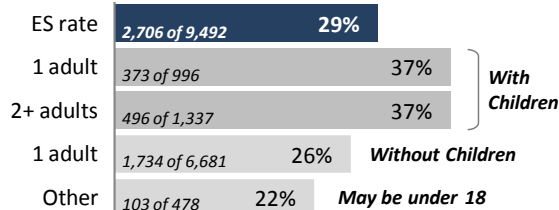
#### All HMIS-DSHS Clients

Participation rate **9,845 of 29,553** **33%**

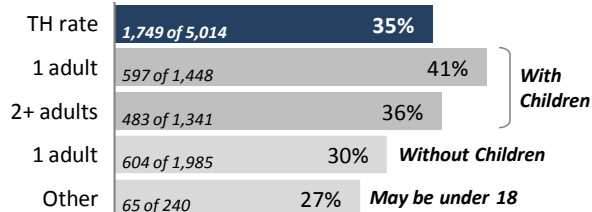
#### Homelessness Prevention and Rapid Re-housing (HPRR)



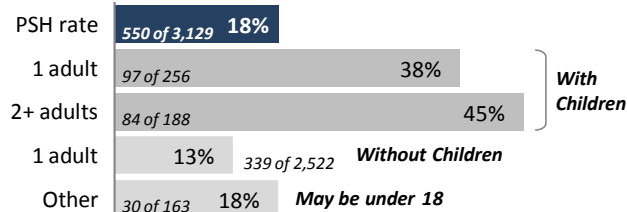
#### Emergency Shelter (ES)



#### Transitional Housing (TH)



#### Permanent and Permanent Supportive Housing (PSH)



## FINDINGS | Arrests

The arrest rates presented below are for felonies and gross misdemeanors among HMIS-DSHS clients ages 15 years and older in SFY 2010, as recorded in Washington State Patrol data. About 19 percent of all HMIS-DSHS clients over age 15 were arrested in SFY 2010. The Emergency Shelter program had the highest overall arrest rate (26 percent), while the remaining programs all had comparable rates of 13 to 14 percent. Arrest rates in the Emergency Shelter program were higher across all four household types, and the highest arrest rate for any program or household type was for single adults in the Emergency Shelter program (30 percent). Regardless of housing program type, unaccompanied adults tended to have the highest arrest rates. Within the Emergency Shelter and Permanent Supportive Housing programs, arrest rates for unaccompanied adults were twice as high as those for single adults with children.

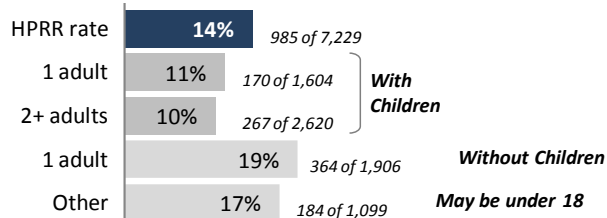
### Arrest Rates by Housing Program and Household Type

HMIS – DSHS CLIENTS

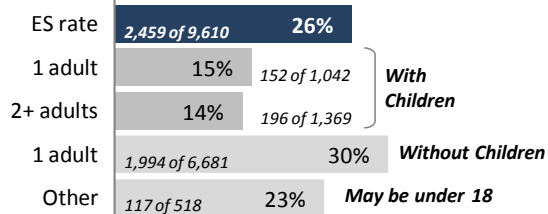
#### All HMIS-DSHS Clients

Participation rate **19%** 4,676 of 25,141

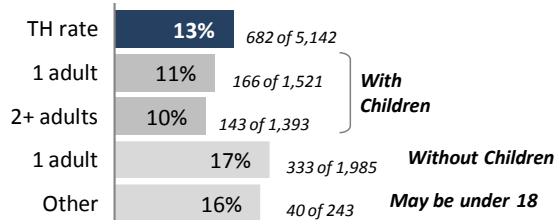
#### Homelessness Prevention and Rapid Re-housing (HPRR)



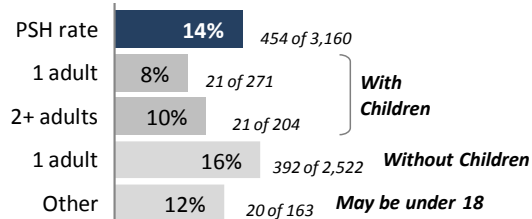
#### Emergency Shelter (ES)



#### Transitional Housing (TH)



#### Permanent and Permanent Supportive Housing (PSH)



## STUDY POPULATION

This report provides an analysis of individuals who received a housing assistance service recorded in the Homeless Management Information System (HMIS) in SFY 2010 and who linked to DSHS data at some point after July 1, 1998. This report builds on an earlier profile of HMIS-DSHS clients by showing rates of social service, employment, and arrest in SFY 2010 by both household type and housing assistance program.

## DATA SOURCES

- The Homeless Management Information System (HMIS) provided personal identifiers and data on receipt of housing assistance services.
- RDA's Client Services Database provided data on client demographics, social service use, and a common identifier for linking client information from multiple data sources contained within RDA's Integrated Client Database (ICDB).
- Office of Financial Management (OFM) eligibility data provided information on whether or not individuals had DSHS medical coverage.
- Washington State Employment Security Department (ESD) Unemployment Insurance wage data provided information on quarterly earnings, which was used to create a measure of employment status (an individual was considered employed if he or she had greater than zero earnings in a year).
- Arrest data from the Washington State Patrol (WSP) identified clients who had been arrested. Local law enforcement agencies are generally required to report only felony and gross misdemeanor offenses into the WSP arrest database. This report somewhat understates the full volume of arrest events because our data excludes some arrests for misdemeanor offenses that are not required to be reported in this database.

## HOUSING ASSISTANCE PROGRAMS

1. **Homelessness Prevention and Rapid Re-housing:** Medium-term rental assistance and financial stability services provided for up to 18 months to people at or below 50 percent of area median income (AMI) who are homeless or at imminent risk of becoming homeless.
2. **Emergency Shelter:** Short-term emergency shelter for up to 180 days for people who are homeless.
3. **Transitional Housing:** Rental assistance and case management provided for up to two years to low-income homeless families with children, to help them transition to permanent housing and self-sufficiency.
4. **Permanent and Permanent Supportive Housing:** Permanent affordable housing linked to health, mental health, employment and other services, for families and individuals with a history of homelessness and in need of support services in order to successfully maintain housing.

## DATA LINKAGE

The Washington State Department of Commerce's Community Services and Housing Division provided data from HMIS for people who received housing services between July 2009 and June 2010. A total of 54,036 unique individuals were identified in the HMIS records as receiving one or more HMIS services. Of the 54,036 HMIS records received in the October 2010 extract, 42,104 (78 percent) provided consent and sufficient identifying data to be linked to DSHS records. Personal identifiers are essential to successful linkage of records between different information systems. To consider a record as "linkable," DSHS staff evaluated the combination of full or partial information in the HMIS record for each person's name, date of birth, and social security number. The client's record had to contain at least: 1) a valid last name with at least two characters, and 2) full (9 digit) or partial (4 digit) SSN or valid date of birth.

The HMIS name fields were considered not useable for linkage if they were blank, listed as "Unknown" or "Refused," or contained non-alphabetical characters. The date of birth was classified as invalid for the date 1/1/1900, which was commonly used in HMIS to represent a missing or unknown date. Information was missing, invalid, refused, or incomplete for one or more of the following reasons: 11,563 records (97 percent of all un-linkable records) lacked a valid name, 11,515 (97 percent) had missing SSNs and 1,582 (13 percent) had missing dates of birth.

The final HMIS-DSHS client population contains the 35,908 individuals from the linkable HMIS records who received services from DSHS—other than Child Support Enforcement only—between July 1, 1998 and June 30, 2010. These clients represent 85 percent of the 42,104 HMIS clients who gave consent and had sufficient identifiable information to allow linkage to the DSHS Integrated Client Database.

## CONTACTS

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Copies of this paper may be obtained at [www.dshs.wa.gov/rda/](http://www.dshs.wa.gov/rda/) or by calling DSHS' Research and Data Analysis Division at 360.902.0701.  
Please request REPORT NUMBER 11.166