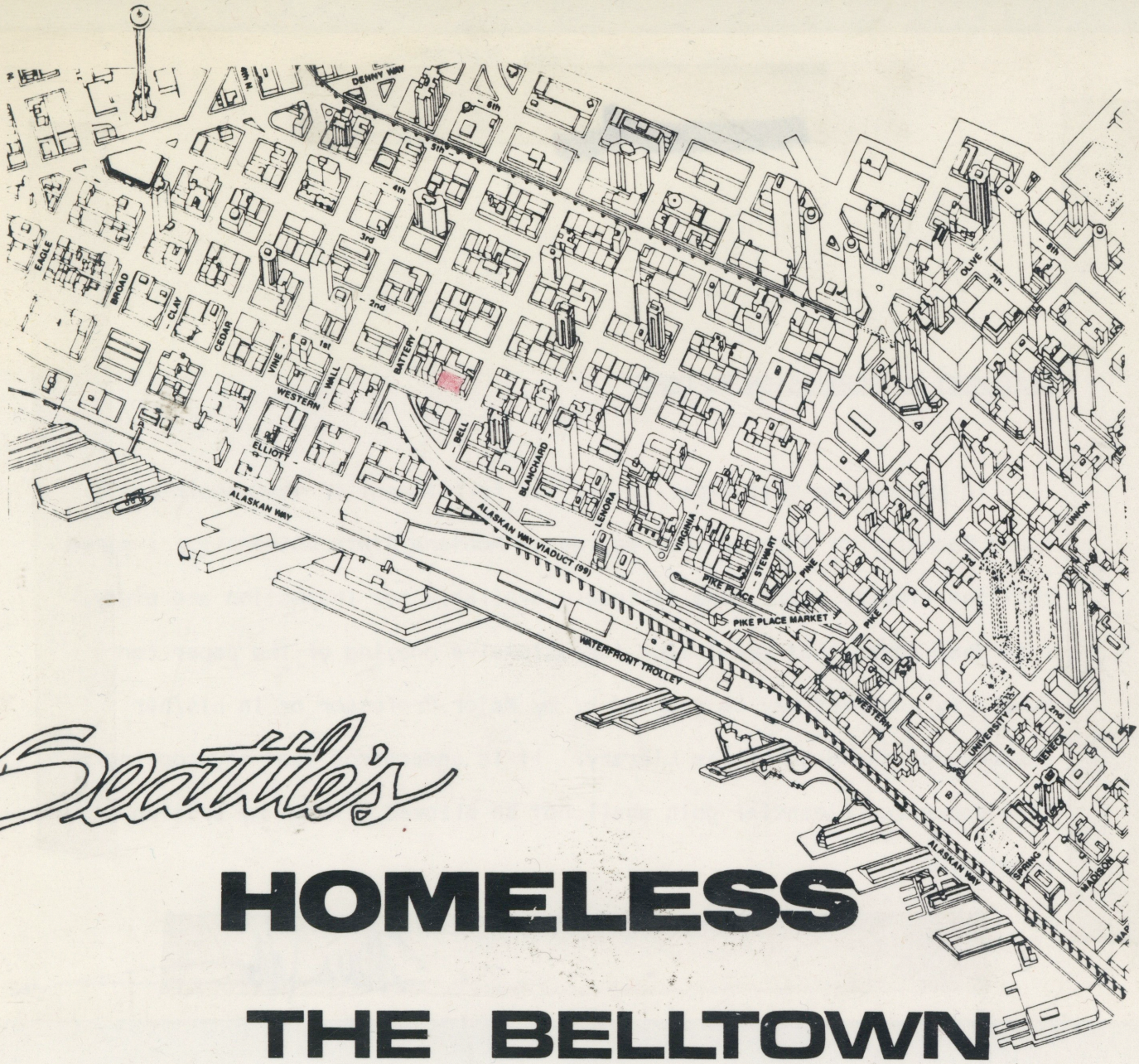


Seattle's

HOMELESS

THE BELLTOWN

cafe & shelter



shawn | johnson

thesis 11

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PREFACE:

"Can this be home? Sure, but it depends on those who occupy it. A house, you see, meets a need, but a home fulfills a desire."

- Louis Kahn

This study represents an exploration of current homeless issues, the crisis across the nation. It addresses the contemporary social and architectural theories, case studies, and resultant precedents. This will culminate with a specific focus on Seattle, Washington's homeless issues and demographics. Finally, the accumulated data will find expression through the design of an emergency shelter/commercial 'soup kitchen' in Seattle's Belltown area. For, "at one time or another, most homeless must rely on shelter providers and soup kitchen operators."1 This study represents a small part of a greater process to "propagate and deepen awareness, an awareness which, when carried to its inevitable conclusion, will result in the elimination of homelessness."2 I hope to further broaden the dialogue on housing the homeless.3 For, inevitably, "the epidemic of homelessness is growing far faster than the remedies."4 "Quality shelter must be provided. Who more than architects should be concerned and involved in the creation of shelter?"5 It has been documented that "Whenever decent, humane shelter has been made available, willing recipients have made ready use of it."6

PREFACE:

1. Terry F. Buss and F. Stevens Redburn, Responding to America's Homeless: Public Policy Alternatives (New York: Praeger Publishers, 1986), pp. 49.

2. Mary Ellen Hombs and Mitch Snyder, Homelessness in America: A Forced March to Nowhere (Washington, D.C.: Community for Creative Non-Violence, 1986), pp. VIII.

3. Nora Richter Greer, The Search for Shelter (Washington, D.C.: The American Institute of Architects, 1986), pp. 64.

4. Nora Richter Greer, pp. 8.

5. Nora Richter Greer, pp. 47.

6. Mary Ellen Hombs and Mitch Snyder, pp. 64.

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PUBLIC POLICY

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INTRODUCTION:

> "I have encountered nothing in 15,000 miles of travel that disgusted and appalled me so much as this American addiction to make-believe. Apparently, not even empty bellies can cure it. Of all the facts I dug up, none seemed so significant or so dangerous as the overwhelming fact of our lazy, irresponsible, adolescent inability to face the truth or tell it .... If we, as a people, are to go down helplessly in a fatuous and seemingly unnecessary chaos, it will be this where-life-is-better daydream that ensnared and tripped us ...."
>
> - James Rorty, 1936
> "Where Life is Better"

Few middle-class people in America today have ever talked with a homeless man, woman, or child. The ultimate enemy of homelessness is the "evil born of ignorance."1 Today, homelessness has been rediscovered as a social problem distinct from broader problems of persistent poverty, unemployment, and social deviance.2 The problem extends to every region in the country, major cities, rural areas, and even suburbs. However, the scale of the problem is greater not only in larger areas but in rapidly growing areas.

"Homelessness is often the final stage in a lifelong series of crises and missed opportunities."3 It represents the culmination of a gradual "disengagement from supportive relationships and institutions."4 "Homelessness results when society fails to provide continuous custodial care for a certain proportion of the population who, due to constitutional weaknesses, cannot fend for themselves or rely on family or friends for shelter."5 Life on the streets is represented by waiting, waiting in line for food, for health services, for employment, to go to the bathroom or bed. It means a dirty body and endless hours of nothingness.6

In response to the new found interests in homelessness, the AIA created a housing committee in the mid 1970s. The committee, in it's efforts to solve the homeless housing crisis further and inadvertantly perpetuated the situation through it's rigorous alternative housing proposals, it's "packaged programs." These efforts "contributed to the loss of housing once inhabitted by people living on the fringes of our society."7

In undertaking this type of exploration, one becomes quite conscious of the emotions "that surround discussions of homelessness and of the limited,

although rapidly growing, base of careful research on which to draw."8 There is a message in all of this. But, "most people are not quite certain that they want to know what it is."9 "To rage against such viable human suffering is the right course; it is the moral course; it is the true course."10 Once basic living needs have been met and safe haven secured, the debilitating symptoms often found among veteran street dwellers are markedly reduced.

INTRODUCTION:

1. Mary Ellen Hombs and Mitch Snyder, Homelessness in America: A Forced March to Nowhere (Washington, D.C.: Community for Creative Non-Violence, 1986), pp. VIII.

2. Terry F. Buss and F. Stevens Redburn, Responding to America's Homeless: Public Policy Alternatives (New York: Praeger Publishers, 1986), pp. 49.

3. Nora Richter Greer, The Search for Shelter (Washington, D.C.: The American Institute of Architects, 1986), pp. 64.

4. Nora Richter Greer, pp. 22.

5. Terry F. Buss and F. Stevens Redburn, pp. 64.

6. Nora Richter Greer, pp. 31.

7. Nora Richter Greer, pp. 5.

8. Terry F. Buss and F. Stevens Redburn, pp. XIII.

9. Mary Ellen Hombs and Mitch Snyder, pp. XVII.

10. Mary Ellen Hombs and Mitch Snyder, pp. 3.

A PORTRAIT



BACKGROUND:

"The worst sin towards our fellow creatures is not to hate them, but to be indifferent to them: that's the essence of humanity."

- Bernard Shaw
1901

"Homelessness is often the final stage in a lifelong series of crisis and missed opportunities, the culmination of a gradual disengagement from supportive relationships and institutions."1 While it is recognized that the problem of homelessness is not limited to one geographic location, the west accounts for almost one third of the homeless in the United States. Seattle ranks among the top ten metropolitan areas with the greatest numbers of homeless relative to their populations.2

"The Seattle/King County area is the major population center of the State of Washington. According to 1980 census data, the total population of the area is over 1.2 million. Seattle is the primary urban area within the county with a 1980 census population of 493,846 individuals. 11.2% of Seattle's population is in poverty."3 It is conservatively estimated that 1% of the national population, 2.2 million people, are homeless. By comparison, "the homeless population in Seattle is estimated to be between 3,000 and 4,000 people - 2,000 of whom are believed to be in downtown Seattle."4 This comes as no surprise for the inner city represents the traditional habitat of the down and out. It is an area where tolerance and indifference are the norms, offering almost complete anonymity, as well as shelters and services specifically for this group,5 according to Seattle's mayor, Charles Royer, "for every homeless person in Seattle, there are ten others who are at risk and who need some kind of housing assistance."6 It is, not only evident that the homeless population of Seattle-King County is heavily concentrated in downtown Seattle, but that within this area the problems have approached crisis proportions. (See table on Page 8 for client location preferences.)

Seattle considers itself a family oriented community. It has maintained strong neighborhoods with a heterogeneous mix of types of households and ages.7 This mix is maintained within the noticed and sharp increase in the numbers of homeless families over the past ten years. 36% of all individuals served in Seattle were families. Families represent one of four primary sub-groups identified among the homeless in Seattle/King County. The other three sub-groups are identified as single men; single women; and unattached youth. "Although men were turned away often, the primary groups least able to obtain housing were women, children, and youth."8 "The major thrust of existing services [within Seattle] is to provide food, shelter and basic medical care."9

BACKGROUND:

Today, homelessness has been rediscovered as a social problem. We must look beyond the causations of homelessness to the policies and indifferences which sustain such conditions.

> "... We cannot change what we do not understand, nor, in turn, can we begin to comprehend what we have never seen."10

BACKGROUND:

CLIENT LOCATION PREFERENCE IN CITY OF SEATTLE

PERMANENT VS. EMERGENCY HOUSING

Location	Percentage Preference for Permanent	Percentage Preference for Emergency
Downtown		
98104	12%	40%
98101	2%	5%
Delridge		
98106	3%	0%
98122	3%	2%
University		
98105	3%	2%
Ballard		
98117	2%	1%
Broadview		
98133	2%	2%

MYTHS AND FACTS:

> "It makes it easier to accept [their existence] if you believe that they have no families, no relatives, no friends. Why else would they be allowed to live in a manner that some animals wouldn't survive in? Unfortunately, that is usually not the case ...."
>
> - Tess Sneesby 11
> Abby's House

Many people consider isolation from friends, relatives and the "mainstream" of society as one of the major defining characteristics of homeless people. However, recent research suggests that they may actually have considerably more contact with family and friends than previouisly expected. "For some, isolation is a relief."12 A homeless person is generally someone without a stable residence, which is broadly defined as a place to sleep and receive mail.13

The homeless transient, the wandering loner who may be alcoholic or mentally disabled, is no longer typical of the great majority of people without shelter. In the past, the life of this 'typical' homeless group was romanticized as that of the hobo choosing to leave socity, travel the world, and live a life of self-sufficiency off of the land. Not so today, although this myth is commonly perceived as current fact (refer to pages 10 and 11 for futher information regarding homeless myths) the homeless today are not on the streets by choice, there is no evidence of this. Today, most often, the homeless are identified by their tattered appearance; bizarre behavior; with belongings carried in plastic bags, boxes and shopping carts; swollen, ulcerated legs; apparent aimlessness. On the other hand, there are those who maintain a reasonably good personal appearance and betray no behavioral disorders.14

"Life could best be described as an endless tedium broken only by periods of physical and emotional suffering."15 This life on the streets means waiting, waiting in line for food, for health services, for employment, to go to the bathroom or bed, dirty clothes and a dirty body, and endless hours of nothingness. Therefore, a place in line is often worth fighting for.16 Unfortunately, it is the nature of homelessness, that which requires frequent, sometimes daily, relocation, which perpetuates the constant and continuous lines.17 Regardless of which definition of homelessness is being used, the underlying consistency of each definition refers not to an absolute condition but to a deprivation that varies in degree depending upon regional definitional variations.18 We, as society, must seek for and recognize the human face which hides behind the homeless mask.19

MYTHS AND FACTS

MYTH: HOMELESSNESS HAS ALWAYS BEEN WITH US. IT'S JUST A FACT OF LIFE AND WILL NEVER CHANGE.

FACTS: The nature and magnitude of homelessness is greater now than in any other period in history. An estimated 3 million people are homeless in the U.S. This figure does not account for the thousands of "hidden" homeless — people living with relatives and friends, constantly at risk of being turned out on the streets.

Homelessness is neither a temporary nor a seasonal problem. It is increasing at the rate of 25% per year in the U.S. alone. A recent study concluded that, without any change in national low-income housing policy, 18.7 million Americans will be homeless by the year 2003.

There are some 3,000 to 4,000 homeless in Seattle at any one time.

MYTH: THE HOMELESS ARE ALL ALIKE — SKID ROAD BUMS.

FACTS: The stereotype of the grizzled alcoholic and skid road bum barely scratches the surface of today's homeless. The homeless are men, women and children of every description. They have in common a lack of income and housing they can call their own.

The homeless generally fall into three broad categories:

1. The chronically disabled: alcoholics, substance abusers, the chronically mentally ill.
2. Those in personal crisis: divorce, domestic violence, battery.
3. Those with economic problems: eviction, unemployment, lack of affordable housing.

These categories overlap substantially — many of the homeless suffer from multiple problems. The longer they are homeless, the more complex their problems become.

MYTH: THE HOMELESS ARE ALL SOCIAL FAILURES AND HAVE THEMSELVES TO BLAME FOR THEIR CONDITION.

FACTS: The homeless are the new poor, victims of political, social and economic factors over which thay have little control. The primary causes of homelessness are: the critical lack of affordable, low-income housing; economic factors, and federal cutbacks of social services to aid the poor.

- HOUSING: Each year thousands of units of low-income housing are lost nationally due to conversion, gentrification, abandonment, demolition, and arson. Most of the homeless previously lived in poorer areas of central cities — the very areas subject to the highest abandonment and the worst quality of housing. Public housing, the last resort for the poor, is not being constructed under this administration.

- ECONOMIC FACTORS: The one characteristic all of the homeless have in common is that they are poor. The ranks of the homeless are swelled by high persisting unemployment, falling wages, and changes in the structure of the economy which has widened the gap between skilled and unskilled workers. For many who work, real wages are shrinking and jobs are marginal; for the unemployed, the chances of getting a decent job diminish year-by-year. Permanent unemployment is now an accepted feature of our ecomomy. 44% of new jobs created in the last six years lie at poverty-level wages; there has been no increase in the minimum wage since 1981.

- FEDERAL CUTBACKS: An estimated 50% of the increase in poverty among families with children since 1981, is due to the reduction of government programs to aid the poor. These include Aid to Families with Dependent Children (AFDC), the Food Stamp Program, Social Security. Close to 300,000 of the elderly and disabled Social Security recipients were permanently cut from the Social Security roles by 1985. Many of them wound up in the streets.

MYTH: THE HOMELESS ARE ALL DRUNK OR CRAZY.

FACTS: The most visible of the homeless are also the most dysfunctional and the ones who suffer the most from chronic illness and a lack of adequate resources. These include victims of alchoholism/susbstance abuse and mental illness.

Alcoholics/Substance Abusers: An estimated 1400 late stage public alcoholics are visible on Seattle's downtown streets. Of these, some 36% are hard core recidivists; the other 64%, including those who turned to heavy drinking because of family or job difficulties, could be amenable to treatment. All suffer the ravages of this progressive disease, the late stages of which are characterized by continuous drinking bouts, physical and mental deterioration, psychomotor inhibition and despondency. The incidence of late stage alcoholics on city streets increased following decriminalization of public inebriation in 1975 and the closure of mental institutions where many of those in the late stages —including those with dual diagnoses of alcoholism and mental illness — lived. The 1400 represents less than 7% of the 100,000 alcoholics in King County.

Mentally Ill: Most of the homeless are not mentally ill. The mentally ill who are on the streets are there not because they are mentally ill but because of a lack of resources. The national trend for deinstitutionalization in the late 1970's poured thousands of mentally ill back into communities without support systems to provide for their most basic needs. Mentally ill who live on the streets are the most helpless of the homeless. The actual number of homeless who are mentally ill is estimated to be about 40%. The actual numbers of mentally ill who are homeless is significantly smaller — about 3%.

An estimated 35 to 40% of Seattle's homeless are mentally ill. No emergency shelter is able to meet their complex need.

MYTH: THE HOMELESS ARE ALL SINGLE VAGRANTS: NO FAMILIES ARE HOMELESS.

FACTS: Families with children are the fastest growing segment of the nation's homeless population (35% last winter).

Children make up 40% of the poor population in the U.S. One quarter of white children are poor; one half of Black children are poor; and two-fifths of Hispanic children are poor. The U.S. is the only industrialized nation with a rate of growth in poverty among children.

The number of families seeking shelter in Seattle has increased 30% in the last 2 years. In 1986 some 7,020 people

were served in family shelters and 32,000 were turned away for lack of space. As many as 75% of residents in family shelters are children; half of these are five years old or younger.

MYTH: THE ONLY HOMELESS WOMEN ARE BAG LADIES AND PROSTITUTES.

FACTS: Women constitute a larger and larger portion of the homeless population. Many of them go "unseen" by choice: the most vulnerable of the homeless — frequent victims of emotional and physical violation - most homeless women take great pains to remain invisible.

Among homeless women are those who have been victims of battery and domestic violence, single women heads-of-households, and those who suffer from chronic unemployment, mental illness or multiple disabilities.

Although the numbers of homeless women are especially hard to document, some 300-400 women in Seattle are estimated to be on the streets, on any given night.

MYTH: BATTERED WOMEN ARE NOT HOMELESS — JUST BATTERED.

FACTS: All battered women who are in shelters are homeless. When a woman leaves a battering situation, she often leaves the home she had for good. For most who have the courage to leave, the decision has taken months, sometimes years of dangerous escalating abuse. When they do leave, it is usually with only the clothes on their backs. Some 25% of women in Seattle shelters claim to be victims of battery; the actual incidence of battery is found to be much higher — about one out of every 3 women housed have been battered, many too ashamed or frightened to admit it.

MYTH: HOMELESS KIDS ARE ALL DELINQUENT.

FACTS: Kids who are homeless are not, for the most part, either the "street toughs" or the weekend runaways. They are youngsters between the ages of 11 and 21 with histories of chronic sexual, physical and emotional abuse from families that are dysfunctional, alcoholic, broken. In Seattle, some 400 new young people enter the streets each month. Over 84% of those receiving services at the local Orion Center in 1986 had no stable residence prior to entering the streets; close to 16% came from foster homes.

MYTH: THE HOMELESS ARE ALL DANGEROUS.

FACTS: The homeless are among the most vulnerable of those on the streets, the victims of frequent emotional abuse, often from those with disdain for them, and physical violence. Over a one-year-period in New York City, 59% of the homeless had property stolen, 18% had been beaten, and 26% had been threatened with weapons. This is merely a prototype of every city in the country.

MYTH: THERE ARE ADEQUATE RESOURCES. NO ONE HAS TO BE HOMELESS.

FACTS: The vast majority of the homeless (over 74%) are unable to resolve their crises permanently because of lack of available resources and options. Emergency shelter is only the tip of the iceberg for the kinds of ongoing resources needed to assist in the stabilization of the homeless, particularly those who have been chronically homeless, unemployed, or who are challenged by special problems.

On the average, less than 20% of the immediate emergency need for beds is being met. Emergency shelter for the homeless in Seattle is in critically short supply. Over 1,500 persons are estimated to be without shelter on any given night. In November 1986, 4,797 persons, 67% of the total demand, were turned away for lack of space.

MYTH: IF WE PROVIDE SERVICES HERE, THEY'LL COME FROM ALL OVER THE COUNTRY.

FACTS: Homelessness is a national crisis, not a problem that Seattle alone can handle. Emergency services are being provided, in varying degrees, to the homeless all over the country. Of the total number of homeless seeking shelter in 1986, only 11% were recent arrivals to this area. This is certainly not a high enough figure to suggest a national movement to this area.

MYTH: IT'S THEIR PROBLEM. THERE'S NOTHING WE CAN DO.

FACTS: The gap between the rich and the poor is rapidly increasing as more and more middle class households join the ranks of the homeless. For many of us, homelessness is just a paycheck away. The problem belongs to each of us. We must all participate in the solution.

Things YOU Can Do

Stay Informed: Keep up on current issues, trends, legislation; know what is being done locally. A good national resource is The National Coalition for the Homeless, 1620 I Street, N.W., Washington, D.C. 20006, phone: (202) 659-3310.

Support Legislation: Support the passage of legislation to aid the homeless and equalize the balance between the rich and the poor. Contact your Representatives and Senators. Write letters, make calls, meet with your representatives when they are in town.

A local legislative resource is the Lutheran Advocacy Network published by the Office of Governmental Ministry, WASH., (205) 272-4265.

Write Letters to your City Council and Mayor to endorse low-income housing preservation in your city.

Volunteer Your Time, Skills, Talents to the LCC or another agency working with the homeless.

Educate Your Own Communities on Homelessness.

Make monthly Pledges of money, clothes, food, toiletries. Find out first what is needed by the agency you choose to support.

"Homelessness today is not the result of personal faults or failures. It isn't the eccentric life style of a few marginal or disabled groups. Homelessness is simply the most extreme manifestation of contemporary poverty in America."

(National Coalition for the Homeless)

WHO ARE THEY:

With varied problems arising from untreated mental disorders, chronic unemployment, alcohol and drug abuse, family disruption ..., the homeless represent an increasingly broader stratification of American society. This stratification includes not only vagrants who find shelter in doorways, but battered wives and abused children, impoverished elderly, disaffected vietnam veterans, deinstitutionalized mentally retarded and mentally ill, among others.20 They represent the young and old, single people and families, the physically disabled and the able-bodied.21 "The new 'urban' homeless are essentially the disenfranchised - those who are denied the opportunity to work, denied access to decent low-income houseing, and denied access to medical and social assistance."22 There has been a recently noted increase of families and children seeking shelter. Whether because of poverty or of family disruption, they come, not off the streets but from some dwelling where they are no longer welcome or can no longer afford to stay.23 Many of these families represent the "new poor" - the industrial worker whose skills are no longer useful in our new, high-tech society. Regardless, they are poor, poor and isolated.24

In 1984 the U.S. Department of Housing and Urban Development (HUD) attempted to determine the national scale of homelessness.25 This study represents the only national government study of homelessness. However, it should be noted that individual, local municipalities, be it state or county, do continuously study their own, everchanging homeless demographics.

On a national scale, the number of the nation's homeless varies drastically with those questioned. The administration (HUD) at one end of the scale puts the numbers of homeless nationwide at 350,000 people. Where as advocates of the homeless claim 2.2 million (2,200,000) and more are homeless.26 This represents just one of many examples of controversial and therefore unreliable number counting. Other examples follow:

- "On Los Angeles, California's Skid Row, estimates of the homeless population ranged from 1,000 to 8,500 people;

  From 320 to 8,000 people were estimated to be homeless in Baltimore, Maryland;

  In Chicago, Illinois, the range of estimates is a mind-boggling 1,000 to nearly 250,000 homeless individuals."27

Inconsistencies in homeless demographic statistics stems from a failure to differentiate the three basic methods of counting:

1. The number of homeless over a specific period of time.

2. The number of homeless at a single point of time.

3. The total number serviced by a given agency(s) within a specific period of time.28 (Note: It is through this third method that the City of Seattle complies its statistical information.)

Whatever the limits of the methodologies or of the results, all must agree that we, as a nation, have a problem of significant magnitude and that the numbers of homeless are rapidly rising.29 It is said that counting invisible people is difficult. The homeless are, in fact, "all around us, diguising themselves as best they can"30 due to the necessity of societal acceptance. Is the true issue here whether the numbers represent 200,000 or 2 million, or more significantly, the acceptance that the homeless exist. Whether 1.10 or 10 million they all require assistance. I fully advocate the latter approach. However, the numbers can politically make a significant difference in the formation of public views. "We will know how many [homeless] there are only after we have brought them inside."31

The sharp increase in the number of women, children, young men, and families and the specific demographics of all homeless groups can be represented statistically. The mentally ill, found among all groups, are estimated to make up 20% to 50% of the homeless population. Up to 80% have some kind of mental illness, ranging from schizophrenia to severe personality disorders.32 The national average age of a homeless person is 34. (Refer to table on Page 14 for entire age stratification.) 45% of the homeless have a high school diploma and of these, one-half have either started or finished college level work.33 As stated earlier, Seattle/King County identifies four primary homeless sub-groups: single men; single women; families and; unattached youth. Seattle's statistics are based on information gathered from 26 emergency housing programs operating in Seattle and King County.34

According to the Eighth Annual Emergency Housing Coalition Survey, 7,089 people sought shelter during the month of November, 1987. Of those individuals served, 36% were families, 2% were couples without children, 1% were minors along, 10% were single women and 51% were single men.35 It is important to note here that families represent the second larges population served. "Although men were turned away often the primary groups least able to obtain housing were women and children, and youth."36 "A homeless family is defined by the City of Seattle as one or more adults taking care of one or more dependents. In Seattle a homeless family is likely to be a minority, female-headed household with two children under 11 years of age."37 Although fewer in number two-parent households are on the increase. There are also minority, age, residential, and economical strafications within Seattle' homeless demographics. Of those served, 48% were minorities. According to age breakdowns, 24% were between the age of 0-17, 4% between 18-20, 50% between 21-44, 17% between 45-59, and 5% between 60-75+. Residential statistics reveal that 58% of the homeless were from Seattle, an additional 6% from King County, 10% from the State of

WHO ARE THEY:

Washington with another 31% from out of state.38 The economic situation of those served is astonishing. 98% reported no income to very low income. (Refer to tables on Pages 13, 14 and 15 to further supplement the above mentioned demographics.)

WHO ARE THEY:

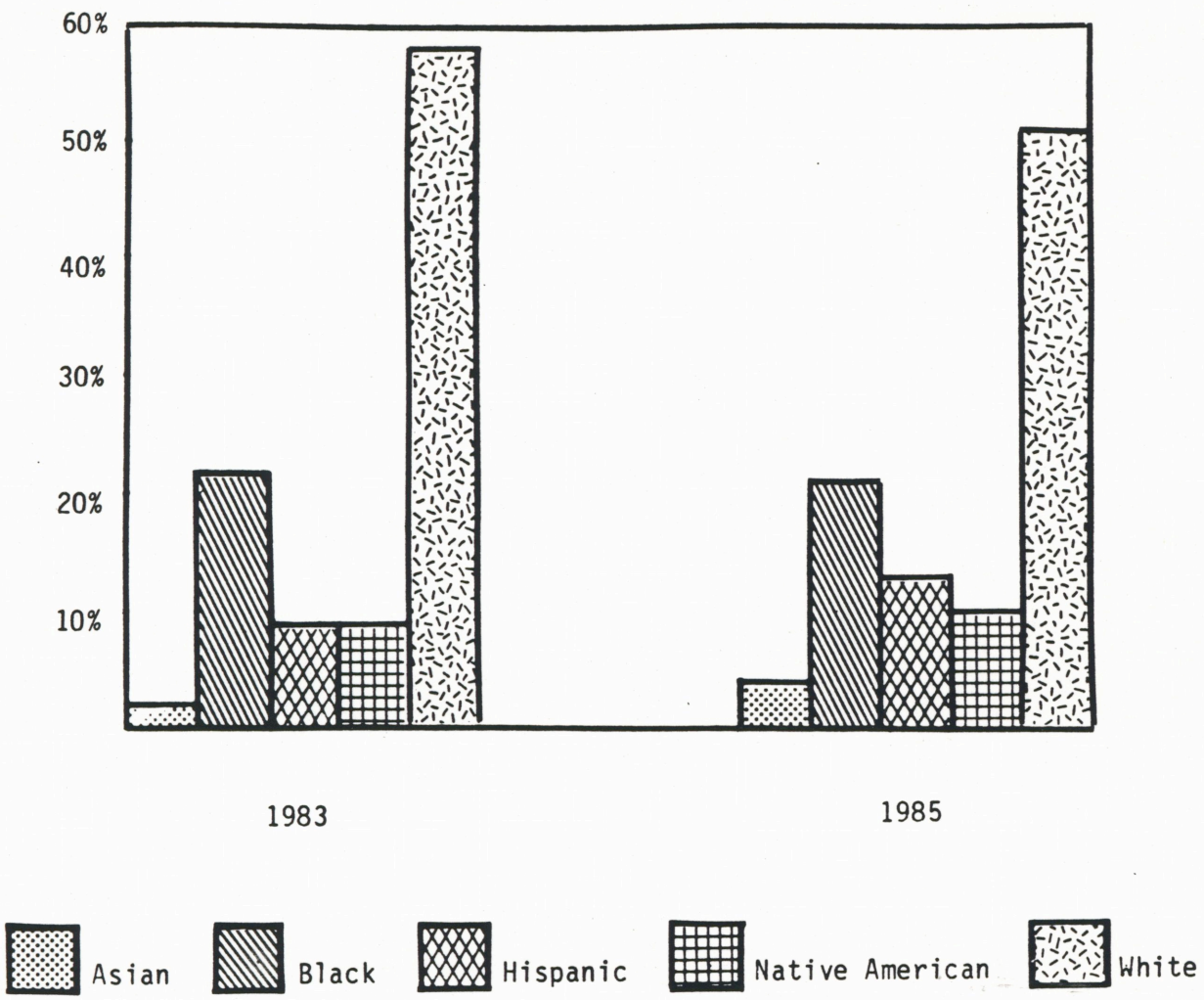
Age of Individuals Served in Shelters by Client Group
1985

	Single Men	Single Women/ Women with Children	One-Parent & Two-Parent Families	Youth
0-5	0%	25%	29%	N/A
6-10	0%	9%	15%	
11-17	0%	5%	11%	
18-24	7%	18%	14%	
25-44	30%	37%	30%	
45-59	46%	6%	3%	
60-64	11%	1%	0%	
65-74	6%	1%	0%	
Over 75	1%	0%	0%	
	100%	100%	100%	

Source: City of Seattle CDBG Client Profile Reports, 1985 (based on reports of 14 shelters).

WHO ARE THEY:

Race of Clients
1983 - 1985



Source: CDBG Client Profile Reports: 1983 and 1985

WHO ARE THEY:

CLIENT'S LAST PERMANENT ADDRESS

	Overall	Single Male	Single Female	Households With Children Under 18		
				1 Child	2 Children	3 Children
Seattle	39%	36%	42%	36%	42%	35%
North King County	3%	1%	6%	8%	2%	4%
South King County	4%	3%	4%	11%	2%	10%
Rest of Washington	11%	11%	12%	10%	7%	15%
California	9%	12%	7%	7%	9%	11%
Oregon	6%	8%	3%	5%	7%	0%
Texas	3%	3%	2%	1%	1%	0%
Illinois	3%	3%	3%	5%	6%	4%
New York	1%	2%	1%	0%	2%	4%
Alaska	1%	1%	2%	0%	0%	4%
Other States	20%	20%	18%	17%	20%	13%

WHY ARE THEY HOMELESS:

The explanations for homelessness have a tendency to be divided into two categories: those emphasizing the effects of social institutions and public policies and those emphasizing attributes of the individuals who are homeless.39 Both can be difficult to verify or reject. The immediate causes of homelessness are diverse: i.e. loss of job, physical or mental disability, loss of government benefits, divorce ....40 (See tables on Pages 18 and 19 for further statistics.) Regardless, it results from a complex pattern of causation involving multiple and sequential casual factors.41 There are three major societal changes which have added to the number of homeless.

1. A shift in care of the long-term mentally ill. In 1955 there was a record 559,000 psychiatric patients in hospitals nationwide. In 1985, due to deinstitutionalization, there were less than 138,000 patients.42 33% of all individuals sheltered in Seattle during November, 1985 were mentally disabled.43

2. A decline in general government income assistance.

3. A transformation of an industrial economy into a high-tech one. "Deindustrialization"44 has affected American industry, the work force, and the community structure.

A tangent to factor 3, Deindustrialization, is the recent movement in urban revitalization. 2.5 million people are involuntarily displaced from their homes every year, with an additional loss of 500,000 low-rent units each year. Between 1970 and 1982 the national number of single room occupancy (SRO) units has declined by 1,116,000.45 It is in this respect that the loss of housing has been targeted as the immediate precipitating cause of prolonged homelessness. The loss of housing typically takes one of three forms:

1. Eviction or threat of eviction.

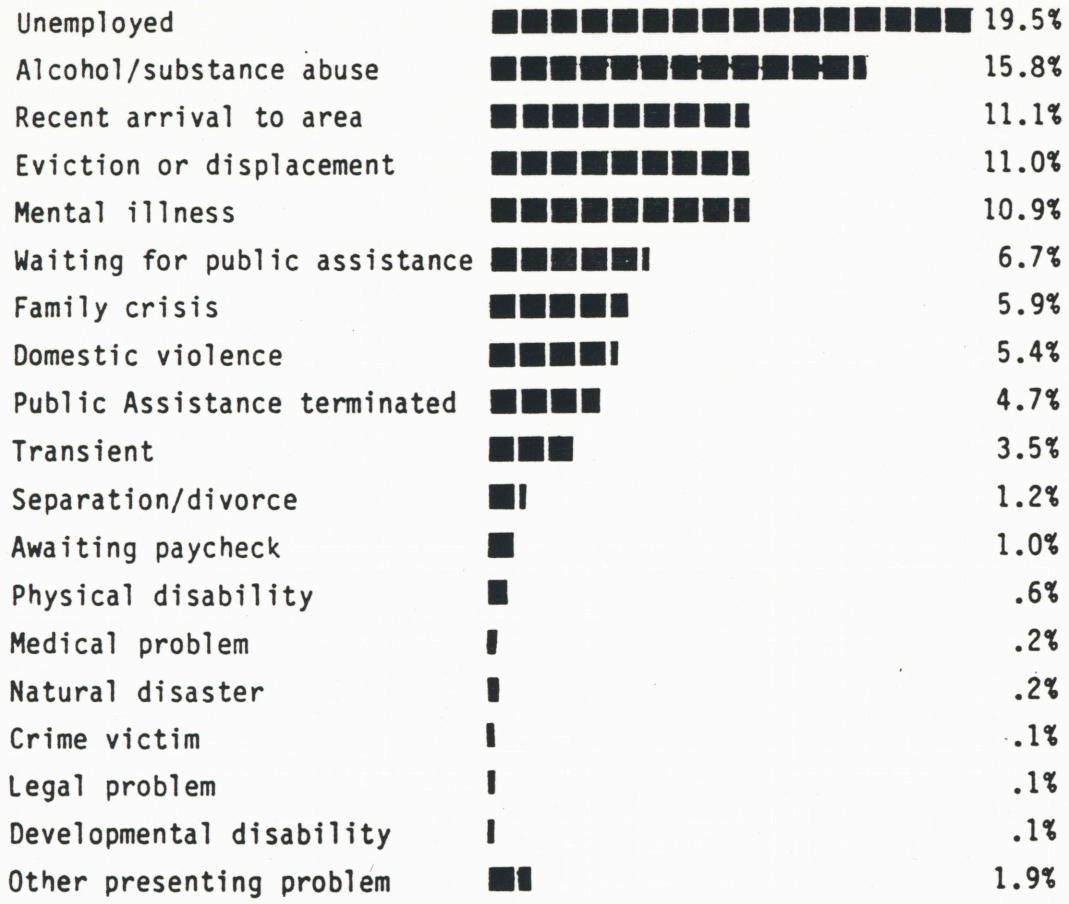
2. Intolerable conditions in one's prior residence.

3. Rent increases above and beyond one's payable capacity.

The majority of available housing in the U.S. is beyond the means of the homeless. The number of affordable units has become so low that for many homeless the emergency shelters have become more permanent quarters.46

WHY ARE THEY HOMELESS:

Reasons for Seeking Emergency Shelter
Provider Estimates
(Estimated Percent of Unduplicated Individuals Served)
(N=22)



Source: 1986 Emergency Shelter Provider Survey

WHY ARE THEY HOMELESS:

Single Men

Alcohol/Substance abuse/Mental illness	46%
Employment/Income-related problems	30%
Eviction/Displacement	9%

Single Women and Women with Children

Domestic Violence/Family crisis	45%
Employment/Income-related problems	21%
Eviction/Displacement	15%

One-Parent and Two-Parent Families

Employment/Income-related problems	31%
Eviction/Displacement	23%
Recent arrival	11%

Youth

Transient	26%
Unemployed	20%
Family Crisis	19%

HOW DO THEY SURVIVE:

Where do the homeless seek refuge while the house slip away into nothingness? - the park bench or soup kitchen. Maybe in an abandoned building, public library or museum. For the night? - in doorways, under highway bridges, on steaming grates or bus stations ....47 However, even more urgent than finding shelter, a great amount of attention and energy becomes focused upon securing the next meal. For in most situations there is very little money for food and no place to store or prepare it making it a most pressing need.48 A key to determining the seriousness of the homeless problem is the reported incidence of hunger, since "hunger is considered the handmaiden of homelessness."49 There was a 50% rise in demand between 1982 and 1983 with a drastically sharp increase during 1985 compared to a 25% increase in demand for shelter.

Why don't the homeless work? Some are unable or unwilling to work, some can and would like to work, some are working. "For the homeless, work is often a short term proposition, a way to get cash for immediate needs or to move to another town."50

In order to aid and insure the survival of the homeless, record numbers of soup kitchens are being opened or reopened by various advocacy groups with the realization that the soup kitchens provide the major source of food to the homeless. Soup kitchens are usually operated by local churches or support organizations such as the Salvation Army.51 "The Salvation Army (has) announced plans to reopen soup kitchens closed for 50 years."52 There are record numbers of people turning out for free food programs. However, these homeless no longer fit the stereo-typed skid row mold anymore.

> "Since 1970, Seattle, Washington's Blessed Sacrament Church has been offering a weekly Sunday dinner. They now serve 40,000 to 50,000 meals each year. Parishioners organized the program in response to the severity of Boeing Corporation layoffs ... about one quarter of the food is donated; there are no limits on servings, and leftovers are distributed at the end of the meal."53

The following case histories help illuminate upon the complex series of causes and reactions which have ended for so many in homelessness. The case histories chosen represent a broad range of people who, for one reason or another, are homeless.

HOW DO THEY SURVIVE:

1. Nora Richter Greer, The Search for Shelter (Washington, D.C.: The American Institute of Architects, 1986), pp. 22.

2. Terry F. Buss and F. Stevens Redburn, Responding to America's Homeless: Public Policy Alternatives (New York: Praeger Publishers, 1986), pp. 23.

3. Human Service Strategic Planning Office, "City of Seattle Comprehensive Homeless Assistance Plan, Fall 1987" (Seattle: 1987, photocopies), pp. 1.

4. Human Service Strategic Planning Office, "Strategy for the Downtown Homeless" (Seattle: December 30, 1986, photocopied), pp. 3.

5. Terry F. Buss and F. Stevens Redburn, pp. IV.

6. Nora Richter Greer, pp. 14.

7. Human Service Strategic Planning Office, "Homeless Family Strategy" (Seattle: August, 1987, photocopied), pp. 2.

8. Human Service Strategic Planning Office, pp. 2.

9. Human Service Strategic Planning Office, pp. 3.

10. Mary Ellen Hombs and Mitch Snyder, Homelessness In America: A Forced March to Nowhere (Washington, D.C.: Community for Creative Non-Violence, 1986), pp. IX.

11. Mary Ellen Hombs and Mitch Snyder, pp. 14.

12. Terry F. Buss and F. Stevens Redburn, pp. 48.

13. Nora Richter Greer, pp. 12.

14. Nora Richter Greer, pp. 12.

15. Nora Richter Greer, pp. 31.

16. Nora Richter Greer, pp. 31.

17. Terry F. Buss and F. Stevens Redburn, pp. 17.

18. Terry F. Buss and F. Stevens Redburn, pp. 15.

19. Nora Richter Greer, pp. 8.

20. Nora Richter Greer, pp. 5.

21. Nora Richter Greer, pp. 13.

22. Nora Richter Greer, pp. 22.

23. Nora Richter Greer, pp. 13.

24. Terry F. Buss and F. Stevens Redburn, pp. 69.

25. Terry F. Buss and F. Stevens Redburn, pp. 20.

26. Nora Richter Greer, pp. 5.

27. Mary Ellen Hombs and Mitch Snyder, pp. 11.

28. Terry F. Buss and F. Stevens Redburn, pp. 15.

29. Terry F. Buss and F. Stevens Redburn, pp. 22.

30. Mary Ellen Hombs and Mitch Snyder, pp. 8.

31. Mary Ellen Hombs and Mitch Snyder, pp. 9.

32. Nora Richter Greer, pp. 21.

33. Terry F. Buss and F. Stevens Redburn, pp. 29.

34. Emergency Housing Coalition, "No Room at the Inn: Eighth Survey of Unmet Emergency Housing Needs: (Seattle: Press Conference, December 17, 1987)

35. Emergency Housing Coalition.

36. Human Service Strategic Planning Office, pp. 2.

37. Human Service Strategic Planning Office, pp. 2.

38. Emergency Housing Coalition.

39. Terry F. Buss and F. Stevens Redburn, pp. 61.

40. Nora Richter Greer, pp. 17.

41. Terry F. Buss and F. Stevens Redburn, pp. 61.

42. Nora Richter Greer, pp. 20.

43. Emergency Housing Coalition.

HOW DO THEY SURVIVE:

44. Nora Richter Greer, pp. 21.

45. Nora Richter Greer, pp. 19.

46. Nora Richter Greer, pp. 18.

47. Nora Richter Greer, pp. 11.

48. Terry F. Buss and F. Stevens Redburn, pp. 41.

49. Nora Richter Greer, pp. 12.

50. Terry F. Buss and F. Stevens Redburn, pp. 43.

51. Terry F. Buss and F. Stevens Redburn, pp. 41.

52. Mary Ellen Hombs and Mitch Snyder, pp. 62.

53. Mary Ellen Hombs and Mitch Snyder, pp. 123.



CASE STUDIES:

VIRGINIA

Virginia Danielson is 93. She has lived at The Dalt Hotel for 52 years. For the past 42, she has eaten dinner every night at Polo's, the Vanessi's of the Tenderloin district. The waiters all call her "Mama." Everyone who knows her remarked how strong and sharp and together she was at her age. Then, in February, The Dalt changed hands. "I saw it happen," said Sam Kasnakjian. "They put fear into Mama's heart."

Kasnakjian is an owner of Polo's. Every afternoon he would pick up Mrs. Danielson and walk her to the restaurant. Every night he'd walk her home. "She'd have a drink and have dinner and joke with the waiters. She was in great shape— until those people took over," he said, and added: "I saw what they were doing in that hotel. They took the furniture out of the lobby so no one could sit, and the elevator and the heat were turned off and the rugs ripped up so you'd cough in the hallways— and that awful spraying smell was everywhere. I was there every day. It was clear they were doing this on purpose, to discourage tenants from staying.

"Then Mama began getting really scared. 'They're going to fumigate me,' she'd say. And I'd say, 'No, Mama, I won't let them do that to you.'"

One day Mama didn't show up at Polo's. Instead she smashed out the window of her room with her cane and began screaming for help. "They've murdered three people," she screamed. "They're going to spray me like the others they killed," she screamed.

They took Mama to the gero-psychiatric unit at Ralph K. Davies Medical Center.... She was described as "shattered" by her experience at The Dalt. (The San Francisco Chronical, Friday, April 4, 1980)[1 2 17]

HELEN

Helen is about five foot one. Her hair is usually disheveled and she wears baggy clothes. The black rings under her eyes make her look tired. She has taken refuge at the Rescue Mission in part because it is the only place in the area other than the Battered Woman's Shelter that has accommodations for homeless women.

Helen is not a battered wife anymore. After 30 years of marriage to an alcoholic, she left. Having promised her husband early in the marriage that she would stay with him until the children were grown, she walked out when the youngest of their seven children went into the service. Although this was ten years ago, the couple were not legally divorced until last year.

Throughout her marriage, Helen's husband was a heavy drinker. On the many nights when he did not come home, Helen would call hospitals and police stations looking for him. She usually learned that he had been picked up by the police for drinking while driving. In the morning, she would go to the jail and bail him out.

It was the "little things that he used to do that I couldn't take anymore." She said that he once tried to run over her and their daughter with his car. Another time, he threatened her and the children with a large knife. When they locked themselves in a room, he jabbed the knife into the door.

She says that her husband was very unkind to this girl because she was not his own. Helen conceived her first child by a man she was engaged to during World War II. He died in the war. As a result, Helen has remained close to this child. She does not visit her other children because, she says, they live so far away.

After leaving her husband, Helen and her granddaughter went to California, where Helen worked as a live-in maid. When she received word that her eldest daughter's husband had died in Ohio, she and her granddaughter came home for the funeral. Afterward, Helen remained in Ohio.

Helen does not know where she will go when she turns 62 this coming June. At that time she will be eligible for Social Security. 971

SHANE

Shane is an 18-year-old drug addict on parole for robbing a liquor store. Because of his past police record, he was sentenced to 18 months in prison. With help from the director of the local Volunteers of America, he is staying at the agency's shelter rather than in prison.

Shane left home at 17, after a fight with his father. He slept in a boxcar for a few days, stayed at a friend's house for a month, then with another friend in another town near Shane's home. While Shane was living there, the Volunteers' director heard that he was having a hard time of it—"drinking, on drugs, with no money, no place to go, no one to depend on." On the day that the director came to pick him up, his friend robbed a liquor store next door. According to Shane, this friend robbed the store alone and put the stolen goods in the house, then left. Two weeks after the robbery, the police called the Volunteers' director, asking him to bring Shane back to face indictment. Shane remained in jail for 50 days awaiting trial. Finally, the judge put him into the director's custody for three years. He is allowed to visit his parents and fiancée twice every month.

Shane and his twin brother were adopted as two-year-olds. Their new parents had their names legally changed so they could never be found. When, at age 12, Shane learned that he had been adopted, the news triggered a powerful reaction: "I guess I was hurt because that meant my real parents got rid of me." He says he will always be hurt. Shane added, "When we were told about the adoption, my brother accepted it. I rebelled."

Shane's parents put him in a detention home at one point. He does not remember when he started drinking, but does remember that he would pick up his father's beer cans, laying around the house, and drink whatever was left over. At thirteen, he began to use drugs, "just about anything that came around."

The one bright spot in his life has recently brought him a great deal of pain. Shane has known the girl who is now his fiancée since she was twelve years old. Three years later, while he was in prison, his fiancée had a baby, which was put up for adoption. "It brought back thoughts about my adoption. I didn't want my baby to go through what I went through."

Shane believes he is no longer an alcoholic. But, he says that whenever he gets nervous, he gets the "urge," because a beer had always calmed him down in the past.

Looking ahead, Shane's goals are to get out of the shelter, finish high school, get a good job, and get married. 975

MICHAEL

Michael, 22, was laid off from his job two months before arriving at the Rescue Mission, where he had been for several nights. He had worked for five months as a part-time janitor before his layoff, and is not eligible to receive unemployment compensation. At the time of Michael's layoff, his 17-year-old wife was seven months pregnant with their first child.

Out of work and unable to pay the rent on his $250-a-month apartment, Michael was told to be out by December 23. He received assurances from the Urban League that they would pay December's rent; however, the landlord refused to accept this money, because "he just wanted us out." Since the baby was to be born within the month, Michael refused to leave until given a court order. His wife had the baby on schedule, and they were homeless nine days later.

Michael applied for welfare; but he was ruled ineligible for benefits because he would not have a place of residence. The Urban League referred him to an emergency shelter, but they had no vacancies for families. He then went back to the Welfare Department and explained his dilemma. They offered him $263 for the first month's rent when he found an apartment. However, it would take 30 to 45 days after moving into an apartment before the landlord would receive any money; and none of the landlords Michael talked to were willing to cooperate on those terms.

Michael's mother let him stay with her for a few days, and Jan's brother allowed her and the baby to stay with him. They were not separated by family prejudice—Michael is black and Jan is white—but by economics. Michael's mother was also housing his aunt, sister, niece, and nephew and could not afford to keep him. So, after a few days, she asked him to find another place. Because Jan's brother was keeping their grandmother and helping her buy medicine, and had recently lost his job, he could not also afford to keep Jan and the baby. She, too, had to leave within a few days. 269

WILLA MAE

Willa Mae and her three children are separated from one another now—staying with several different friends while she looks for an apartment. This 30-year-old black woman and her family have suffered through a series of crises, spread over several years.

She first came to Ohio to live with her brother after graduating from high school in Georgia thirteen years ago. She was married six months later to a man who attacked her when he was drunk and, four years ago, slit her throat. Willa Mae often wears scarves and turtlenecks to cover up the scars.

After eight years of marriage, she fled, taking the children to Georgia to live with her parents. Shortly after her divorce, Willa Mae's brother asked her to return to Ohio, to help care for his wife who was dying of cancer. After the woman's death, Willa Mae stayed with her brother, then moved into her own apartment.

Willa Mae does not have a job. Her only source of income is a welfare check which, she says, is not enough to cover her family's basic needs.

Their most recent misfortune left the family out in the street. They were evicted, illegally, from their apartment in June 1984. At the time Willa Mae was one month behind in her rent. However, the landlord failed to give her the required three days' notice in writing or to file a formal complaint with the court. Instead, he moved her belongings to an open garage while she was visiting her daughter at a Pittsburgh hospital. "He pitched out a lot of my furniture, causing damage to a television set and breaking tables and lamps," she said. Legal services' attorneys tried to recover her possessions but discovered that anything of value had been either broken or stolen from the open garage. Among the stolen items were $250 worth of clothes that her former mother-in-law had purchased for the children a week before they were evicted.

Willa Mae believes her landlord threw her out because she refused to re-sign her Section 8 rent subsidy contract for another year. (Section 8 is a federally funded subsidized housing program that pays the difference between 30 percent of a tenant's adjusted income and the total rent.) In her case, the total monthly rent was $327 (not including utilities), of which she paid $60. She did not want to re-sign her contract because she believed her utility bills were too high and intended to move.

The money Willa Mae would have used to pay her rent or move went instead for transportation costs to a Pittsburgh hospital. A few weeks before the family was evicted, her daughter fell down the apartment steps, shattering her elbow. Several operations were necessary to put the elbow back together.

When Willa Mae talked to Section 8 officials, she was told she would have "to find a place on her own." She said, "without a car, money, or clothes, they did not give me very many options." She applied to the public housing authority for an apartment but was told she did not qualify as an emergency case. She then followed up leads from her friends concerning apartments they saw advertised for rent. In each case, the landlord would tell her to call back; but when she did so, she was told the apartment had already been rented.

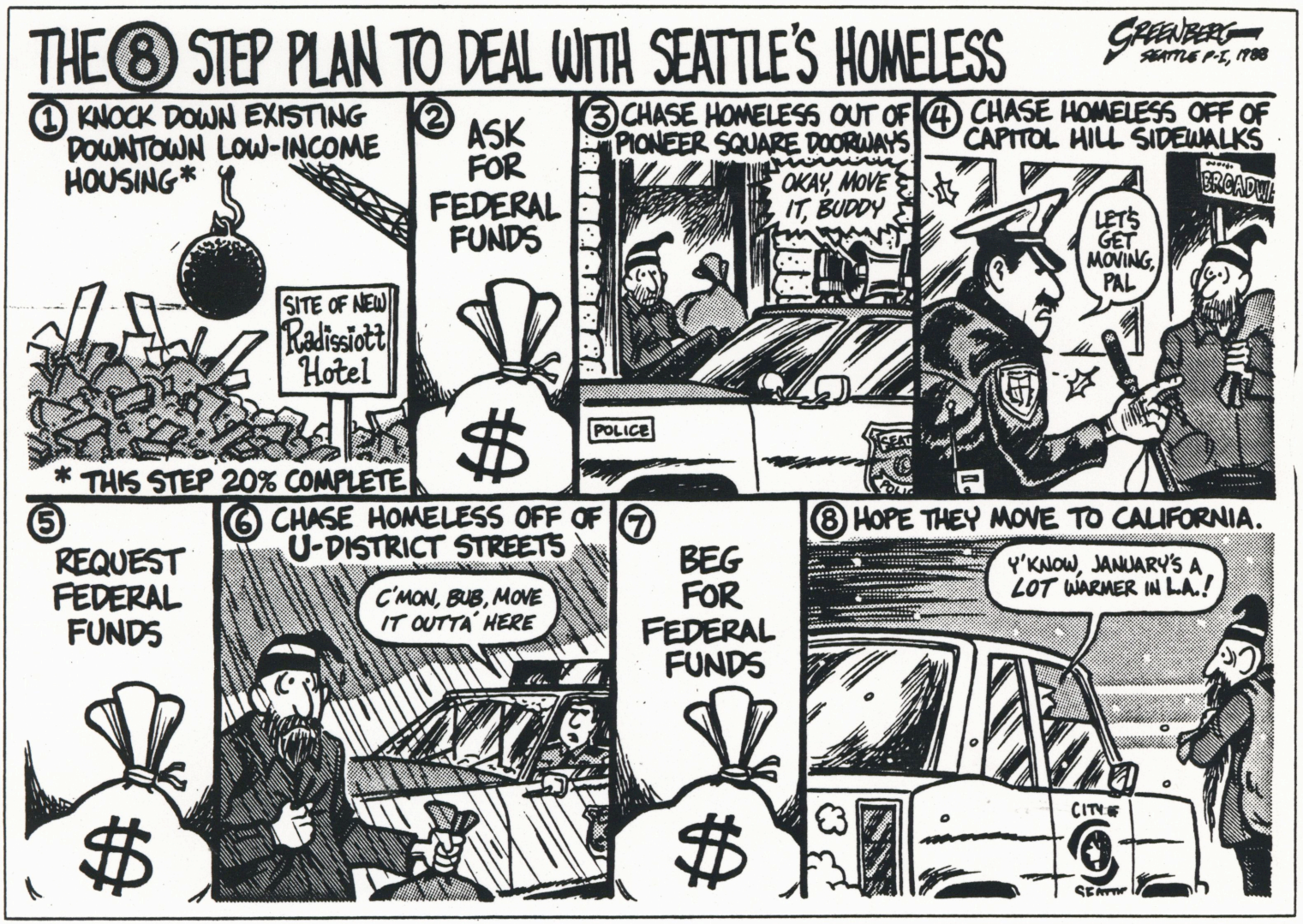
Eventually, she found an apartment she considered satisfactory; but Section 8 officials could not approve the rent payments, since it had only two bedrooms. They have insisted that, because of her family's size, she find a three-bedroom apartment. Meanwhile, she does not have a place to stay.

Last year, her son was hit by a car. His legs and arms are still badly scarred. His head has permanent bald spots where it scraped the pavement, and he suffers frequent memory losses. His mother says that he wakes up screaming in the night from painful headaches.

Willa Mae's oldest daughter "is angry at everyone. She has temper tantrums and is rebelling against everything. She tries to strike back by cursing and fighting. When she starts to scream in school, the teachers can't seem to stop her," according to Willa Mae.

As soon as she finds another apartment, Willa Mae plans to enroll in a two-year food management program, resuming an education interrupted by her son's accident. 24

PUBLIC POLICY



> "We came to San Antonio to work, not to die. But Reagan economics has nothing trickling down to us. I have gone as far as I can go with our lives. My wife, Kay, and I are hard-working people that have been reduced to beggars almost."1

The Reagan Administration, however, inaccurately, constantly projects and reinforces the image of a federal budget represented by a "coast to coast soupline."2 This generosity within the Reagan budget has resulted in the loss of 1,500,000 American jobs in 1981. In September 1982, unemployment reached 10.1%, double-digit for the first time since 1940. An additional 3,500,000 Americans fell below the poverty line in 1981. One million of them were children. " ... If we look at a broader range of programs that affect the poor, handicapped, and homeless children and their families, proposed reductions total a massive $27 billion in fiscal year 1983 alone."3 (Refer to table on Page 26 for specific program cuts.) The Reagan approach is to turn away from subsidies for construction and operation of public housing in favor of vouchers for individuals to help them secure private sector housing. In response to the US Conference of Mayors request for $1.7 billion for public housing rehabilitation, the Reagan Administration proposed $218 million for the 1986 fiscal year.4 As some suggest, the Federal Administration, regarding direct aid to the homeless, has ignored its responsibilities. "The initiatives have been transparent, relying heavily upon the efforts of churches, private charities, volunteers, and ad hoc efforts of local governments to shelter the homeless."5

As it appears, no one wants to assume full responsibility for helping the homeless, not the Federal Government, the State Government, or the local City Government. "The ultimate questions is, do we, as a nation have an obligation to help house the poor and destitute?"6 The following quote begins to address this issue from the Reagan Administration's standpoint.

> "I don't think people are entitled to services. I don't believe that there is any entitlement, any basic right to legal services or any other kind of services ... I don't accept that equality is a moral principle."7
>
> - David Stockman

This attitude toward the homeless, is an attitude which views "the homeless as simply surplus souls in a system firmly rooted in competition and self-interest."8 This ignorance, apathy, bigotry and occasional petty-minded

meaness is further betrayed by homeless adversaries in the typified following examples:

"In Fort Lauderdale, Florida, a City Council member proposed spraying public trash cans with rat poison because he found offensive the sight of homeless picking through garbage for food."

"In Phoenix, Arizona, the city - fearful that the homeless in the downtown area would stifle urban renewal - decided to terminate services to them in the belief that they would go away."

"In Washington, D.C., with only 72 hours notice, two volunteer attorneys stopped the mayor from shutting down all municipal shelters for men in a city where thousands of people live on the streets."

"In Eugene, Oregon, the city manager, under pressure from business interests, is using the area's zoning laws to attempt to close the principal shelter for the homeless."9

Admittedly, the pressures in virtually every group of [homeless] causes have multiplied under the Reagan Administration. The above examples only perpetuate the existing situation. There is a need for "a coherent public policy, with responsibilities clearly assigned at all levels of government and for all sectors of society."10 The public policy issues are many and complex. Answers will require a much better understanding of the nature of homelessness, and a reexamination of our assumptions about our obligations toward our most deprived neighbors, and individual's responsibilities for their own welfare.11

> "Anxiously, cautiously, with fear and apprehension, the haves and the have-nots inch their way toward one another."12

PERCENTAGE REDUCTIONS PROPOSED BY ADMINISTRATION FOR FY 1983 IN INCOME-TESTED AND NON INCOME-TESTED PROGRAMS[2]

Entitlement and Benefit Programs that are Primarily Middle Class and are not Income-Tested[1]	
Social Security	0
Medicare	4.3%
Veterans disability compensation	1.4%
Military retirement	0.5%
Civil service retirement	2.3%
Railroad retirement	4.3%
Guaranteed student loans	23.0%[2]
Total Percentage Reduction	1.5%

Programs that are Entirely or Primarily Income-Tested	
Entitlement[1]	
AFDC	17.5%
Food stamps	19.1%
Medicaid	10.4%
SSI	3.1%
School breakfast and childcare food program[3]	34.4%
Total Percentage Reduction	

Discretionary[4]	
Title I education	37.8%
Employment and training assistance	40.9%
Community Services block grant	73.7%
Legal Services	100.0%
Subsidized housing	128.2%
WIC/ supplemental feeding	37.1%
Low income energy assistance	30.8%
Social Services block grant	30.1%
	44.0%[5]

[1] Percentage reduction computed for entitlements based on Office of Management and Budget outlay estimates for current services and OMB estimates of savings from Administration proposals.

[2] Guaranteed student loans do have a means test for families over $30,000, but is listed in the left column because more of its beneficiaries are middle class than poor.

[3] School breakfast and child care food programs are listed in the means-tested column because 88 percent of the children in the breakfast program and over 70 percent in the child care program are low-income children receiving free or reduced-price meals.

[4] Percentage reductions in discretionary programs represent reductions in appropriations (budget authority) and are based on CBO's current policy estimates.

[5] Proposals to rescind over $5 billion in budget authority for housing programs and to seek no new 1983 appropriations play a major role in pushing the reductions in this column to 44 percent. If housing programs are removed from the column the percentage reduction is 18 percent, or 12 times greater than the left column.

PUBLIC POLICY: SEATTLE

> "The moral test of government is how it treats those who are in the dawn of life, the children; those who are in the twilight of life, the aged; and those who are in the shadows of life, the sick, the needy and the handicapped."
>
> - Hubert Humphrey

The Federal Task Force on Homelessness, organized in October, 1983 by the Reagan Administration, views homelessness as a local problem which originates at the community level.13 "The Mayor of Seattle, Charles Royer, says that federal programs turned over to the states will cost $75 billion by 1984, with only $13 billion in revenues to pay for them, leaving a little matter of $62 billion annually for the local governments to puzzle over."14 One of the reasons behind the view of homelessness as a local problem is because of the many socio-economic variables particular to a given city, which affect the homeless. These variables may be seen in such factors as economic policies, unemployment rates, availability of social services and/or low-rent housing, climatic issues which reflect the season of the year, weather, or the day of the month.15 "Much of the formal human service system is geared toward the needs of the poor in general but not the homeless specifically."16 Part of the problem surrounds the basic requirements of standard public assistance programs such as 30 dyas' residency and a permanent address. Many "so-called" support organizations, public and private, impose stringent conditions upon recipients.

Since 1980, homelessness has moved from the margins of public awareness to center stage. As a result from this shift in perception flow new demands for government action to do something about the homeless situations. It is in response to these pressures that the Seattle government has begun a progressive reform and re-evaluation of existing homeless policies. However, one must note that the city represents only one actor among the "many required to address these problems."17 For its part, the City of Seattle has begun to develop a multi-disciplinary approach toward the coordination of homeless activities. This approach has been applied to the development of two homeless strategies: 1) The strategy for the downtown homeless, "focusing on the needs of single adults in the downtown area" and 2) the homeless family strategy, "focusing on the needs of families." This approach is being continued through the coordination of the following groups which the city has either created or participates in:

- The Mayor's Task Force on Street People and the Homeless
- The King County Emergency Housing Coalition
- The King County Human Services Roundtable

PUBLIC POLICY: SEATTLE

- The City of Seattle Homeless Strategy Steering Committee.19

In order for any of these strategies to be effectively implicated, they must "address the needs of the homeless and the service providers ... along with the needs of the downtown residents, business owners, workers, and other who visit and use [Seattle's] downtown neighborhoods."20

We see, recently, many city governments pass initiatives which, through one measure or another, require mandatory shelter for those who request it in that city. The problem is the cost to the cities to provide and maintain such shelters; annually, $63 million in one instance. The city becomes concerned over a potential migration of homeless from a city without such services.21 However, 60% of all local governments subsidize shelter operations and 50% provide vouchers to homeless persons for temporary housing.22 It should be noted that the majority of support is handled by private voluntary organizations in cooperation with local governments.

FOOTNOTES:

1. Mary Ellen Hombs and Mitch Snyder, Homelessness in America: A Forced March to Nowhere (Washington, D.C.: Community for Creative Non-Violence, 1986), pp. 39.

2. Mary Ellen Hombs and Mitch Snyder, pp. 22.

3. Mary Ellen Hombs and Mitch Snyder, pp. 20.

4. Nora Richter Greer, The Search for Shelter (Washington, D.C.: The American Institute of Architects, 1986), pp. 19.

5. Nora Richter Greer, pp. 43.

6. Nora Richter Greer, pp. 35.

7. Mary Ellen Hombs and Mitch Snyder, pp. 18.

8. Mary Ellen Hombs and Mitch Snyder, pp. 4.

9. Mary Ellen Hombs and Mitch Snyder, pp. 3.

10. Mary Ellen Hombs and Mitch Snyder, pp. 62.

11. Terry F. Buss and F. Stevens Redburn, Responding to America's Homeless: Public Policy Alternatives (New York: Praeger Publishers, 1986), pp. 10.

12. Mary Ellen Hombs and Mitch Snyder, pp. XVI.

13. Nora Richter Greer, pp. 43.

14. Mary Ellen Hombs and Mitch Snyder, pp. 39.

15. Terry F. Buss and F. Stevens Redburn, pp. 11.

16. Terry F. Buss and F. Stevens Redburn, pp. 36.

17. Human Service Strategic Planning Office, "City of Seattle Comprehensive Homeless Assistance Plan Fall 1987: (Seattle: 1987, photocopied), pp. 12.

18. Human Service Strategic Planning Office, pp. 12.

19. Human Service Strategic Planning Office, pp. 13.

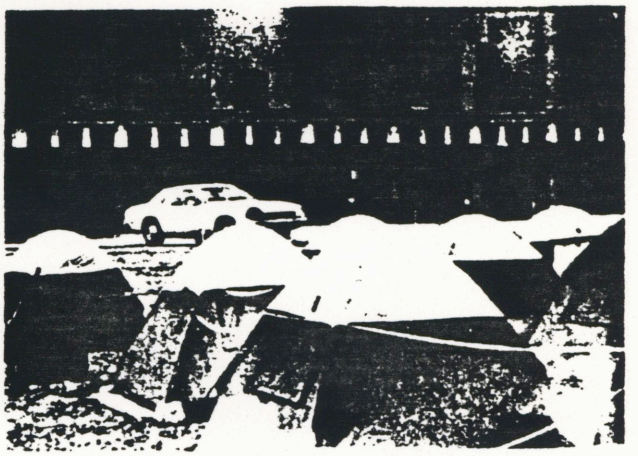
FOOTNOTES:

20. Human Service Strategic Planning Office, "Strategy for the Downtown Homeless" (Seattle: December 30, 1986), pp. 1.

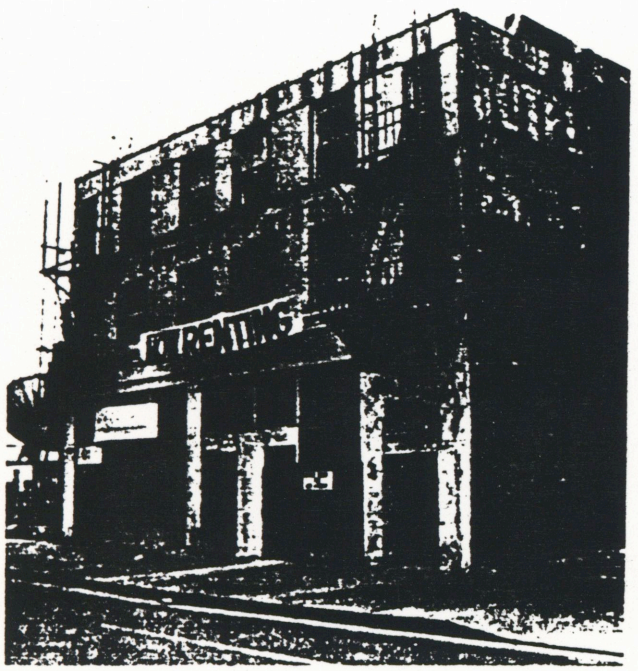
21. Nora Richter Greer, pp. 41.

22. Terry F. Buss and F. Stevens Redburn, pp. 114.





SHELTER





SHELTER:

> Shelter: "Something that covers, protects, or defends; protection or place affording protection, as from the elements, danger, etc."
>
> - Webster's Dictionary

"Those on the streets fight to keep warm, dry, fed, washed and secure."1 Shelter, as broadly defined, meets these basic needs, and as mentioned earlier, once these basic living needs have been met and safe haven secured the debilitating symptoms often found among veteran street dwellers are markedly reduced. Public emergency shelters typically offer temporary respite from inclement weather and the dangers of the street, nothing more or less, although some do offer more.2 Although this exploration is focused upon the necessity for the characteristics of emergency housing, it does not represent the only phase of shelter. Emergency shelter represents the first step in a system that has permanent housing as an end goal. From emergency housing, which typically represents an entry level, one moves through transitional housing to long-term permanent housing.3 Many homeless move through the shelter system in the course of a year, remaining only until they can establish a stable source of income and find permanent accommodations. However, many others remain tangled within the shelter system for many years. An emergency shelter guest's normal stay's duration ranges from a few days to a few weeks, with greater variations in duration depending upon availability of "affordable" housing.4

Within the homeless populations there exist two separate, but overlapping segments which must be identified in order to accurately provide shelter. One of these segments addresses the variations in duration of homelessness. This variation is represented by three groupings:

1. The chronic homeless - those homeless for more than 30 continuous days.

2. The episodic homeless - those with a tendancy to alternate for varying periods of time between being domiciled and homeless.

3. The situational homeless - those for whom homelessness is the temporary result of an acute life crisis.5

Intertwined within these segments exist four groups of homeless whose needs for assistance go beyond the need for temporary, emergency shelter. They are, as follows:

1. Those who need permanent custodial care.
2. Those who need developmental assistance.
3. Those who need crisis care.

4. Those who need shelter only.6

It is this critical process of identification which must take place at the emergency shelter level in order to guarantee the correct placement within the transitional shelter level and further progression through the shelter system.

In the past, yet not so distant past, emergency shelters more closely resembled concentration camps than warm havens.7 In order to meet spacial efficiency during maximum capacity, areas on the floor were numbered for the location of sleeping mats. Many shelters "deserved their reputations as snake pits, unimaginably degrading and dehumanizing. They offered beatings and ice-covered shower room floors, where the chattering of teeth was the only sound heard."8 The criticisms go further to include a lack of privacy, inadequate bathroom facilities, little or no help in securing more permanent housing or medical care, among others. It is no wonder that many homeless find living on the streets preferable to emergency shelters where danger and filthy conditions are perdominant. However, the streets leave them vulnerable to many conditions which range from temperature extremes to violence and muggings, not to mention the dangers of infection and disease.9

> "I went to one [shelter] once, but there was nothing there but bums. I ain't no bum and it will never come to that. I'm a normal guy. I just ain't got a home."10

As degrading as emergency shelters can be, they represent an "indispensable part of a more general solution - a necessary holding action."11

Understandably, community resistance represents the greatest obstacle to shelter developments. This "antihomeless" tenor ranges from a neighborhood resisting a small group home for mentally ill to an entire city banning the homeless from it's streets. It is exactly this sentiment which restrict the location of shelters to typically depressed neighborhoods, in isolated and abandoned buildings within the cities' most dangerous areas. Support for such shelters can be gained by promising priority placement to people from the surrounding community. Furthermore, newly constructed facilities tend to command more respect than shelters predominately located in older dilapidated buildings.

Current trends in shelter development are attempting to respond to this community resistance. The trend is toward smaller-scale, community-oriented projects, funded by a variety of sources. Private shelters, growing out of the traditions of the rescue missions are "usually safer, cleaner, smaller (10-100 beds vs. 300+ beds), and better run facilities.12 Shelters run by church affiliates and nonprofit community services are likely to be serviced by professionals, workers with quasi-professional in-service training, and volunteers. Staff members and volunteers in such

groups seem to be motivated by a religious or moral commitment, unlike the historical missions.13 These approaches help to lessen community opposition and reinforce those values crucial to aiding the homeless's re-entry into mainstream society.

"The homeless populations in Seattle require intervention and services that should be viewed as a continuum. This continuum begins with emergency shelter."14 The major thrust of existing homeless services in Seattle/King County is to provide food, shelter, and basic medical care. This is reflected by the City of Seattle's commitment to the basic rights of food, shelter and clothing. The City currently maintains 1,581 shelter beds. According to turnaway statistics, which measure those who seek shelter but are turned away, only 40% of those who sought shelter could be served by the 1,581 available shelter beds. (Refer to tables on page 34 to further supplement the above demand/turnaway statistics.) During the month of November 1987, 7,089 individuals sought shelter from Seattle's Emergency Housing Coalition.15 The average length of stay for those who are placed within the emergency shelter system is 21 days. Current city policy regarding the emergency shelter program is aimed at "maintaining existing shelter services, expanding shelter services to the underserved populations, enhancing support service availability, and the improvement of the quality of existing shelters."16 (Refer to tables on pages 35 and 36 for a listing of existing shelters and their location in Seattle.)

To simply provide emergency shelter is not the long-term answer. The only lasting cure will begin with adequate, affordable housing. However, it does represent a starting point for those waiting for transitional housing. While emergency shelter represents a move in the right direction, there are those who are still leery about the nature of emergency shelter, and justly so. Because of costly emergency shelters many proponents argue that they act as a trap with two-fold implications: 1) A great amount of money is diverted from low-cost housing to shelters which in turn reduces the number of "affordable" housing units constructed. 2) This action consequently relegates most individuals indefinitely to the costly emergency shelters.17

> "Are we talking about emergency shelter? or are we simply talking about lowering our standard of acceptability of a decent home and a suitable living environment for all Americans?"18

We are talking about emergency shelter. About providing an entry point back into the mainstream of society; not a temporary permanent housing solution.

SHELTER:

Current Supply of Emergency Shelter
Seattle and King County
(Fall 1985)

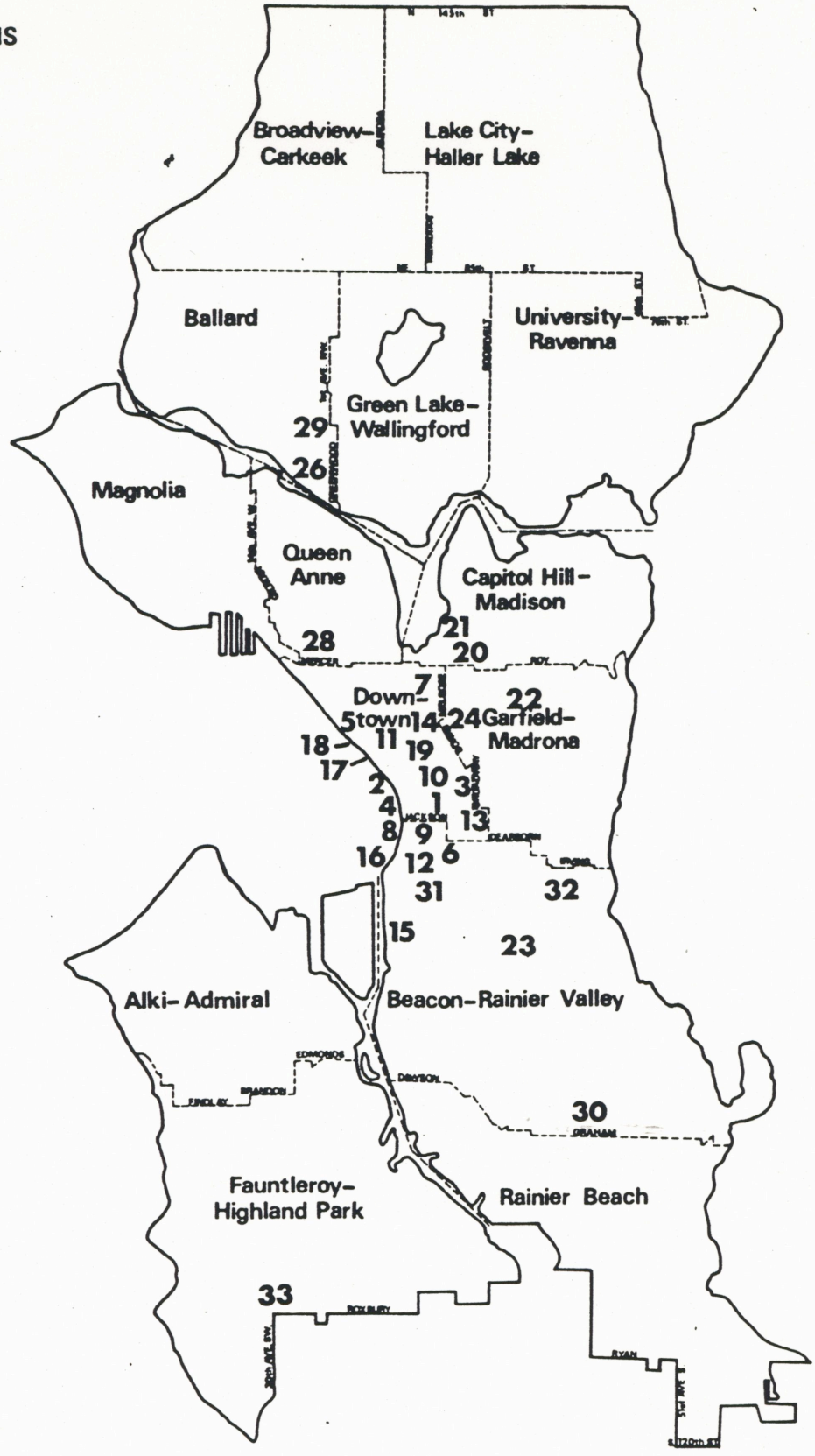
Client Group	Number of Nightly Beds Available	General Location of Shelter Beds
Single Men		
Bread of Life	50	Downtown
Lutheran Compass Center	68	Downtown
Operation Nightwatch	5	Downtown
Peniel Mission	15	Downtown
Salvation Army Emergency Lodge	75	Downtown
Union Gospel Mission	200	Downtown
Washington Association of Churches	10	North Seattle
St. Martin de Porres	200	Downtown
	623	
Single Women (exclusively)		
Lutheran Compass Center	16	Downtown
Single Men and Single Women		
Asian Counseling and Referral Service	5	Downtown
Downtown Emergency Service Center	200	Downtown
	205	
One Parent and Two Parent Families		
Auburn Community Fund	1	South County
Seattle Emergency Housing	108	Central Seattle
Seattle Emergency Housing	56	South Seattle
Central Area Motivation Program	4	Central Seattle
Sacred Heart Shelter	20	North Seattle
Fremont Public Association	30	North Seattle
West Bethlehem House	16	West Seattle
North/East King County Multi-Service Center	56	North County
South King County Multi-Service Center	18	South County
South King County YWCA	26	South County
	335	
Single Women and Female Head of Household with Children		
Broadview Shelter	45	Central Seattle
Friendly Inn	120	Downtown
YWCA	35	Downtown
Providence Hospitality House	15	Central Seattle
World for Women	12	Snohomish County
	227	
Abused Women and Children		
Domestic Abuse Women's Network	4	County
Eastside Domestic Violence Program	25	East County
Catherine Booth House	16	North Seattle
New Beginnings	18	North Seattle
	63	
Youth		
The Shelter, Inc.	12	South Seattle
Issaquah Youth Shelter	4	East County
	16	
Young Adults (18-22)		
YMCA	19	Downtown
No Primary Client Group		
Seattle Indian Center	15	Downtown
Travelers Aid Society	25	Downtown
St. Vincent de Paul	15	Downtown
El Centro de la Raza	7	South Seattle
YWCA - East Cherry	16	Central Seattle
	78	

SHELTER:

Map 1
EMERGENCY SHELTER PROGRAMS
City of Seattle

*1. Asian Counseling & Referral Service
2. Bread of Life Mission
3. Broadview Emergency Shelter
4. Downtown Emergency Service Center
5. 1st Avenue Service Center
6. Friendly Inn - Union Gospel
7. Immanuel Lutheran
8. Lutheran Compass Center (W)
9. Lutheran Compass Center (M)
*10. Operation Nightwatch
11. Peniel Mission
12. Salvation Army - Red Shield Emergency Lodge
13. Seattle Emergency Housing - Yesler
*14. Seattle Indian Center
15. St. Martin de Porres
16. Union Gospel Mission
*17. Traveler's Aid
18. YMCA/Young Adults
19. YWCA - Downtown
20. St. Paul's Episcopal Church
*21. St Vincent de Paul
*22. C.A.M.P.
*23. El Centro de la Raza
24. Providence House
25. Catherine Booth (Salvation Army) Confidential
*26. Fremont Public Association
27. New Beginnings (Confidential)
28. Sacred Heart
*29. Washington Association of Churches
30. Seattle Emergency Housing (Holly Park)
31. The Shelter
*32. YWCA - East Cherry
33. Bethlehem House

*Vouchers



SHELTER:

Service and Turnaway Statistics
November 1980 - 1985

Year	Number Served	Percent of Total Demand	Number Turned Away	Percent of Total Demand	Total Demand (Served & Turned Away)
1980	466	28%	1,213	72%	1,679
1982	503	17%	2,466	83%	2,969
1983	2,083	34%	4,013	66%	6,096
1984	2,675	41%	3,786	59%	6,461
1985	3,075	40%	4,641	60%	7,716

Source: Survey of Unmet Emergency Housing Needs, Emergency Housing Coalition, November 1980-1985.

Total Demand for Emergency Shelter by Client Group

		Women	Children	Men
1983	Total	1,513	2,435	616
	Turned away	62% (938)	73% (1,777)	65% (398)
	Served	38% (575)	27% (658)	35% (218)
1984	Total	1,715	2,177	2,569
	Turned away	68% (1,174)	77% (1,666)	37% (946)
	Served	32% (541)	23% (511)	63% (1,623)
1985	Total	2,067	2,112	2,664
	Turned Away	68% (1,399)	85% (1,785)	26% (731)
	Served	32% (668)	15% (327)	74% (1,966)

Source: Compiled by H&CD based on information from Emergency Housing Coalition Service and Turnaway Statistics, 1983-1985.

SHELTER DESIGN CONSIDERATIONS:

> "This shelter was based upon the preservation and restoration of individual dignity. This was the prime moving force and was achieved through the respect for the sanctity and the unique. Qualities of each individual and the attitude that each individual is entitled to have all the same rights, if not comforts, as if he or she were living in a private home."19

With respect for shelter design, there are two basic groups whose needs must be understood:

1. The homeless needs.

2. The service providers or managers needs.

It is critical to not assume that any one housing solution will meet every need of a very diverse homeless population. Shelters need to provide a protective setting. Crucial to the establishment of this setting is the size of the shelter. Obviously when considering a shelter size, the amount of personal attention varies directly with the number of individuals served. This level of intimacy must be carried through to all areas of the shelter. For instance, providing several small, 13 bed dormitories vs. a single 250 bed warehouse. Small clusters are preferable for comfort and control. In an emergency shelter setting, there are several support services necessary to meet immediate needs, beyond that of shelter. These include: food; case management; mental health intervention; detox; health care; temporary employment; and day care for preschool children. The above list was compiled by the Seattle Emergency Housing Coalition. In order to put this in perspective and determine its accuracy it should be compared to a list of priorities compiled by the homeless individuals seeking such services. The following list represents these priorities in preferential order:

1. Shelter, day and night
2. Food
3. Hygiene on a 24 hour basis
4. Material distribution (clothes, shoes ...)
5. Mental and medical health advice
6. Library with reading materials
7. Bulletin boards for sharing information
8. Spaces for socializing
9. Quiet places

The above lists represents, not only an inventory of basic services, but also a "wish list." In order for a shelter to be successful it must offer

SHELTER DESIGN CONSIDERATIONS:

a wide array of social services. (Refer to the tables on pages 39 and 40 for a listing of service needs by the homeless and by their providers.) The following precedents represent current attempts at providing emergency shelter which corresponds to these social requirements.

Clients' Immediate Service Needs as Reported by Provider Agencies

	Single Men (N=7)	Single Women/ Women with Children (N=7)	One and Two Parent Families (N=6)	Youth (N=2)
Food	57%	29%	33%	50%
Health care	14%	14%	-	-
Day care	-	29%	33%	-
Legal help	-	29%	-	-
Counseling	14%	57%	17%	50%
Help finding housing	71%	14%	83%	50%
Income	14%	86%	83%	-
Transportation	29%	14%	33%	0
Job training	0	14%	-	50%
Employment	86%	29%	67%	50%
Other immediate needs	0	14%	14%	50%

Source: 1986 Emergency Shelter Provider Survey.

Immediate Service Needs Reported by Clients

	Single Men (N=143)	Single Women (N=62)	Couples Without Children (N=16)	Couples With Children (N=34)	Female Head of Household (N=80)	Male Head of Household (N=7)	Youth (N=7)
Food	36%	42%	44%	56%	45%	43%	14%
Clothing	26%	18%	6%	12%	18%	-	57%
Furniture	6%	2%	19%	15%	21%	29%	-
Health care	27%	24%	25%	15%	8%	14%	14%
Day care	-	-	-	24%	30%	29%	-
Legal help	8%	16%	-	3%	11%	14%	-
Counseling	16%	21%	19%	9%	24%	29%	57%
Help finding permanent housing	33%	37%	56%	65%	49%	29%	43%
Income	37%	36%	38%	47%	36%	29%	43%
Transportation	18%	15%	44%	27%	31%	43%	43%
Job training	13%	15%	31%	9%	15%	14%	-
Employment	39%	31%	63%	53%	20%	14%	86%
Other	8%	5%	-	3%	4%	14%	-

Source: 1986 Emergency Shelter Client Survey.

FOOTNOTES:

1. Nora Richter Greer, The Search for Shelter (Washington, D.C.: The American Institute of Architects, 1986), pp. 7.

2. Nora Richter Greer, pp. 25.

3. Nora Richter Greer, pp. 27.

4. Nora Richter Greer, pp. 27.

5. Nora Richter Greer, pp. 14.

6. Terry F. Buss and F. Stevens Redburn, Responding to America's Homeless: Public Policy Alternatives (New York: Praeger Publishers, 1986), pp. 102.

7. Nora Richter Greer, pp. 11.

8. Mary Ellen Hombs and Mitch Snyder, Homelessness in America: A Forced March to Nowhere (Washington, D.C.: Community for Creative Non-Violence, 1986), pp. 104.

9. Nora Richter Greer, pp. 25.

10. Terry F. Buss and F. Stevens Redburn, pp. 39.

11. Mary Ellen Hombs and Mitch Snyder, pp. 66.

12. Nora Richter Greer, pp. 26.

13. Marjorie Hope and James Young, The Faces of Homelessness, (Massachusetts: D.C. Heath and Company, 1986), pp. 41.

14. Human Service Strategic Planning Office, "City of Seattle Comprehensive Homeless Assistance Plan Fall, 1987" (Seattle: 1987, photocopied), pp.3.

15. Emergency Housing Coalition, "No Room at the Inn: Eighth Survey of Unmet Emergency Housing Needs" (Seattle: Press Conference, December 17, 1987).

16. Human Service Strategic Planning Office, pp. 15.

17. Nora Richter Greer, pp. 28.

18. Nora Richter Greer, pp. 35.

19. Nora Richter Greer, pp. 31.

20 Nora Richter Greer, pp. 32.

PRECEDENTS:

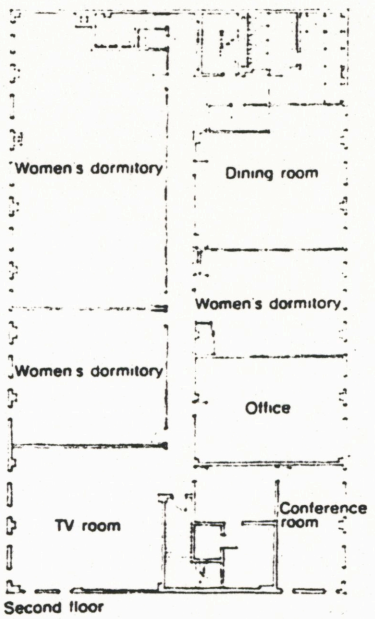
CENTRAL ARIZONA SHELTER SERVICES

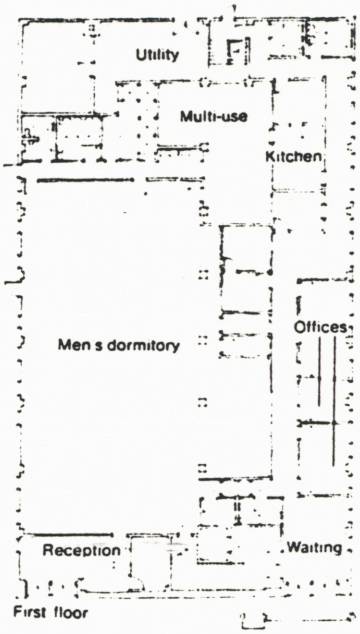
Phoenix, Arizona

- CAPITAL COSTS: $1,068,000
- ANNUAL OPERATING COSTS: $715,000

- PROJECT SIZE: 44,500 S.F.
- SERVES: 835 SINGLE MEN & WOMEN

- SERVICES:
  1. HEALTH CARE
  2. JOB COUNSELING
  3. MEALS
  4. CLOTHES
  5. MENTAL HEALTH COUNSELING





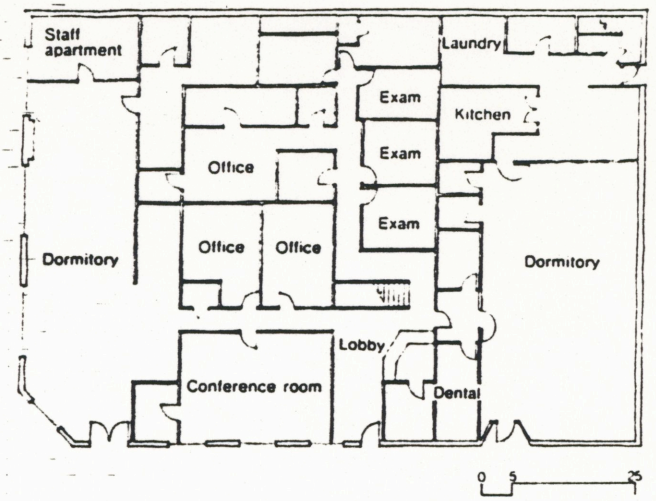
BALONEY JOE'S

Portland, Oregon

- CAPITAL COSTS: $45,600
- ANNUAL OPERATING COSTS: $133,824

- PROJECT SIZE: 2,241 S.F.
- SERVES: 149 SINGLE MEN

- SERVICES:
  1. FOOD
  2. EMPLOYMENT COUNSELING
  3. PSYCHOLOGICAL COUNSELING
  4. CLOTHES
  5. DENTAL & MEDICAL CARE



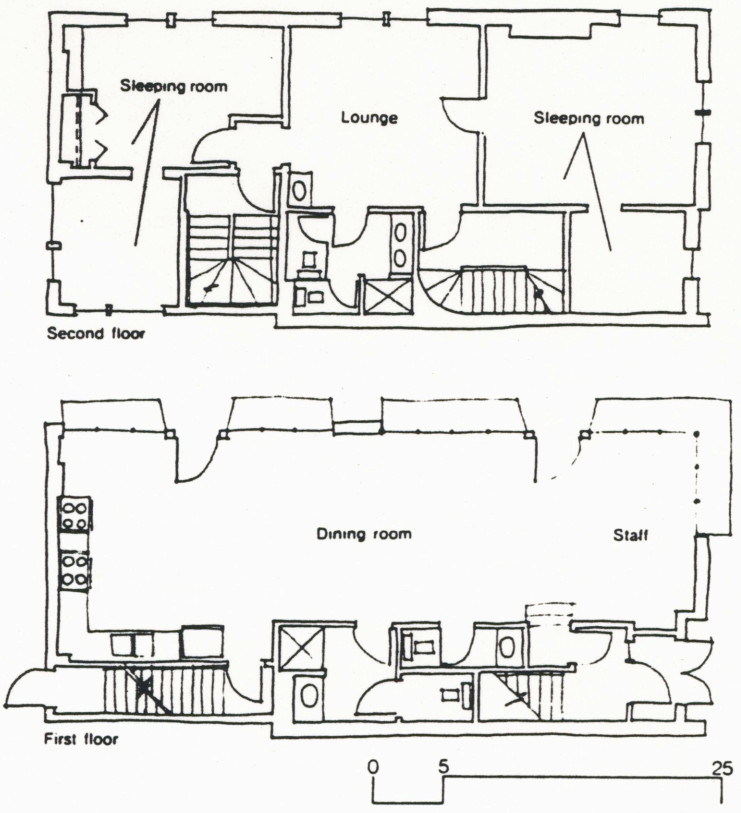
JOSEPH'S HOUSE & SHELTER, INC.

Troy, New York

- CAPITAL COSTS: $86,000
- ANNUAL OPERATING COSTS: $26,000

- PROJECT SIZE: 24 BEDS
- SERVES: SINGLE ADULTS

- SERVICES:
  1. MEALS
  2. LIFESTYLE ENABLING



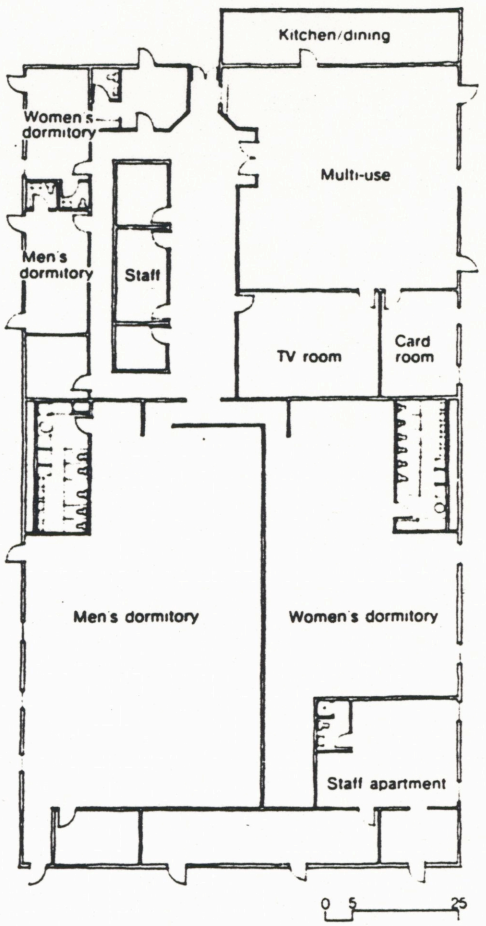
BROTHER FRANCIS SHELTER

Anchorage, Alaska

- CAPITAL COSTS: $500,000
- ANNUAL OPERATING COSTS: $210,000

- PROJECT SIZE: 200 BEDS
- SERVES: SINGLE MEN & WOMEN

- SERVICES:
  1. AA MEETINGS
  2. PERSONAL GUIDANCE
  3. SUBSTANCE ABUSE GUIDANCE
  4. FOOD
  5. CLOTHES



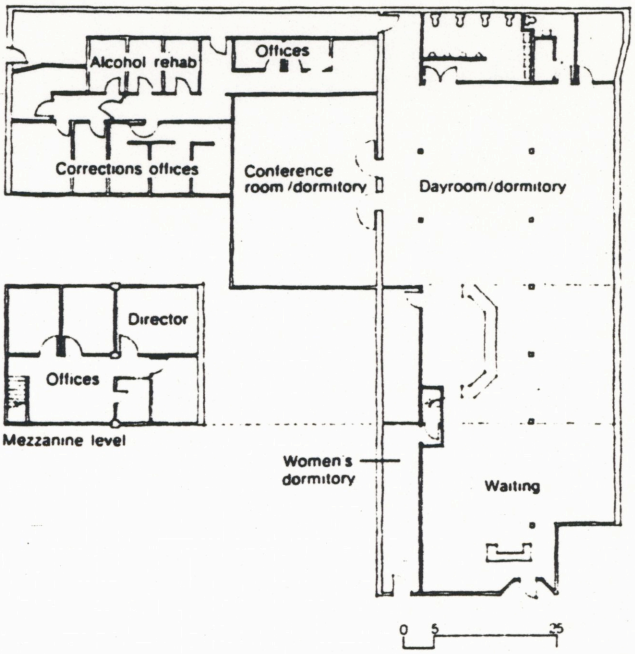
BURNSIDE PROJECTS
NIGHT SHELTER

Portland, Oregon

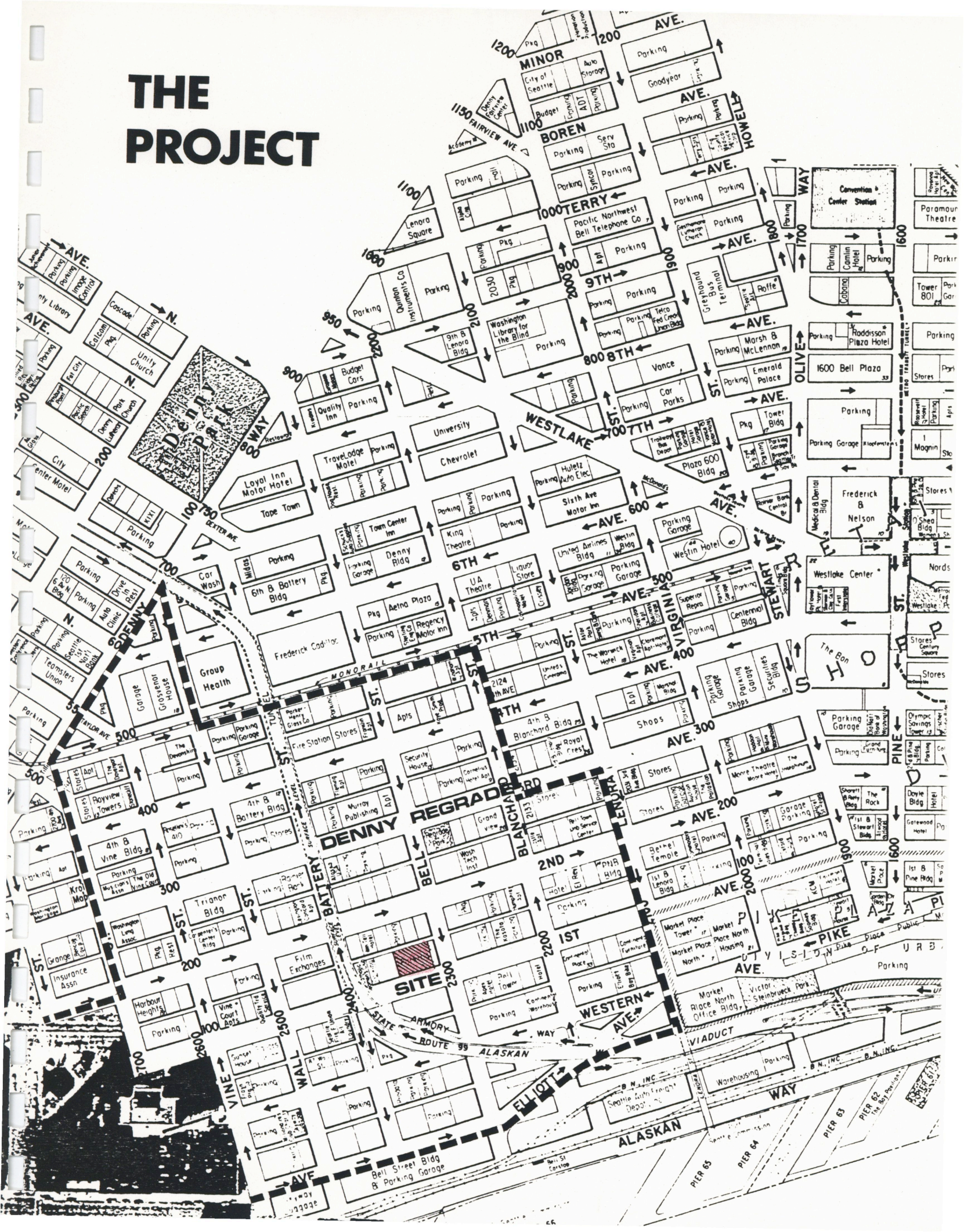
- CAPITAL COSTS: $34,000
- ANNUAL OPERATING COSTS: $609,466

- PROJECT SIZE: 139 BEDS
- SERVES: SINGLE MEN & WOMEN

- SERVICES:
  1. CLEAN-UP SHELTER
  2. PUBLIC SHOWER
  3. ALCOHOL TREATMENT
  4. JOB DEVELOPMENT SERVICES
  5. MENTAL HEALTH SERVICES
  6. CORRECTION SERVICES
  7. FOOD
  8. CLOTHES



THE PROJECT

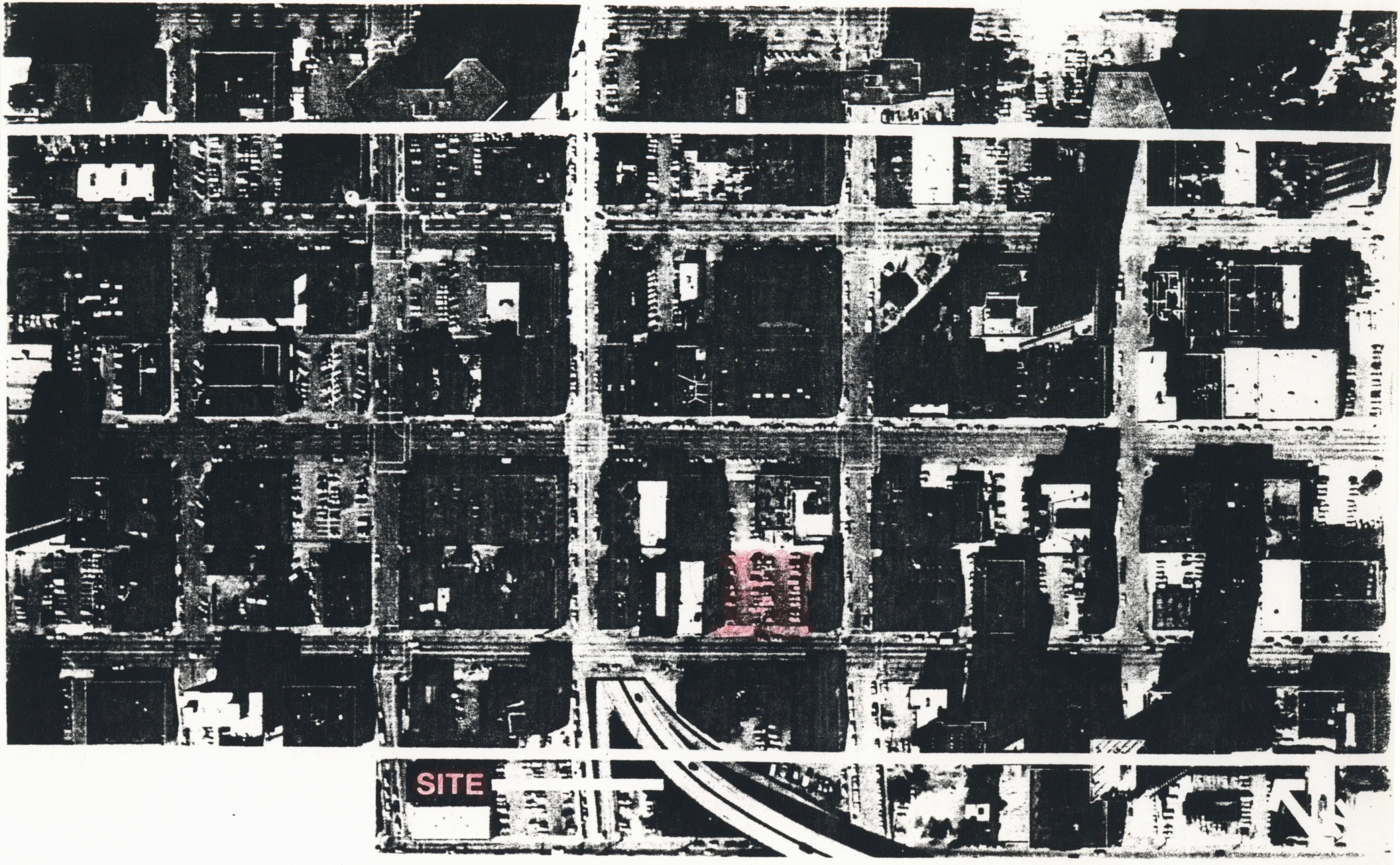

SITE
DENNY
REGRADE
BELL
BLANCHARD
BATTERY
VIRGINIA
STEWART
LENORA
PINE
PIKE
OLIVE
WESTLAKE
TERRY
BOREN
MINOR
HOWELL
DENNY WAY
ALASKAN WAY
ELLIOTT
WESTERN
VIADUCT
MONORAIL
Denny Park
Lenora Square
Convention & Center Station
Westlake Center
Westin Hotel
Sixth Ave Motor Inn
Loyal Inn Motor Hotel
Tape Town
Quality Inn
Budget Cars
Quinton Instruments Co
Washington Library for the Blind
Pacific Northwest Bell Telephone Co
Greyhound Bus Terminal
Roddisson Plaza Hotel
1600 Bell Plaza
Marsh & McLennan
Emerald Palace
Vance Car Parks
University Chevrolet
TraveLodge Motel
Plaza 600 Bldg
Frederick & Nelson
Parking Garage
Shops
Market Place Tower
Market Place North Housing
Market Place North Office Bldg
Victor Steinbrueck Park
Bell Street Bldg & Parking Garage
Seattle Auto Freight Depot
Warehousing
PIER 62
PIER 63
PIER 64
PIER 65
Harbour Heights
Vine Court Apts
Film Exchanges
Insurance Assn
Trianon Bldg
4th & Vine Bldg
4th & Battery Bldg
Royview Towers
Group Health
Grosvenor House
Frederick Cadillac
Fire Station
Aetna Plaza
Regency Motor Inn
Town Center Inn
King Theatre
Denny Bldg
6th & Battery Bldg
Car Wash
Teamsters Union
Seattle 1st Nat'l Bank
Unity Church
Cascade
Calcam
Pacific Science
Park Church
Denny Lutheran
Fed City
City Center Motel
Image Control
Library
Academy
Denny Garrison Center
Fairview Ave
Goodyear
Budget
City of Seattle
Auto Storage
ADT
Serv Sta
Syncor
Pacific Northwest Bell Telephone Co
Greyhound Bus Terminal
Convention & Center Station
Paramount Theatre
Tower 801
Cabana
Camlin Hotel
Medical & Dental Bldg
O'Shea Bldg
Nordstrom
The Bon
Century Square
Olympic Savings
Doyle Hotel
Gateway Hotel
Bethel Temple
1st & Lenora Bldg
1st & Pine Bldg
1st & Stewart Bldg
The Rock
Moore Theatre
Hotel El Rey
Pacific Tow Boat Service Center
Continental Furniture
Continental Warehouse
Pacific Tow Boat Co
Grand View
Wash Tech Inst
Murray Publishing
Security House
Cornelius Hotel Apts
Blanchard Bldg
Royal Crest
Apts
Shops
Securities Bldg
Parking Garage
Westlake Center
Stores
Parking
Apt
Hotel
Bldg
Garage
Pkg
Lot

SITE BACKGROUND:

The project, which is in downtown Seattle, Washington, is located in a large area between the Pike Place Market, to the south, and the Seattle Center, to the north, known as the Denny Regrade. Prior to 1897, the Denny Regrade area was primarily a steep bluff known as Denny Hill. The hill separated two communities - Seattle on the south and Belltown on the north. The project site is situated within the Belltown area. Over time and as a result of a needed expansion of the downtown commercial area the hill disappeared. However, the area designated as Belltown is still a thriving community within the Denny Regrade. The Belltown community encompasses an 18-block area directly north of, yet bordering, the Pike Place Market. There is currently a long range development plan for the neighborhood which includes a comprehensive improvement program to plant street trees and widen sidewalks. The existing structures are being renovated and reinhabited while new construction is being actively promoted for infill projects. Building heights within the area are limited to 85 feet. The buildings which immediately surround the project site are predominantly two stories in height, built from brick with a consistent use of ceramic tile and deep green color which detail and unify the area. There are four exquisite examples of historic mixed use brick structures ranging from three to four plus stories in height. Three of these are direclty adjacent to the project site. The area is zoned DMR/R, downtown mixed residential/ residential. The residential is restricted from the first level to all upper floors. The site, which is comprised of two 60 foot x 110 foot inner lots, which is the standard dimension within the area, is located just two blocks direclty north on the same street, First Avenue, as the Pike Place Market. First Avenue is one of the primary arteries which access the downtown retail/shopping district, financial district, the waterfront and Pioneer Square. The site is located on the eastern side of First Avenue which affords it extensive views of Elliott Bay, Puget Sound, and the Olympic mountain range. Although the view is limited at the ground level, it greatly increases beyond the second story level. The site has a southwestern orientation which not only affords it extensive views but good solar and wind access. The shadows cast by surrounding structures can be quite extensive due to the low northly sun angles which results from Seattle's geographic location. However, they do not have any serious affects upon the project site due to the site's specific orientation. The winds tend to be more gentle and predominantly from the south-southwest. The Seattle area receives, on average, 40 inches of rainfall annually. The cloud cover can seem extensive at most times. This is one of the great Pacific Northwest myths. The weather is actually very diverse and rapidly changes. However, solar availability is a primary and precious commodity to Seattle residents and must be thoughtfully considered in any design solution. (Refer to the following graphics to further supplement the above site information.)



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SEATTLE WA 98168 (206)246-5900



Walker Photo



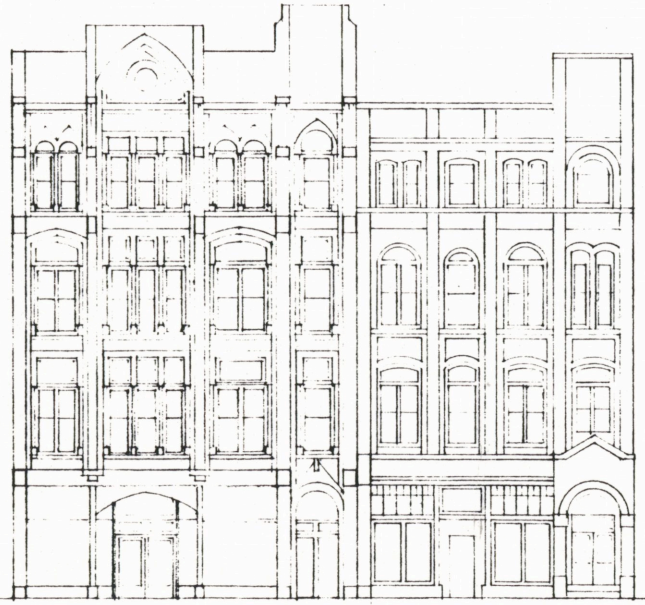
Site Location Map

N

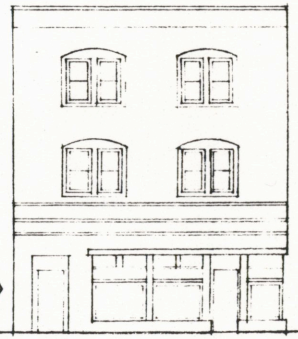
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west elevations

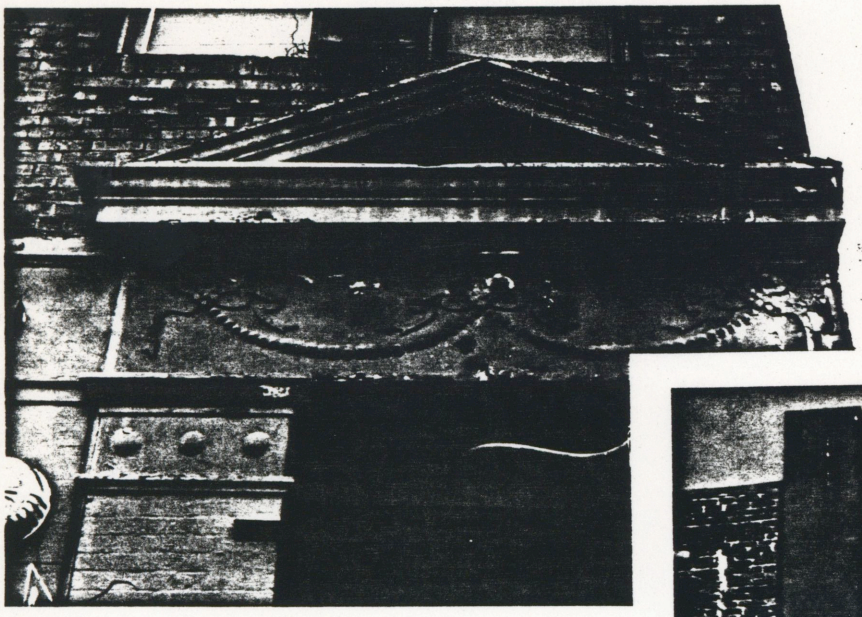


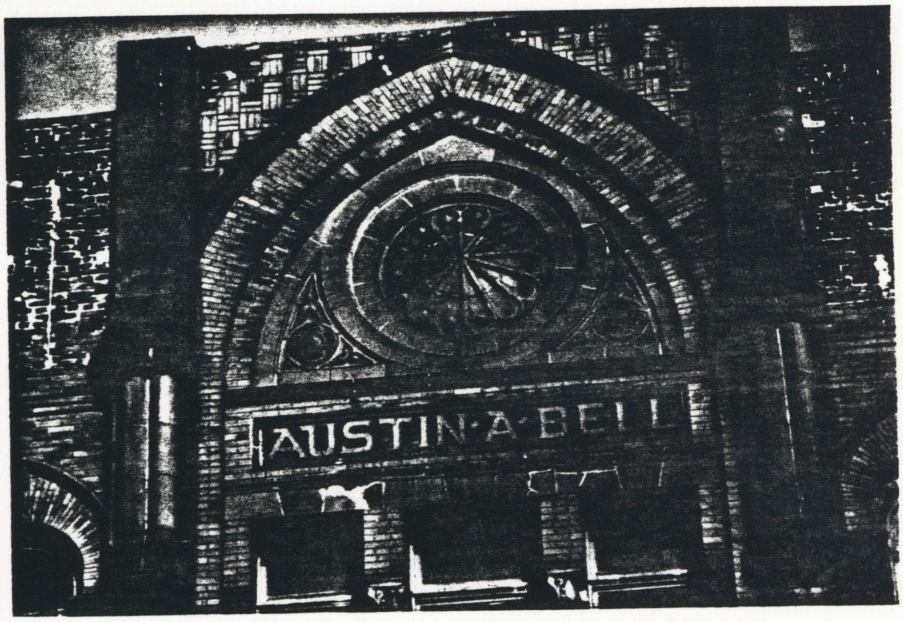
SITE

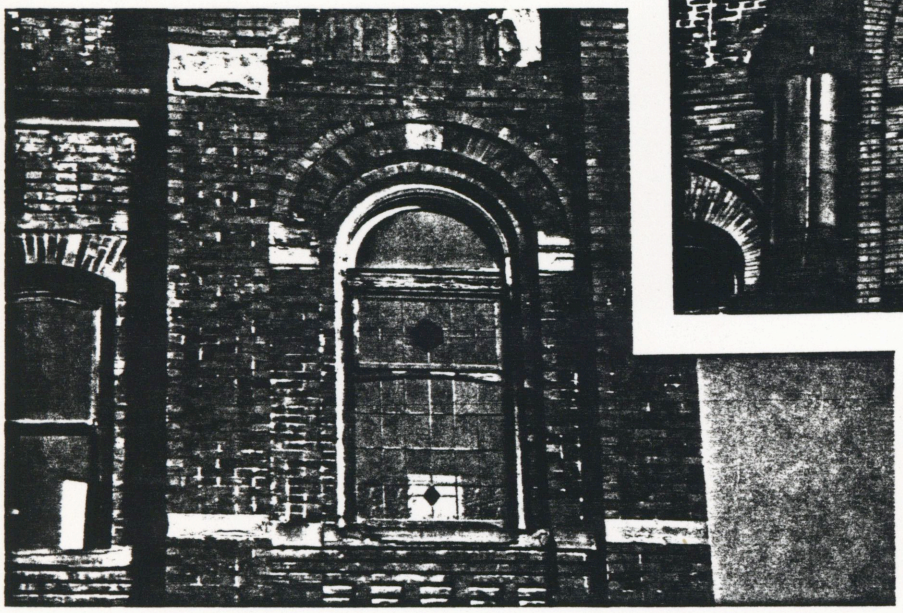


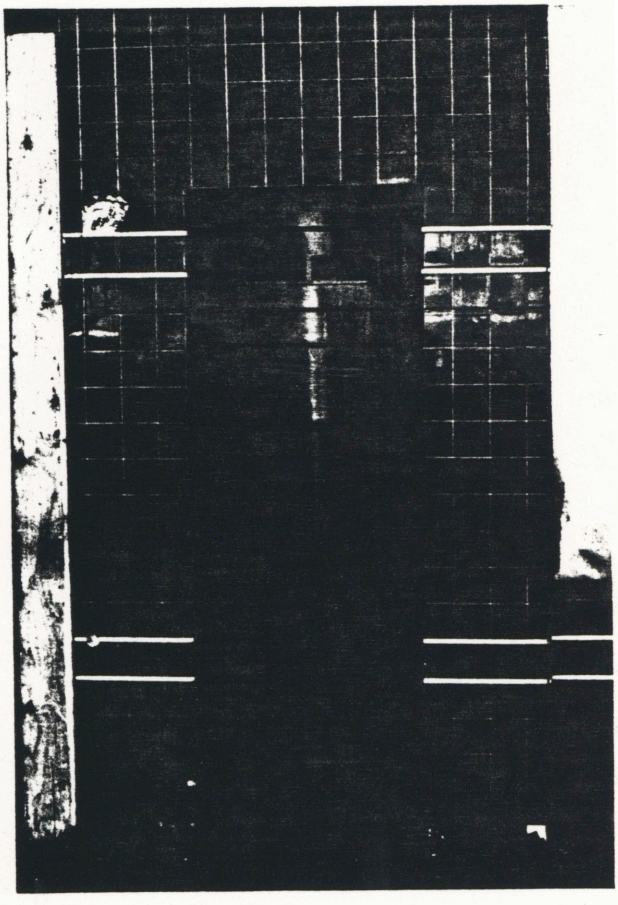
east elevations


AUSTIN A. BELL

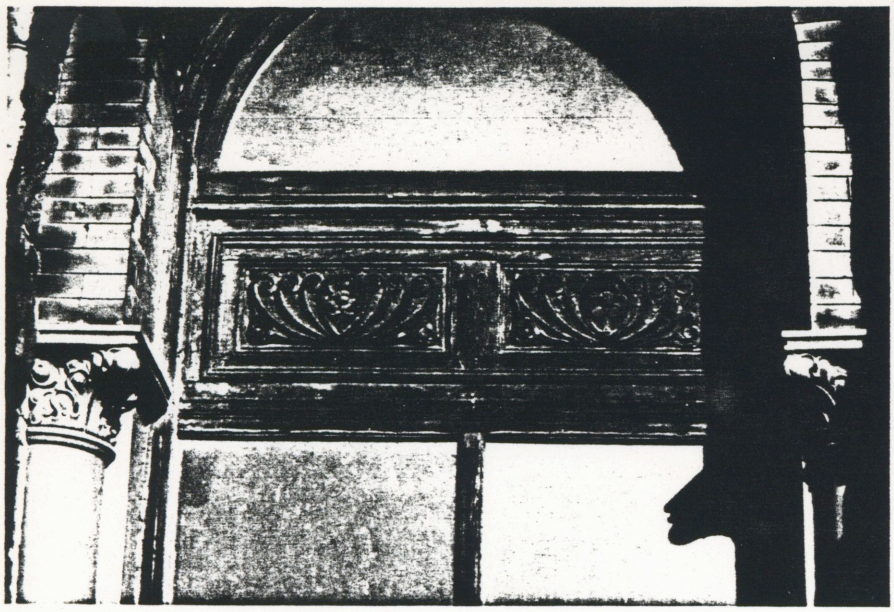


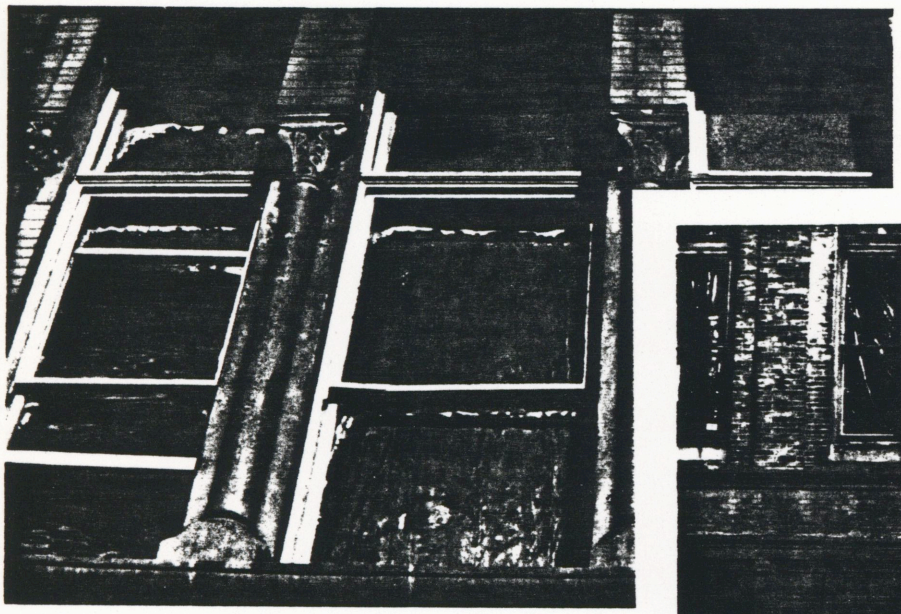

AUSTIN·A·BELL



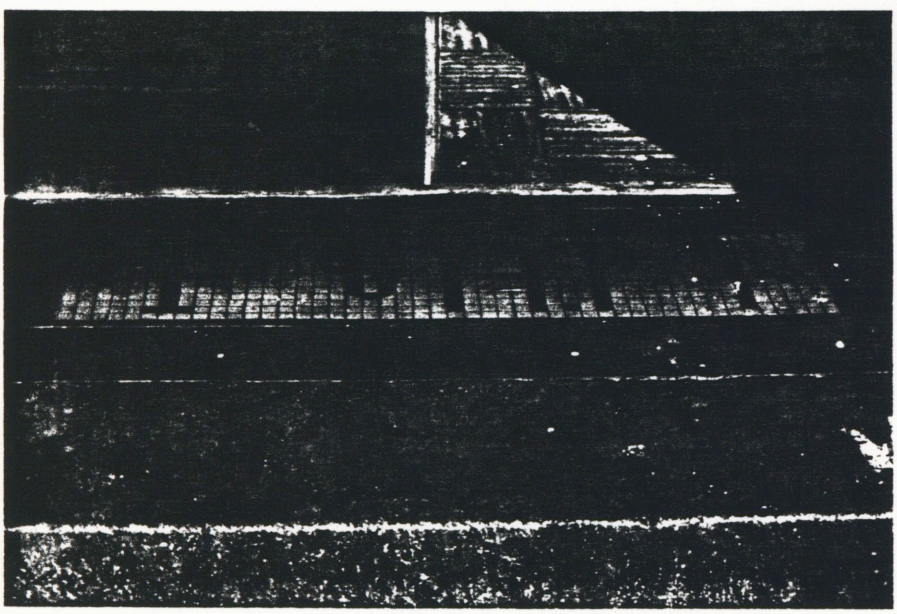


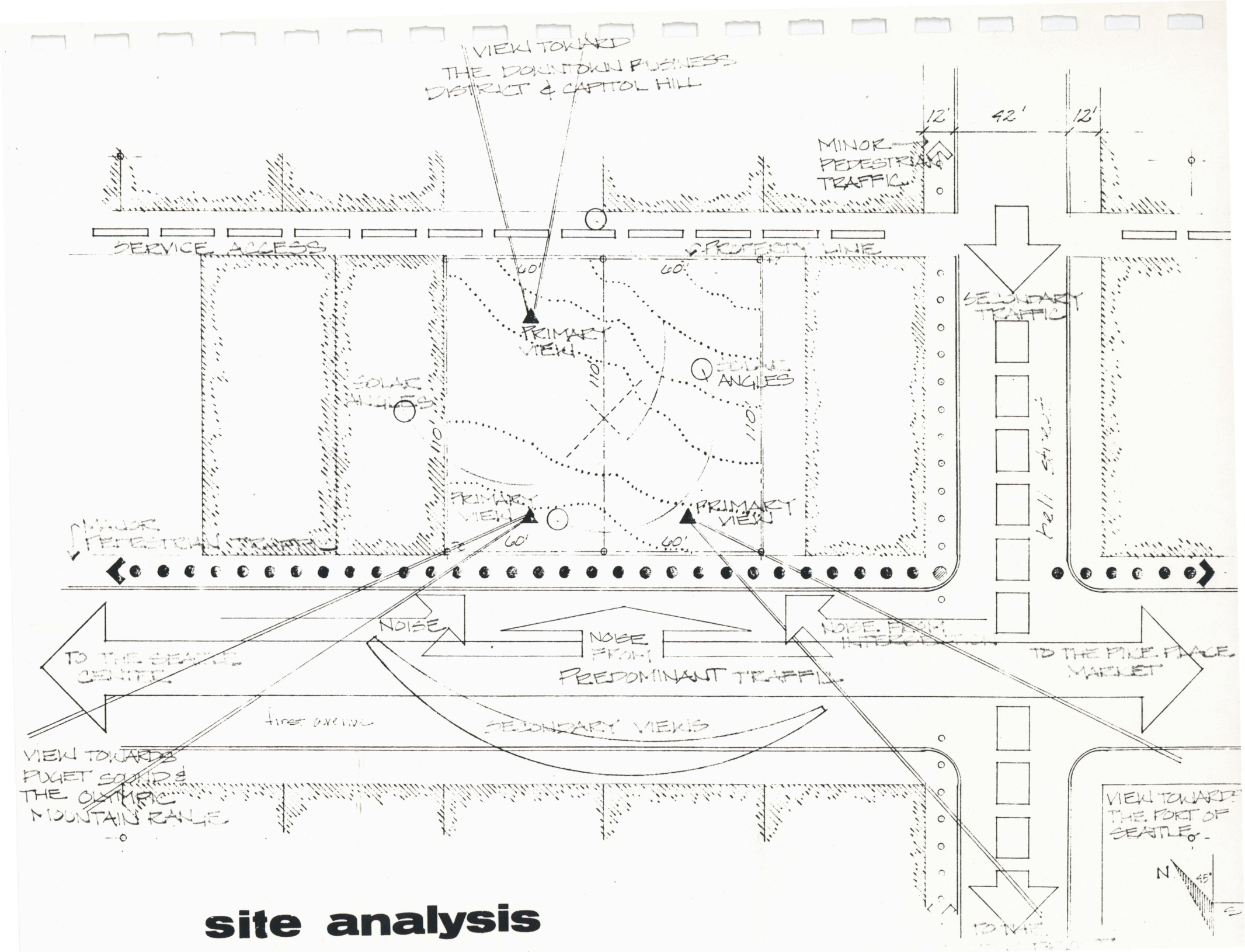




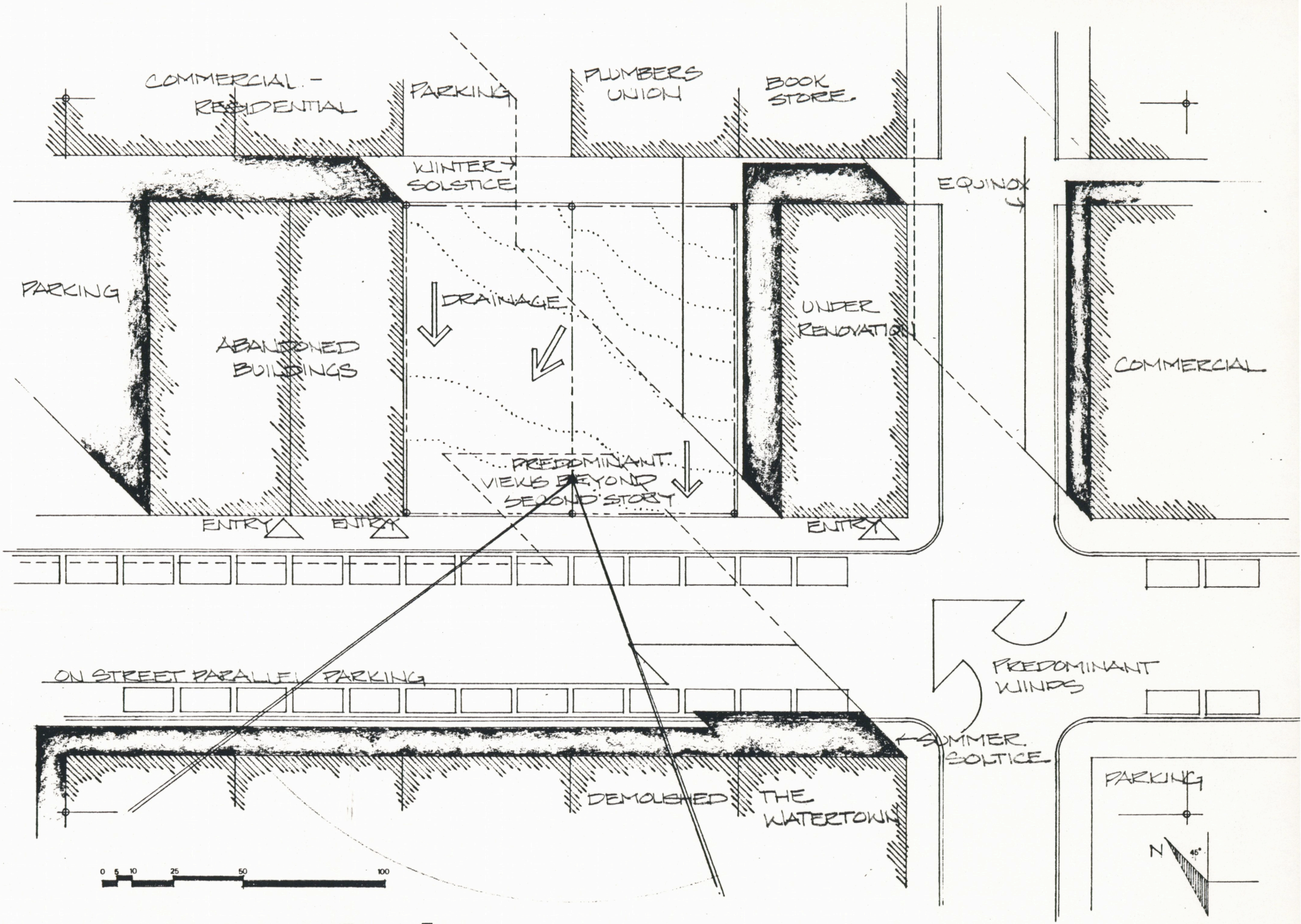








site analysis



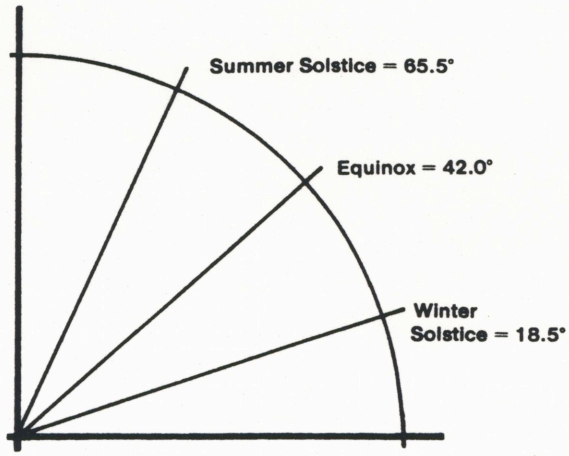
site analysis

Climatological Data

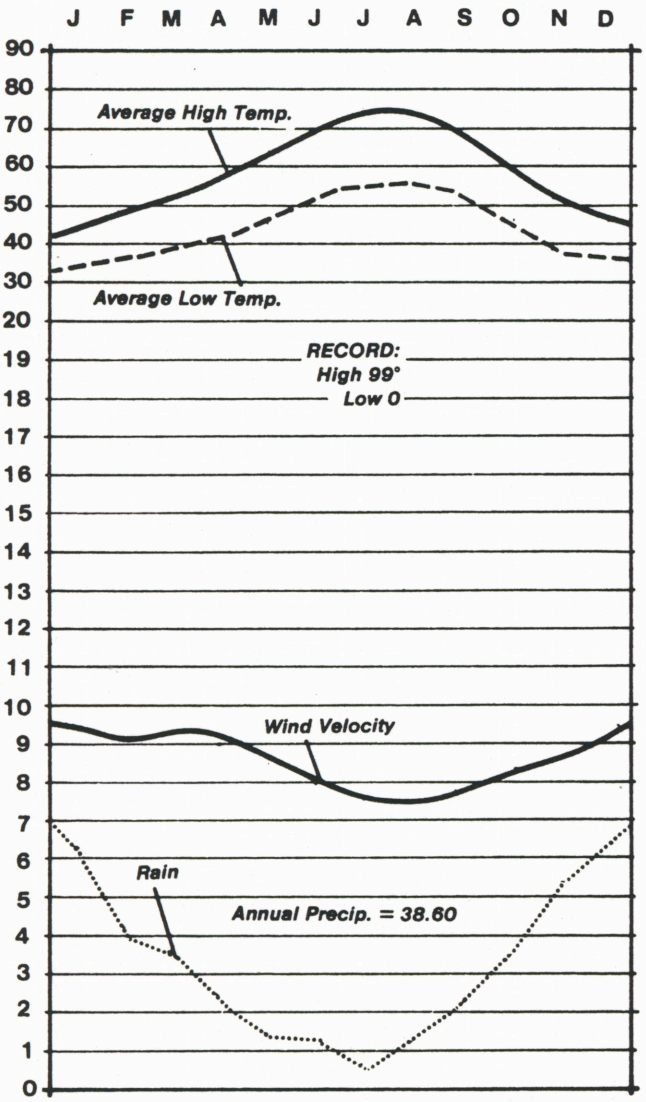
TABLE: Degree Days, Wind, Sunshine *(SEA-TAC)*

Month	Normal Heating Degree Days (base 65°)	Wind		Percent of Possible Sunshine
		Mean Speed	Prevailing Direction	
January	803	9.8	SSW	25
February	622	9.6	SW	37
March	645	9.8	SSW	49
April	489	9.6	SW	52
May	313	9.0	SW	55
June	169	8.7	SW	55
July	76	8.3	SW	65
August	97	7.9	SW	64
September	169	8.1	N	59
October	388	8.6	S	43
November	606	9.2	S	29
December	744	9.7	SSW	21
Year	**5121**	**9.0**		**46**

SUN ANGLES @ 48° N. Latitude



MICROCLIMATE *(SEA-TAC)*



Latitude 47° 27' N
Longitude 122° 18' W
Altitude 50'

Seattle is located on the eastern edge of Puget Sound, shielded from the Pacific Ocean by the Olympic Mountain Range. This inland marine climate abuts a forested, lake-dotted plateau which slopes gently to the Cascade Mountain Range located approximately thirty miles to the east.

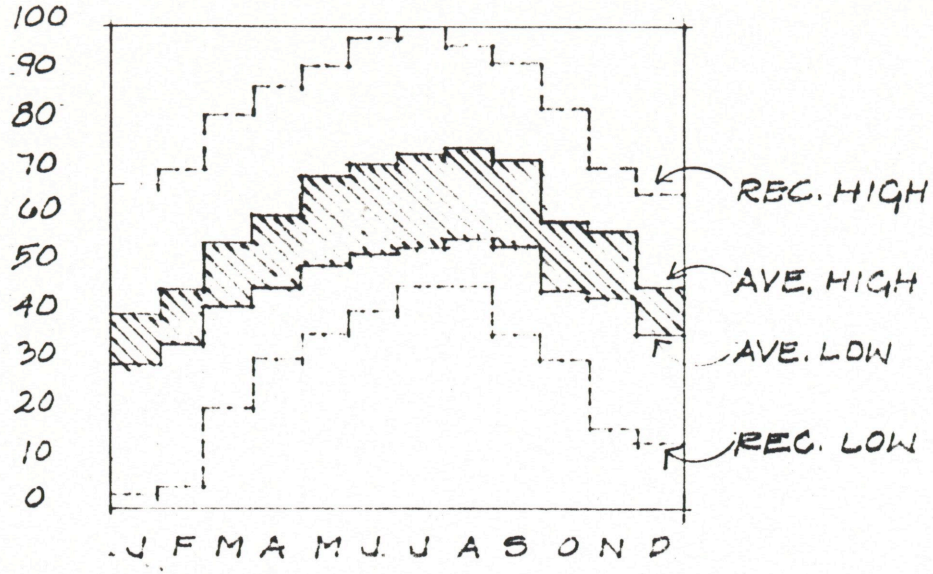
Seattle's average annual rainfall of thirty-eight inches is moderate despite a reputation for heavier rainfall. This impression of heavy rainfall is due to the fact that Seattle receives a majority of its rain in the form of light drizzle. While this reflects long periods of cloud cover, the weather on any given day can include periods of rain, sun and light cloud cover.

The light cloud cover and changing patterns of light have been long recognized as a great asset for Northwest painters and architects. The low northerly sun angles combine with the everchanging cloud and sunlight patterns to form a uniquely delicate quality of light.

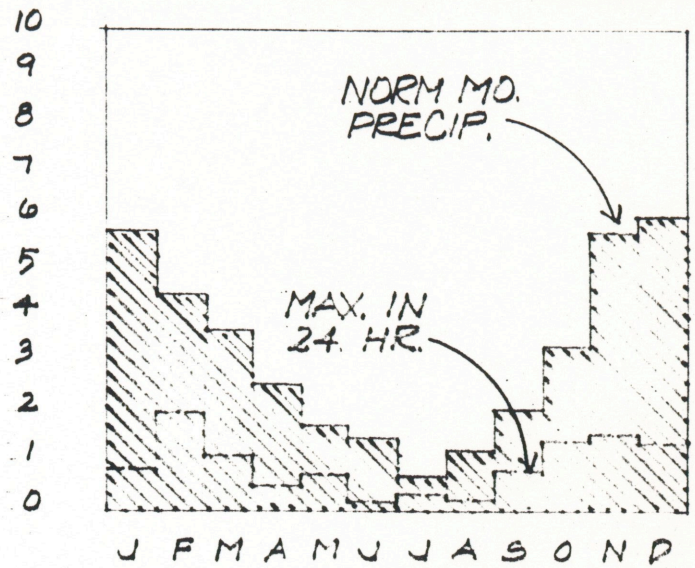
Access to light is an important program consideration. The downtown setting with its increasing building mass requires maximizing natural light to interior spaces from a variety of sources. The soft quality of Seattle's natural light provides a special opportunity to make use of colors and textures which follow in Seattle's historic brick and terra cotta traditions.

Wind flow is typically from the southwest. The Olympic Mountains to the west partially interrupt this flow, giving Seattle more gentle breezes which are moistened and cooled by Puget Sound. Major gale force storms are rare, but can be dramatic. Locals recall the historically infamous destruction of the Tacoma Narrows Suspension Bridge and the loss of the Hood Canal Bridge.

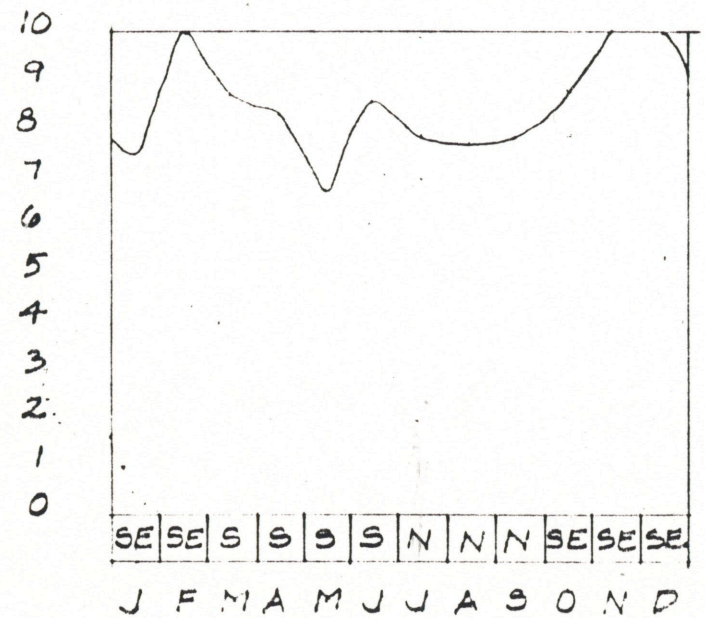
■ TEMPERATURE (°F)



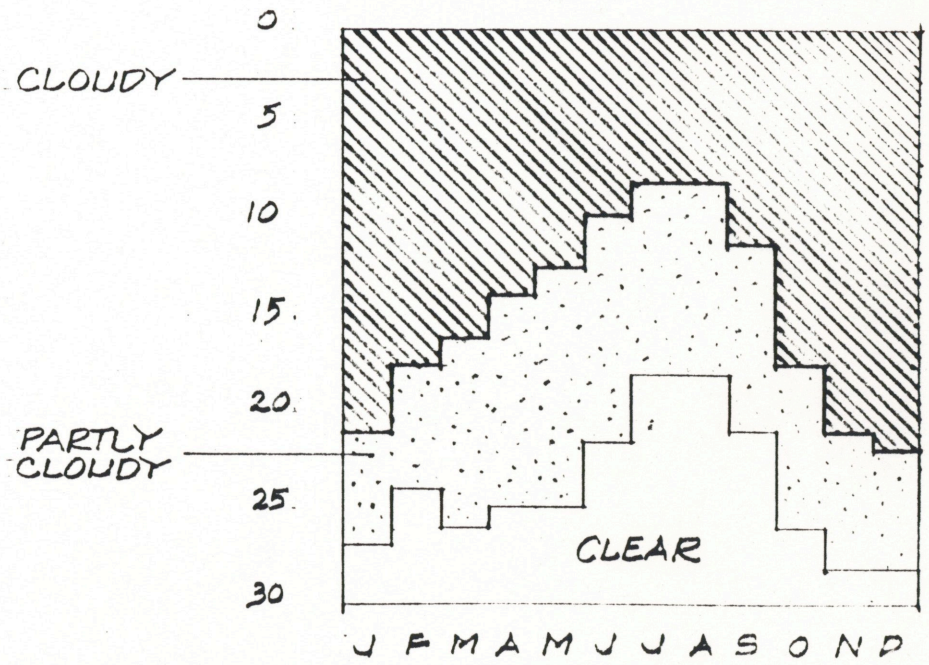
■ PERCIPITATION (INCHES)



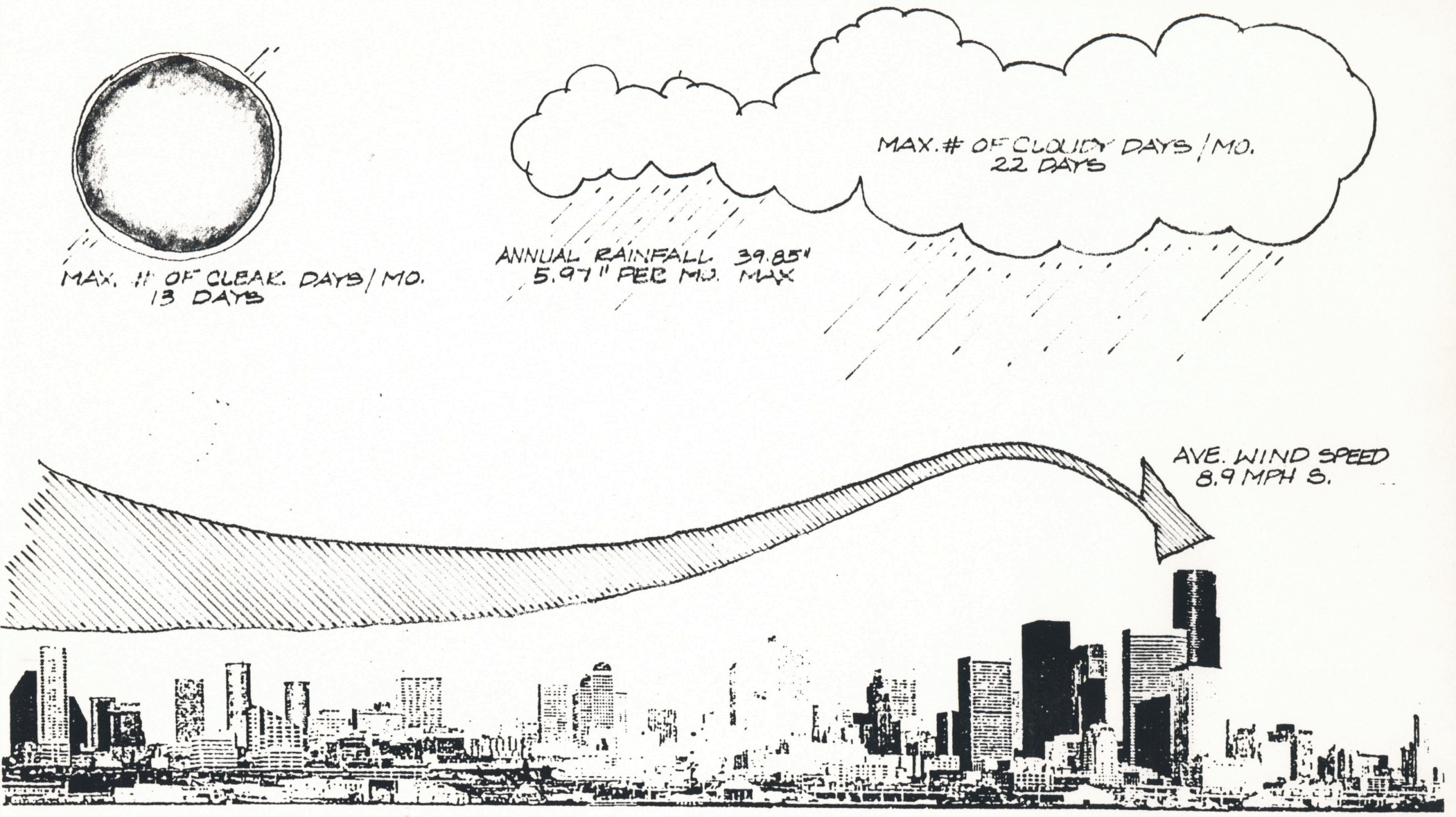
■ WIND (AVE. MPH.)



■ SKY COVER (DAYS)



climate analysis



climate diagram

PROGRAM REQUIREMENTS:

1. Staff requirements -

- Parking: secured, underground parking with private access.
- Director's office
- Assistant director's office
- Private access
- Apartment(s) for permanent staff
- Lounge: includes restrooms, small kitchen and street level access.
- Restrooms

2. Service requirements

- Medical clinic:
  - Exam/treatment rooms
  - Restrooms with bathing facilities
    *Note: all toiletry articles supplied by shelter.
  - Lab/conference area
  - Storage

- Office space:
  - Job counseling and placement
  - Psychological counseling and evaluation
  - Psychiatric counseling
  - Religious counseling and crisis intervention
  - Social referral services

- Reception area: includes small staffed desk
  - Waiting area, interior and exterior: includes availability of coffee and tea, restroom facilities.

- Emergency overflow area

- Donated clothes: storage and distribution

- Restroom facilities: for guests and walk-ins, sinks to have counterspace to facilitate diaper changing.

3. Guest Requirements

- Single adult dormitories:
  - Separate area for troubled sleepers
  - Maximum supervision
  - Restrooms with bathing facilities per dormitory
  - Personal storage for each guest
  - Laundry facilities per dormitory
    *Note: all laundering articles supplied by shelter.

PROGRAM REQUIREMENTS:

- Family and Teen Dormitories:
  - Multiple interconnecting bedrooms
  - Private bathrooms
  - Community kitchen, dining, living and laundry areas
  - Moderate supervision
  - Personal storage

- Lounges: Day and evening use, availability of coffee and tea
  - Maximum supervision through interaction
  - Library, donated and used books, local newspapers
  - Television
  - Mail retrieval

- Kennel for guest's animals

- Multipurpose/Activity Room

4. Support Facilities:

- Dining Hall: approximate occupancy = 80/rotation
  - Cafeteria style

- Kitchen: cooking and cleaning area, preparation area
  - Dietician's office
  - Manager's office
  - Storage; dry, fresh, and frozen food; kitchen supplies
  - Employee lounge with restrooms

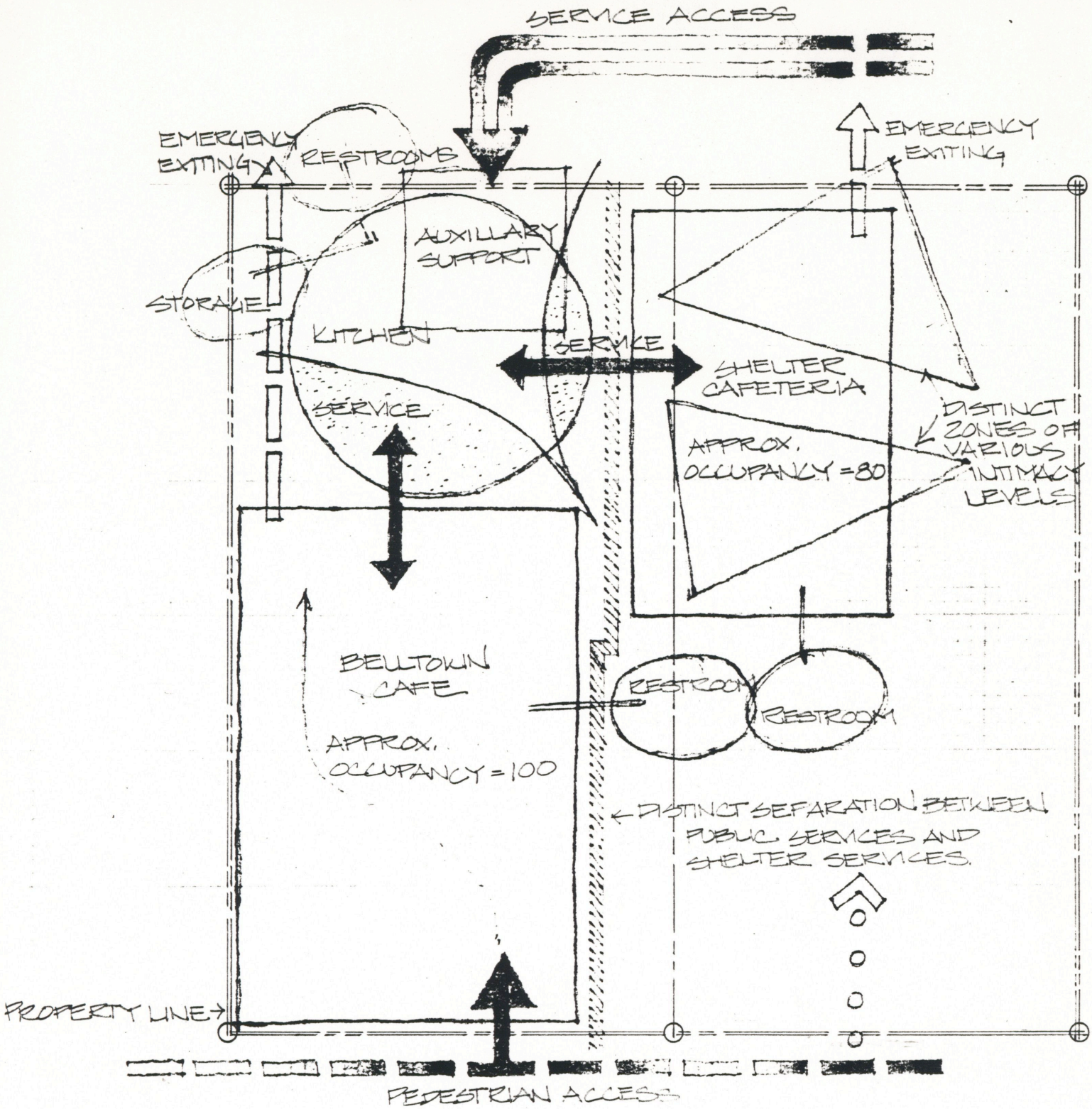
- Restaurant (soup kitchen): approximate occupancy = 100/rotation
  - Cafeteria style
  - Restroom facilities

5. Auxiliary Requirements:

- Storage for donated and surplus goods, for additional bulk personal belongings.

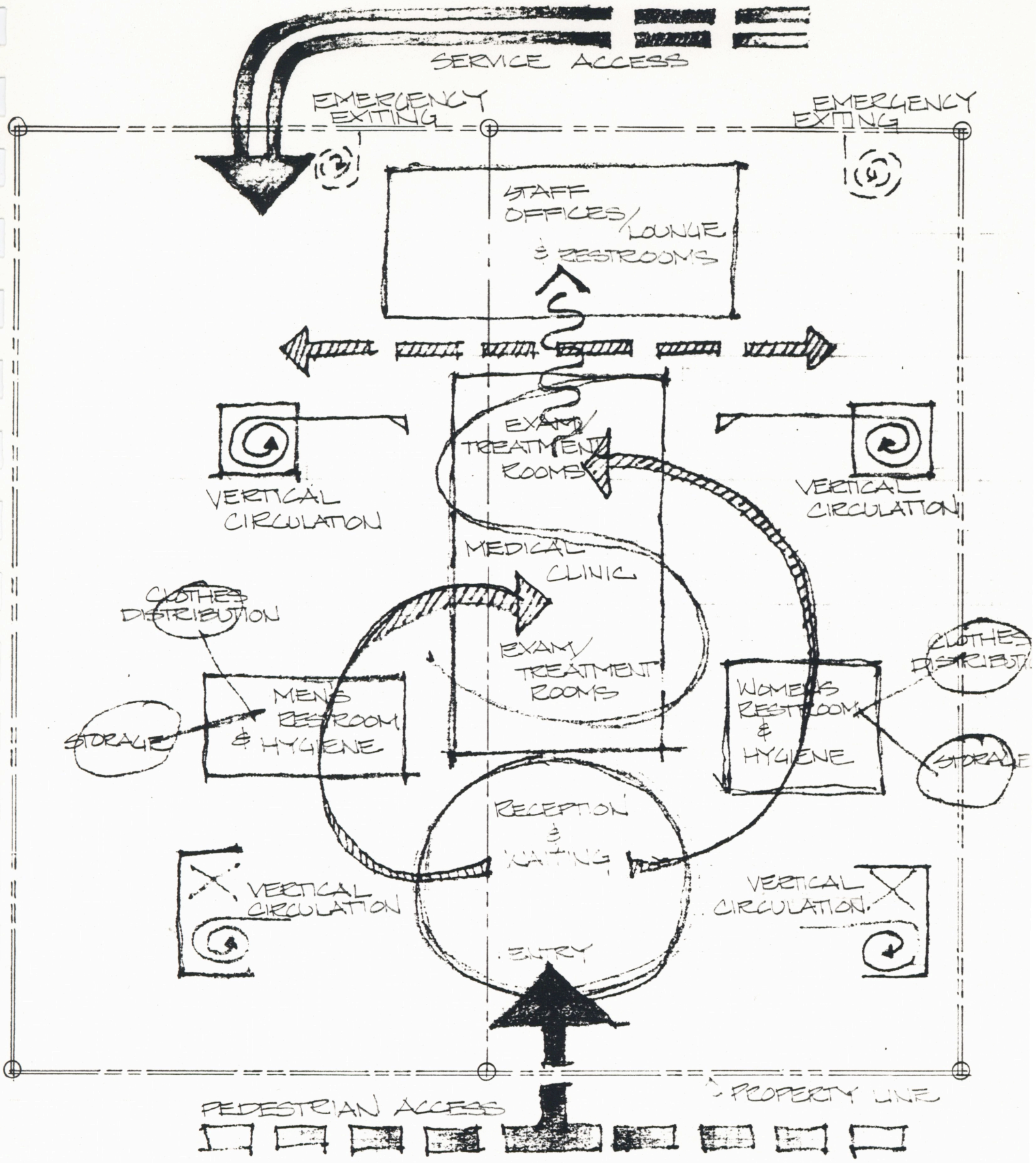
- Maintenance

- Mechanical



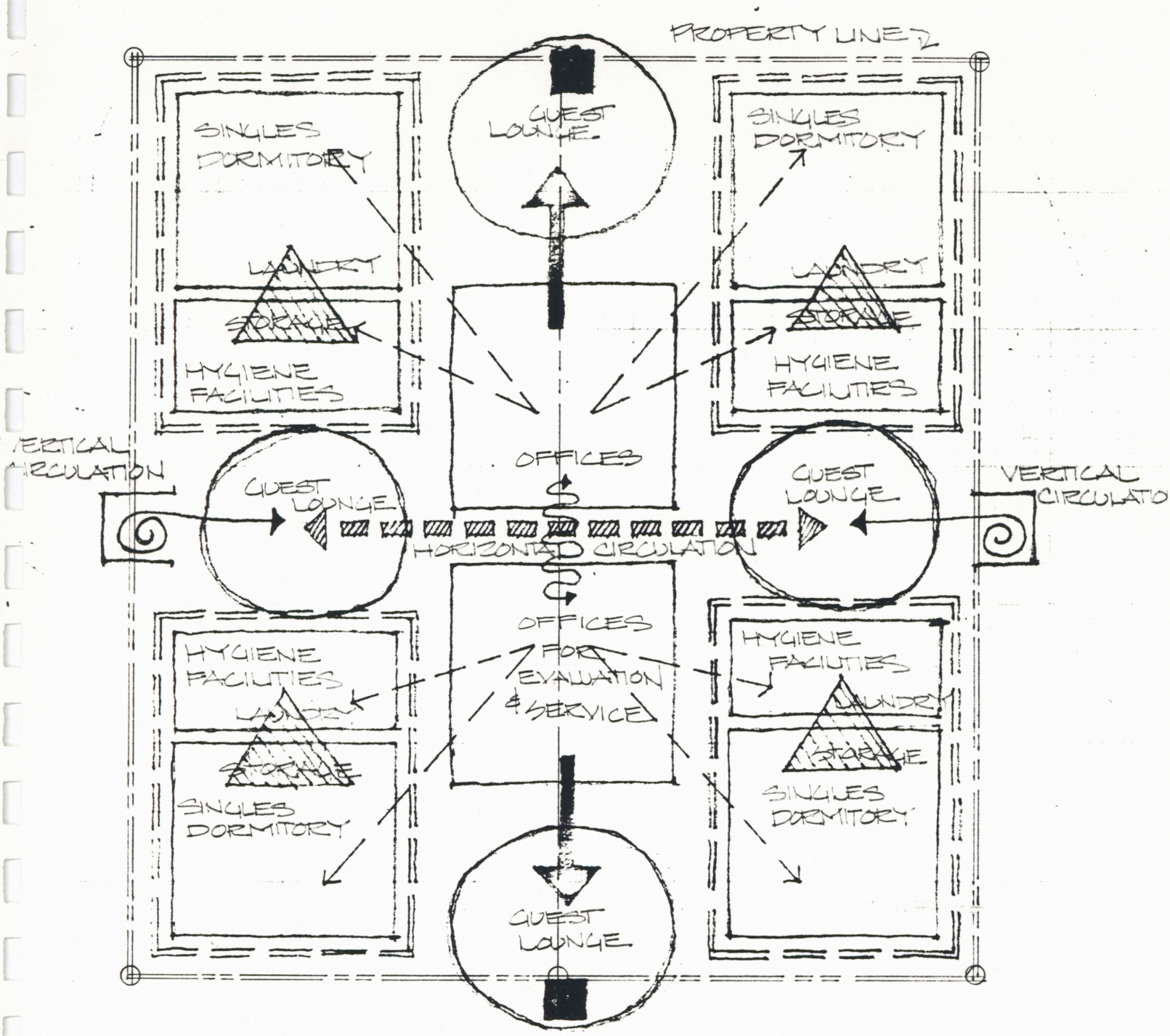
SOUP KITCHEN / CAFETERIA:

DIAGRAM: ADJACENCY - FUNCTIONAL RELATIONSHIPS



ENTRY - RECEPTION / MEDICAL CLINIC:

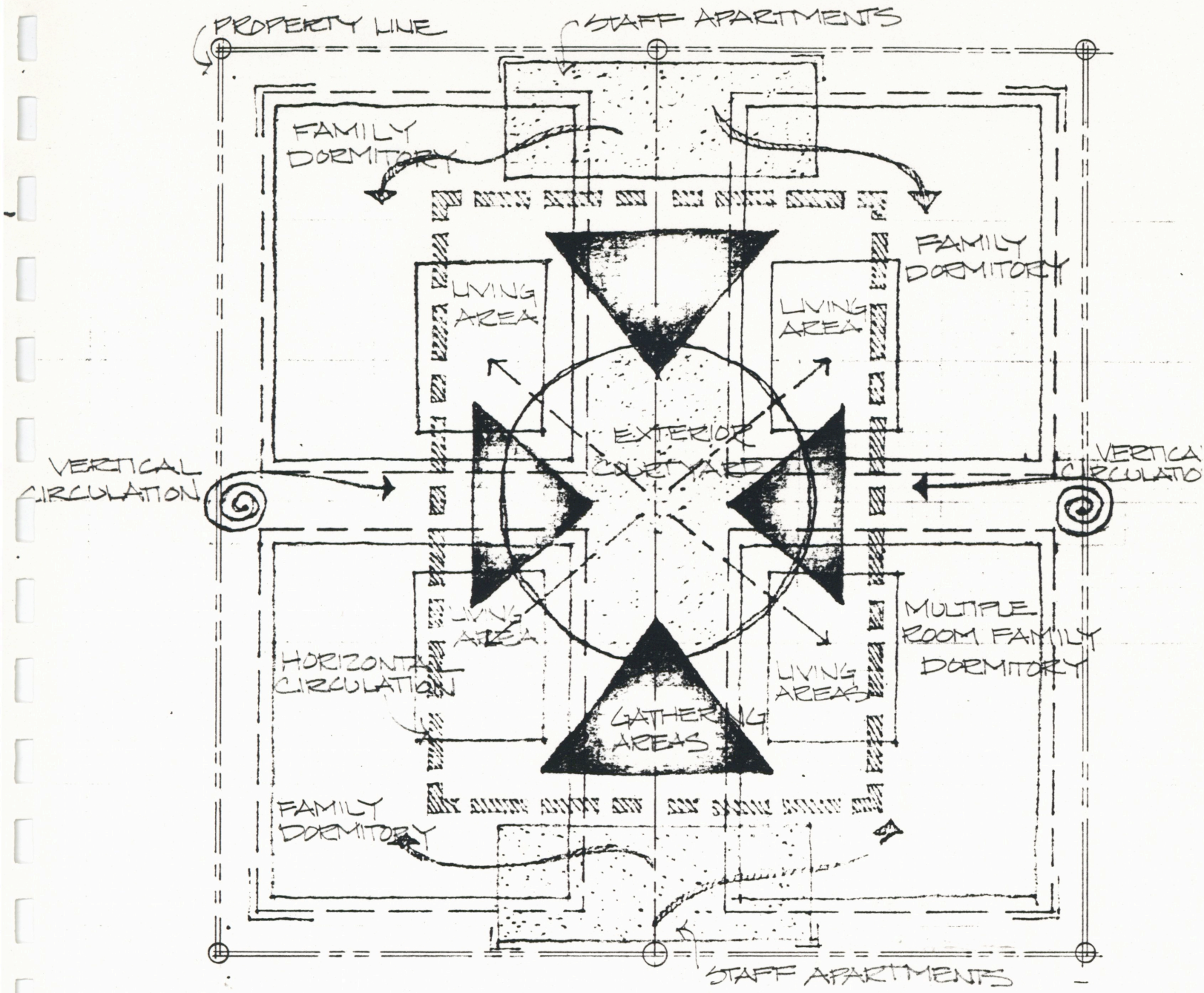
DIAGRAM: ADJACENCY - FUNCTIONAL PROCEDURES



SECOND FLOOR DORMITORIES / COUNSELING:

DIAGRAM: ADJACENCY - INTERACTIONS RELATIONSHIPS

*THIRD FLOOR IS SIMILAR -



FOURTH FLOOR FAMILY DORMITORIES/STAFF

DIAGRAM: ADJACENCY - FUNCTION RELATIONS

PROGRAM GOALS:

I. Accessibility

A. Location: The location of shelter should be decentralized and based upon the needs of the population they are serving. That is, as much as possible shelters should be within walking distance of the people to be served rather than a distance which would require extensive outreach in order to transport them to shelter.

B. Neighborhood Support: Neighborhood support for locating and maintaining shelters will be aggressively sought. The shelter must be a positive contribution to a neighborhood.

C. Transportation: Where shelters are located some distance from the areas where street people spend their days, free transportation will be provided.

D. Hours of Opening/Closing: In the establishment of hours of opening of particular shelters, seasonal weather conditions will be a primary governing factor outside of the basic expectation of providing guests with at least eight hours of rest.

E. Shelter Operation: The shelter will operate on a year-round and 24 hour basis.

II. Service

A. Bathrooms: All shelters must have adequate and operable toilet facilities for both guests and staff.

B. Showers: All shelters must have adequate and operable shower facilities. Hygiene must be offered on a 24 hour basis.

C. Toilet Articles: All shelters will provide needed toiletry articles.

D. Bedding: All shelters will provide adequate and comfortable sleeping facilities. The shelter must guarantee the assurance of a bed, the same bed each consecutive night. The facilities must be personal, but not completely private.

E. Clothing: All shelters will provide guests with pajamas and slippers. Shelters will also be able to distribute other articles of clothing donated by the community at large.

PROGRAM GOALS:

F. Food: All shelters will provide their guest with a hot evening meal, breakfast in the morning, with a mid-day meal also. The food will be prepared at the shelter itself. The purpose of this is two-fold. It is less expensive to buy bulk food and have volunteers prepare it, and it affords an opportunity to include the guests in the work of running and maintaining the shelter.

G. Recreation: Each shelter will have a common area where guests will be able to socialize with staff, volunteers, and amongst themselves.

H. Medical Facilities: Every effort will be made to provide on-site medical care and mental health services for persons utilizing the shelters.

I. Laundry Facilities: Adquate laundry facilities will be provided.

J. Storage Facilities: Adequate storage facilities will be provided to protect valuables of the guests.

III. Environment

A. Intake Procedure: People will be welcomed to the shelter, informally asked their names, and directed to the various services they might wish to avail themselves of.

B. Atmosphere: A pleasant, emotionally inviting, and home-like atmosphere will be created in the shelter. Guests and street people should feel comfortable approaching the shelter. Quiet spaces need to be integrated into the rigorous operational spaces in order to foster 'interpersonal bonding.'

C. Level of Equality: It is very important that there is nothing and no one in the shelter which create the impression that guests are inferior or second class citizens. Guests must not be herded or ordered but at all times treated courteously and with respect.

D. Structure for Development: Each shelter will structure in opportunities for guests to take responsibility by participating in the maintenance and operation of the shelter. Such a program will include several levels of participation leading toward guests becoming members of the staff or toward their referral to outside job opportunities.

E. Referrals: Every shelter will have someone capable of referring individuals to outside job opportunities, and other available and appropriate resources.

PROGRAM GOALS:

F. Staff/Volunteer Levels: Adequate numbers of staff and volunteers will be present at all times. The shelter must be efficient enough to be ran by a small staff, for staffing costs can become excessive.

G. Security is of primary concern. This may be achieved by providing a clear sense of operational order. There must be a definite sequence of spaces and activities which guests must experience.

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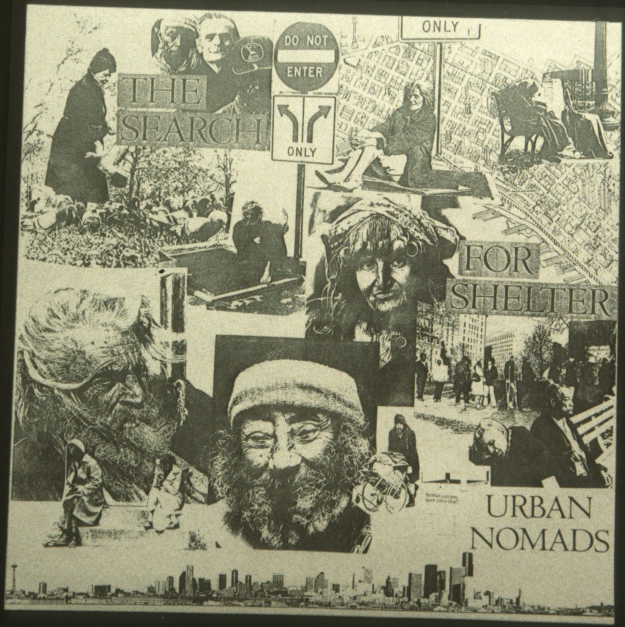
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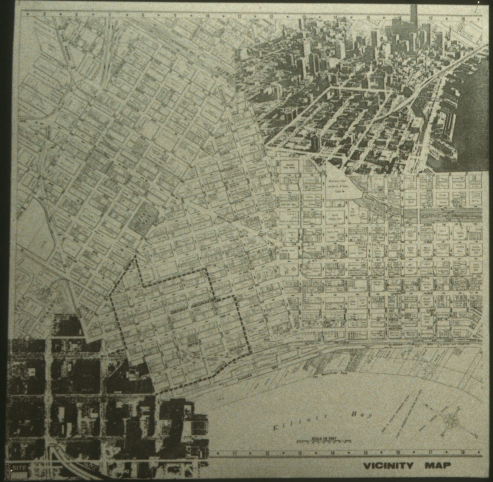
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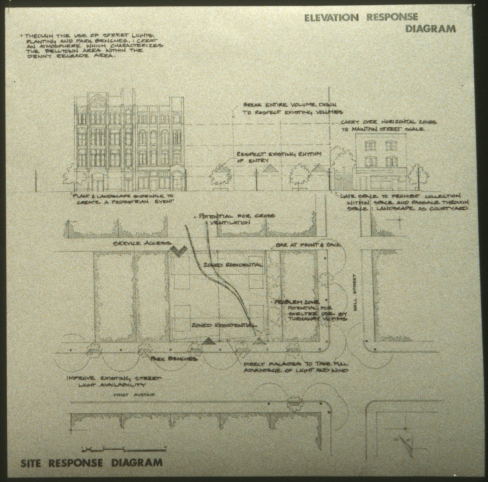
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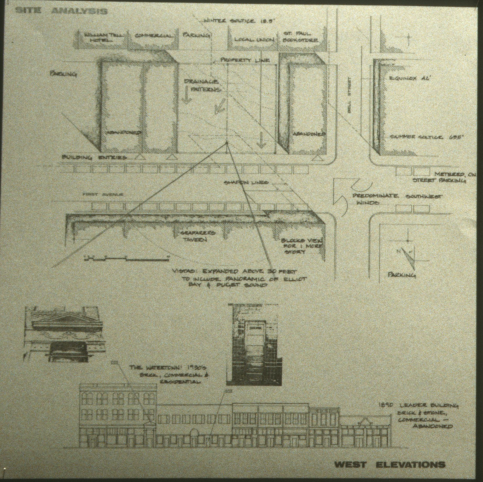
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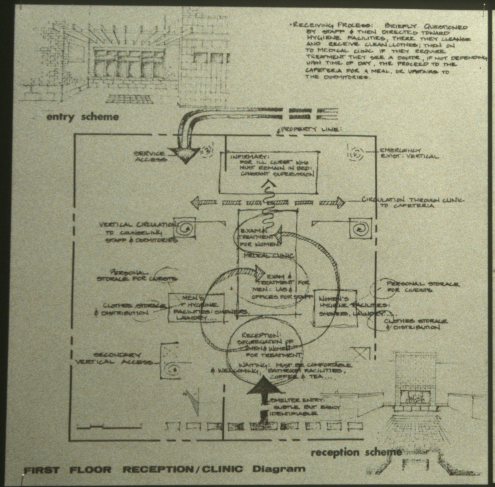

THE SEARCH
DO NOT ENTER
ONLY
ONLY
FOR SHELTER
URBAN NOMADS

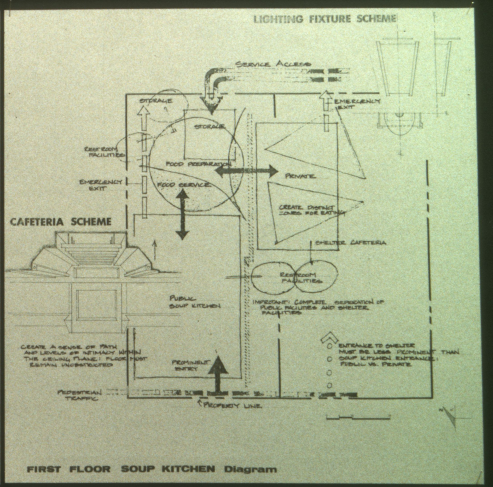


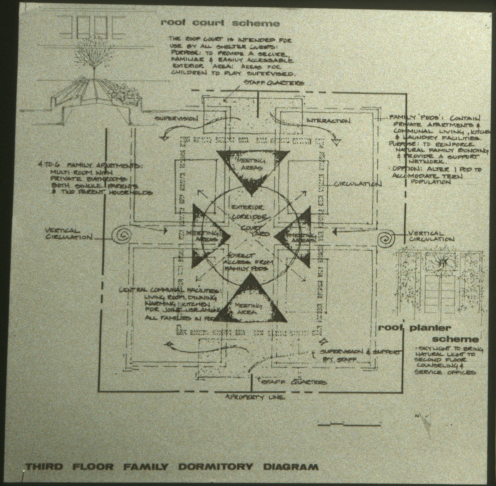
VICINITY MAP



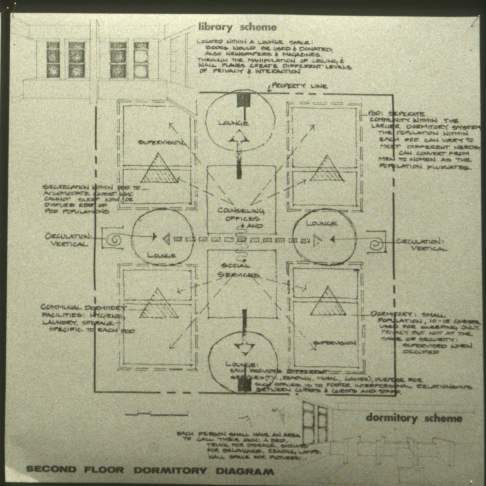

SITE ANALYSIS
WHITE GATICE 13.5'
WASHINGTON HOTEL
COMMERCIAL
PARKING
LOCAL UNION
ST. PAUL ROMANESQUE
PROPERTY LINE
BUILDING
DRAINAGE INTERIOR
ARMORED
SLOPING 45°
SLOPING GATICE 65°
BUILDING ENTERED
FIRST AVENUE
SHADOW LINES
MEMBER OF STREET ENSEMBLE
PEDESTRIANATE SOUTHWEST WINDS
ARMORED TWEED
BLOCKS VIEW FOR 1 MORE STORY
PARKING
VISTAS: EXPANDED ABOVE 30 FEET TO INCLUDE PANORAMIC OF ELLIOT BAY & PUGET SOUND
THE WATERTOWN 1930's SCALE, COMMERCIAL & RESIDENTIAL
1890 LEANDER BUILDING SCALE, BRICK, COMMERCIAL — ABANDONED
WEST ELEVATIONS
EAST ELEVATIONS
CENTRAL BUILDING 1930's, 5 - STORY BRICK & TILE, MIXED COMMERCIAL & RESIDENTIAL - ABANDONED
PREDOMINANT STRUCTURES: 1920's, 4 - STORY BRICK MIXED COMMERCIAL & RESIDENTIAL - ABANDONED
site
VISTA - DOWNTOWN SKYLINE
VEHICULAR ACCESS
VIEWPOINTS
MAJOR PEDESTRIAN TRAFFIC
TO THE SEATTLE CENTER
TO THE PIKE PLACE MARKET
NOISE
FIRST AVENUE
STREET LEVEL VISION
VISTA: ELLIOT BAY & OLYMPIC MOUNTAIN RANGE
MAJOR PEDESTRIAN TRAFFIC
VISTA - EAST SEATTLE - WEST SEATTLE
SITE ANALYSIS


entry scheme
PROPERTY LINE
SERVICE ACCESS
INFIRMARY: FOR ILL GUEST WHO MUST REMAIN IN BED. CONVENIENT CUBICLE/WARD
EMERGENCY EXIST. VERTICAL
CIRCULATION THROUGH CLINIC TO CAFETERIA
VERTICAL CIRCULATION TO CASUALTY, STAFF & DORMITORIES
EXAMIN. TREATMENT FOR NURSES
MEDICAL CLINIC
PERSONAL STORAGE FOR GUESTS
CLERK & RECEPTIONIST FOR MEDI. LAB & OFFICES FOR STAFF
PERSONAL STORAGE FOR GUESTS
CLOTHES STORAGE & DISTRIBUTION
MEN'S TOILET FACILITIES SHOWERS, LAUNDRY
WOMEN'S TOILET FACILITIES SHOWERS, LAUNDRY
CLOTHES STORAGE & DISTRIBUTION
RECEPTION: ORIENTATION OF PERSONS WISHING FOR TREATMENT
EMERGENCY VERTICAL ACCESS
WAITING: MUST BE COMFORTABLE & WELCOMING, WASHROOM FACILITIES, COFFEE & TEA
SHELTER ENTRY: SUBTLE, BUT EASILY IDENTIFIABLE
reception scheme
FIRST FLOOR RECEPTION/CLINIC Diagram
•RECEIVING PROBLEM: BRIEFLY QUESTIONED BY STAFF & THEN DIRECTED THROUGH PROPER FACILITIES. THERE THEY LEARN ABOUT FACILITIES & ARE ASSIGNED (IF NECESSARY) TO MEDICAL CLINIC IF THEY REQUIRE IMMEDIATE TREATMENT THEY ARE A QUOTE, IF NOT DEPENDING UPON TIME OF DAY, THE PRIVILEGE TO THE CAFETERIA FOR A MEAL, OR UPSTAIRS TO THE DORMITORIES.


LIGHTING FIXTURE SCHEME
SERVICE ACCESS
STORAGE
EMERGENCY EXIT
STORAGE
EGRESS FACILITIES
FOOD PREPARATION
PRIVATE
EMERGENCY EXIT
FOOD SERVICE
CREATE DISTINCT CAMP-LIKE ENTRY
CAFETERIA SCHEME
SHELTER CAFETERIA
EGRESS FACILITIES
PUBLIC SOUP KITCHEN
IMPERATIVE: COMPLETE SEPARATION OF PUBLIC KITCHEN AND SHELTER FACILITIES
CREATE A SENSE OF PATH AND LEADING ATTRACTION WHEN THE CEILING PANEL PLACEMENT EXISTING UNDISTURBED
REMOVABLE PARTITION
ENTRANCE TO SHELTER MUST BE LESS PROMINENT THAN SOUP KITCHEN ENTRANCE: PUBLIC VS. PRIVATE.
PEDESTRIAN TRAFFIC
PROPERTY LINE
FIRST FLOOR SOUP KITCHEN Diagram

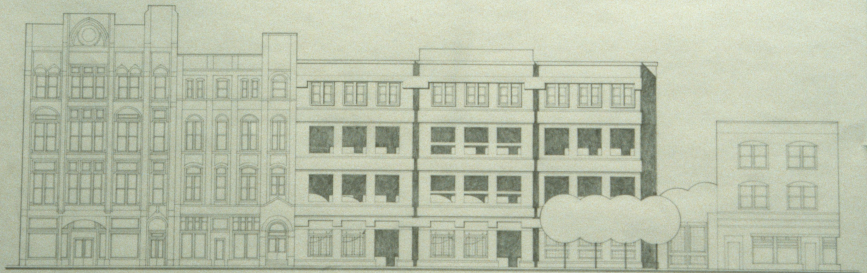


THIRD FLOOR FAMILY DORMITORY DIAGRAM



SECOND FLOOR DORMITORY DIAGRAM

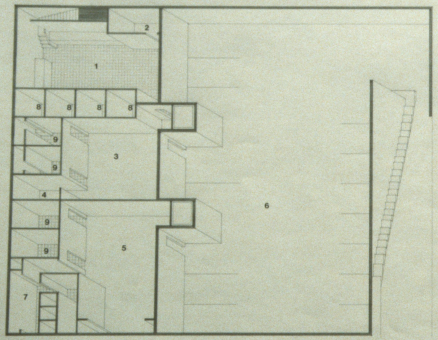
THE BELLTOWN
CAFE & SHELTER



WEST ELEVATION

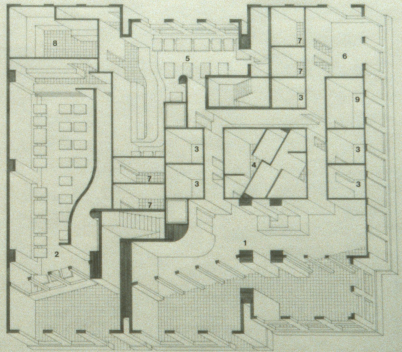
SCALE 1" = 10'-0"

1 FOOD PREPARATION
2 DIETICIAN'S OFFICE
3 STAFF LOUNGE
4 MANAGER'S OFFICE
5 MULTIPURPOSE ROOM
6 PARKING
7 KENNEL
8 STORAGE
9 RESTROOM



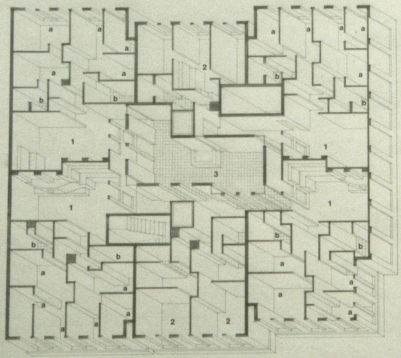
BASEMENT PLAN

1 ENTRY- RECEPTION- WAITING
2 RESTAURANT
3 TREATMENT / EXAM ROOM
4 HYGIENE FACILITY
5 CAFETERIA
6 STAFF LOUNGE
7 RESTROOM
8 KITCHEN
9 DIRECTOR'S OFFICE



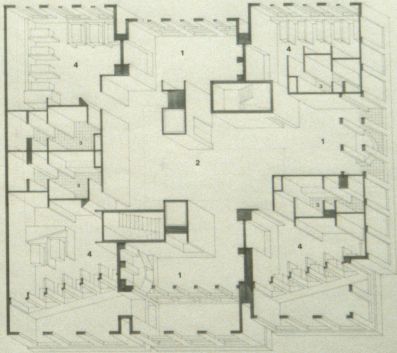
FIRST FLOOR PLAN
SCALE 1" = 10'-0"

1. FAMILY DORMITORY
   a BEDROOM
   b BATHROOM
2. STAFF APARTMENT
3. EXTERIOR COURTYARD



FOURTH FLOOR PLAN

1. LOUNGE
2. OPEN OFFICE SPACE
3. BATHROOM
4. SINGLES DORMITORY

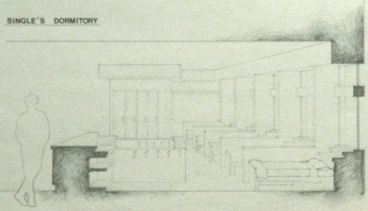


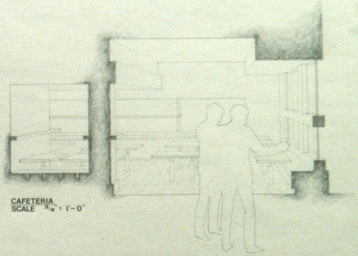
SECOND FLOOR PLAN

THIRD FLOOR SIMILAR

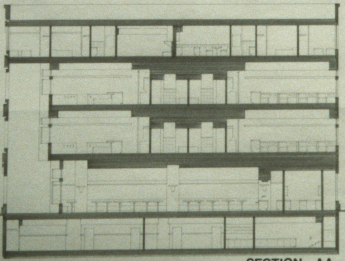
SCALE 1" = 10'-0"

SINGLE'S DORMITORY

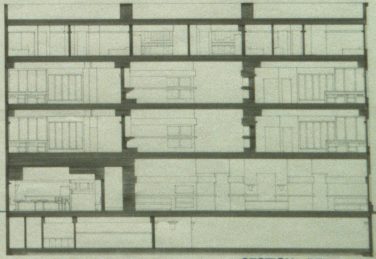




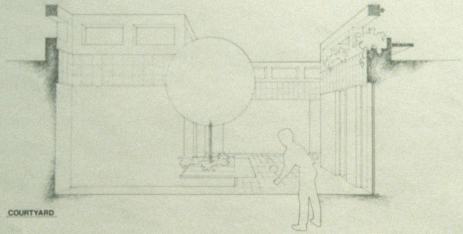
CAFETERIA
SCALE $\frac{1}{8}$" = 1'-0"



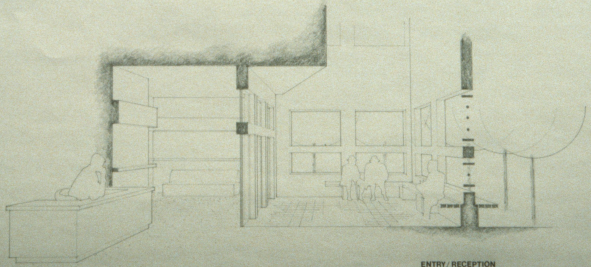
SECTION AA



SECTION BB
SCALE 1" = 10'-0"



COURTYARD



ENTRY / RECEPTION
SCALE $\frac{3}{8}" = 1'-0"$





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