

Kitsap County Homeless Housing Plan

2025-2030

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Kitsap County Department of Human Services
Housing & Homelessness Division



Acknowledgements

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Land Acknowledgement

Kitsap County is located on 396 square miles of land within the ancestral territory of Native American Tribes named under three separate Treaties.

Medicine Creek Treaty – December 26, 1854

- Puyallup, Nisqually, and Squaxin Island Tribes

Point Elliot Treaty – January 22, 1855

- Muckleshoot, Snoqualmie, Suquamish, Tulalip, Stillaguamish, Swinomish, Sauk-Suiattle, Upper Skagit, Samish, Lummi, and Nooksack Tribes

Point No Point Treaty – January 26, 1855

- Jamestown S’Klallam, Skokomish, Elwha Klallam, and Port Gamble S’Klallam Tribes

All tribes who signed their specific treaties maintain their hunting, fishing, and gathering rights on “usual and accustomed” grounds which include land, shorelands, and waterways within Kitsap County.

With a deep historical connection and legacy of respect for the land and natural resources, these Tribal nations enrich Kitsap County through environmental stewardship, cultural heritage, and economic development, as well as collaboration with local governments to shape Kitsap County’s future. (Kitsap County Comprehensive Plan, 2024)

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Executive Summary

The Kitsap County Homeless Housing Plan, also referred to as the Local Plan, describes the drivers and characteristics of homelessness in Kitsap County, explores the strengths and weaknesses of the current local homeless crisis response system, and lays forth specific strategies and actions Kitsap County and its community partners will take over the next 5 years to address and reduce homelessness. This Local Plan is designed for Kitsap County, which includes the cities of Port Orchard, Poulsbo, Bainbridge Island, and Bremerton.

Kitsap County is part of the Balance of State (BoS), which consists of 34 smaller counties which make up the Washington Balance of State Continuum of Care (BoS CoC). This plan aligns with the [State of Washington Homeless Housing Strategic Plan 2024-2029](#)¹.

Pursuant to the requirements outlined in [RCW 43.185C](#), Commerce published the 2024-2029 State Homeless Housing Strategic Plan on October 3, 2024. Counties throughout Washington State are required to include the following statewide goals in their Local Plan.

- **Objective 1:** Promote an equitable, accountable and transparent homeless crisis response system
- **Objective 2:** Strengthen the homeless service provider workforce
- **Objective 3:** Prevent episodes of homelessness whenever possible
- **Objective 4:** Prioritize those with the greatest barriers to housing stability and the greatest risk of harm
- **Objective 5:** Seek to house everyone in a stable setting that meets their needs

History

The Local Plan is part of a national movement to end homelessness. As part of that national effort, Washington State passed legislation in 2005 (ESSHB 2163), and subsequent legislation in later years, mandating that each county focus on reducing homelessness. Each county is required to (1) develop and periodically update a Homeless Housing Plan, (2) collect funds to pay for its implementation through a document recording surcharge at the county Auditor level, (3) collect data about homeless households and the services they receive to evaluate progress, and (4) coordinate efforts among homeless service providers.

The Kitsap Housing and Homelessness Coalition developed the first Kitsap Homeless Housing Plan, which was approved by the Kitsap Regional Coordinating Council in December 2005. Since that time, the Local Plan has been updated periodically.

¹ <https://www.commerce.wa.gov/homelessness-response/planning-and-reporting/strategic-plan/> (State Strategic Plan, Annual Reports and Audits, 2025)

In the 2018 legislative session, Washington lawmakers passed new legislation that directed the Department of Commerce to issue specific guidelines to counties for updates to each county's homeless housing plan. Pursuant to [RCW 43.185C](#), Commerce published local homeless housing plan guidance in October 2024 and has published revisions to the guidance throughout 2025.

Updates

The picture of homelessness and the body of research about the most effective ways to help people regain housing stability change rapidly. Since the first Local Plan in 2005, many new strategies have been implemented, the landscape of providers has changed, we have better data about our homeless households, and new evidence-based practices have been developed and replicated around the country.

The Local Plan is updated periodically to respond to changes in legislative and policy requirements, changing availability of homeless services, evidence-based practices, completion of identified action steps, and identification of new focus areas.

This version of the Local Plan includes updated data analysis, estimates of service levels, a survey of fund sources, and estimates of permanent and emergency housing needs. This plan also addresses the need for additional coordination and linkage of resources to avoid duplications, and identification of community-wide collaborative approaches.

Community Collaboration and Implementation

This update of the Local Plan was created with input from elected officials, community members, social service providers, housing providers, and from people experiencing homelessness.

The Local Plan is intended to complement the [2026-2030 Kitsap County and City of Bremerton Consolidated Plan](#)², the [2024 Kitsap County Comprehensive Plan](#)³, and other local plans that address homelessness and affordable housing.

The Housing and Homelessness Division will be working with the [Kitsap Housing and Homelessness Coalition](#)⁴ to implement this strategic plan over the next 5 years.

For a full description of the community engagement process, see Appendix E: Plan Development.

Note: this plan does not attempt to specifically identify strategies and actions to increase the number of affordable housing units.

² <https://www.kitsap.gov/hs/Pages/CDBG---Consolidated-Planning.aspx>

³ https://www.kitsap.gov/dcd/Pages/Kitsap_County_Comprehensive_Plan.aspx

⁴ <http://www.kitsaphhc.org/>

Drivers of Homelessness

Homelessness in Kitsap County is a complex and growing challenge, shaped by a convergence of economic pressures, housing market dynamics, and demographic shifts. While Kitsap is often perceived as more affordable than neighboring counties in the Puget Sound region, the data tells a different story, one of rising rents, stagnant affordable housing production, and increasing cost burdens that are pushing more residents into housing instability.

An Affordable Housing Shortage

In 2020, The City of Bremerton and Kitsap County jointly hired ECONorthwest to create an Affordable Housing Recommendations Report (2020a) to provide an overview of the housing landscape, analysis of the housing market, and identify recommendations.

At the heart of the issue is a persistent shortage of affordable housing. Between 2010 and 2017, jurisdictions across Kitsap County added only 3,600 new housing units, an average of just 515 units per year. To meet projected demand through 2036, that pace of housing production would need to nearly triple (ECONorthwest, 2020a). During that same period, Kitsap County produced only 43 housing units for every 100 new households formed, the lowest rate among the four core Puget Sound counties (ECONorthwest, 2020a), and the 2nd lowest ratio of production to household formation in the state (see Appendix A Figure 1). This underproduction has created intense competition for existing housing stock, driving up prices and rents across the board.

The consequences of this housing shortfall are particularly acute for low-income renters. As of 2017, Kitsap County faced a deficit of nearly 5,800 rental units affordable to extremely low-income households, those earning less than 30% of the area median income (AMI). Rent-restricted affordable housing is limited and heavily concentrated in Bremerton, which contains about two-thirds of the county's deeply affordable units (ECONorthwest, 2020a). Meanwhile, due to shortage of rentals, higher-income renters are increasingly occupying units that would otherwise be affordable to lower-income households, which further exacerbates the scarcity of appropriately priced housing (ECONorthwest, 2020a).

Inflation and Rising Rents

Rising rents are a central driver of homelessness. According to Washington State University's "Pathways to Housing Security" study (2003), a \$100 increase in median one-bedroom rent is associated with an increase of 3.5 people experiencing homelessness per 10,000 residents. Kitsap County has seen average rents climb from \$917 in 2014 to \$1,716 in 2024, an 87.7% increase (41% adjusted for inflation) over ten years.

This growth in rental cost outpaces both inflation (34%) and wage increases for renters (32%) and minimum wage earners (32%) over the same period. The result is a widening affordability gap, particularly for renters, who are now three times more likely than homeowners to be severely cost burdened.

Cost burden, defined as spending more than 30% of income on housing, has become increasingly common. In 2023, over half of all renter households in Kitsap County were cost burdened or severely cost burdened, up from 42% in 2000.

Among renters earning less than 30% of AMI, more than 75% are severely cost burdened, meaning they spend over half their income on housing. These households are at the greatest risk of eviction, displacement, and homelessness. For this population, eviction prevention programs may address immediate needs but are not long-term, sustainable solutions for housing stability.

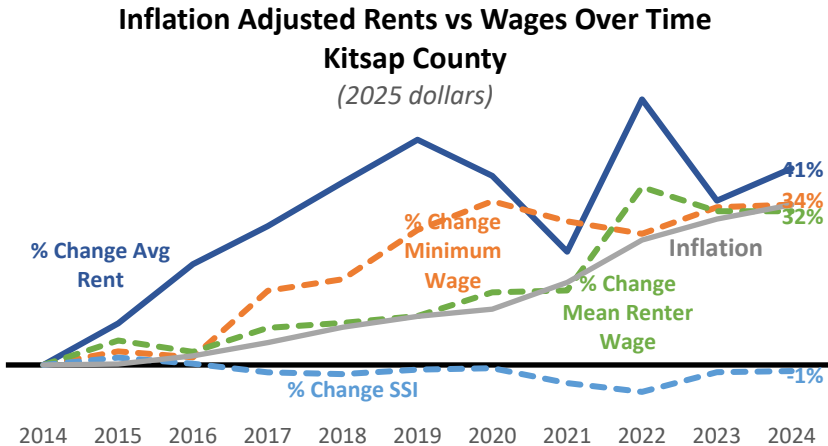


Figure 1 Inflation: (U.S. Inflation Calculator, 2025); Minimum Wage: (Washington State Department of Labor & Industries, 2024); Rents: (Washington Center for Real Estate Research (WCER), 2014-2024); Mean Rent Wage: (Out of Reach)2014-2024; SSI: (Social Security Administration, 2025)

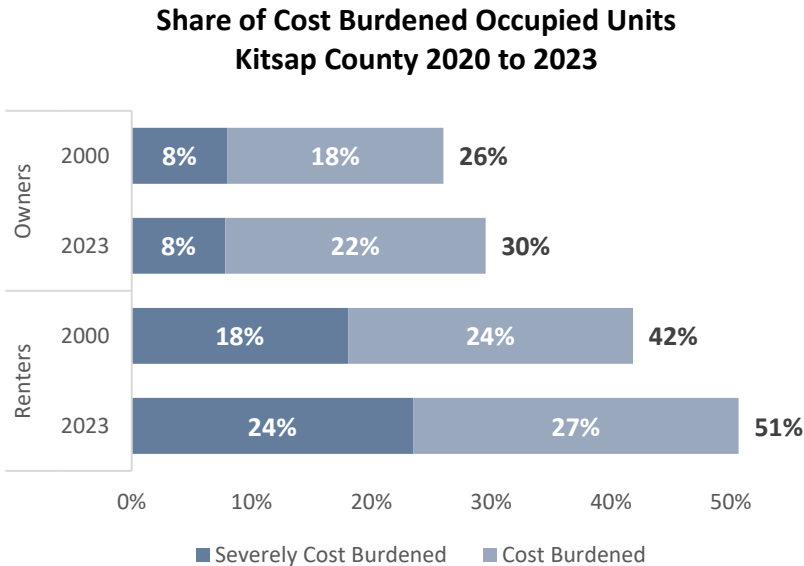


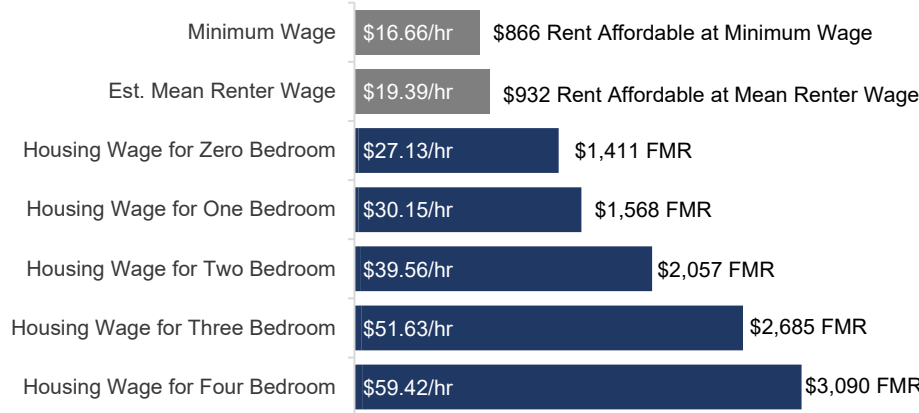
Figure 2 U.S. Census Bureau, Decennial (2000) SF32000.H069; ACS 5-year estimates data (2023) 2024.B25140

At the national level, every \$100 increase in median rent is associated with a nine percent increase in the estimated homelessness population, even after accounting for demographic and economic characteristics (U.S. Government Accountability Office, 2020).

The *Out of Reach* report by the National Low Income Housing Coalition (2025) underscores the severity of the affordability gap. In Kitsap County, the fair market rent for a two-bedroom apartment is \$2,057. To afford this without being cost burdened, a household would

need to earn nearly \$40 per hour, or more than double the county’s estimated mean renter wage of \$19.39. This means that a typical renter household would need to work two full-time jobs just to afford a modest two-bedroom unit without paying more than 30% of their income on housing.

Kitsap Rents Outpacing Wages



* Affordable here is considered as paying no more than 30% of income towards rent per month FMR - Fair Market Rate

Figure 3 Source: *Out of Reach Report, 2025*

Renter Demographics

Demographic trends further compound the issue. Kitsap County has a growing population of older adults, with residents aged 65 and older now comprising nearly 20% of the population, three percentage points higher than the state average (USAFacts, 2022). This group is also a statistically significant predictor of homelessness (Mueller, Hoard, & Sanders, 2003), as older adults often live on fixed incomes that do not keep pace with rising housing costs.

Racial disparities in housing access are also evident. Black, Indigenous, and people of color (BIPOC) households in Kitsap County are significantly more likely to be renters than white households (see Appendix A Figure 10). For example, 69% of Black households rent their homes, compared to just 28% of White households. Because renters are more exposed to rising housing costs, BIPOC communities are disproportionately affected by the housing affordability crisis.

The 2020 Affordable Housing Recommendations Report was developed by ECONorthwest for Kitsap County and the City of Bremerton outlines three strategic goals: (1) help people stay in affordable housing, (2) encourage the development of more affordable housing, and (3) expand housing options and grow overall supply. These goals emphasize the need for preserving existing affordable units, reducing development costs, increasing local funding capacity, and reforming zoning to allow for more diverse housing types.

The drivers of homelessness in Kitsap County are deeply rooted in housing market imbalances, rising costs, and demographic pressures. Addressing these issues will require sustained investment, policy reform, and regional collaboration to ensure that all residents have access to safe, stable, and affordable housing.

Characteristics of Homelessness in Kitsap

In 2024 Kitsap County's Coordinated Entry Program (CEP)⁵, the Housing Solutions Center (HSC), served over 1,100 households and nearly 1,500 individuals experiencing literal homelessness⁶ (Kitsap County Housing Solutions Center, 2024). This population represents a diverse cross-section of the community, facing a wide range of challenges and barriers to stable housing.

Most literally homeless households seeking assistance through coordinated entry were living in unsheltered conditions before accessing services. Over half reported staying in places not meant for human habitation, such as vehicles, encampments, or abandoned buildings, while a smaller portion came from other living situations including emergency shelters, treatment facilities, temporary arrangements, or were fleeing domestic violence. The duration of homelessness varied widely: nearly a quarter had been homeless for over a year, while almost half had been without stable housing for less than a month. This mix of chronic and newly homeless individuals underscores the need for both immediate crisis response and long-term supportive housing strategies.

⁵ People experiencing homelessness or at-risk of homelessness access housing and services in Kitsap County through a Coordinated Entry Program (CEP). CEP programs offer a streamlined way for intake staff (known as navigators) to help assess and review each unique situation and help connect people with appropriate resources and referrals. Learn more at <https://www.commerce.wa.gov/housing-data/coordinated-entry/>

⁶ Has a primary nighttime residence that is a public or private place not meant for human habitation; or Is living in a publicly or privately operated shelter designated to provide temporary living arrangements or Is exiting an institution where (s)he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.

The barriers faced by these individuals are complex and often overlap. Mental illness was reported by 63% of heads of household, and nearly half struggled with substance use disorders. One-third of individuals reported co-occurring mental health and substance use challenges, highlighting the need for integrated, trauma-informed care that addresses a

population that is increasingly struggling with more or more substantial disabilities. Chronic health conditions, physical and developmental disabilities, and experiences of domestic violence were also prevalent.

Since 2019 the needs of people being served in emergency shelters have changed. People entering shelters from places not meant for habitation with a disability have significantly increased from 45% in 2019 to 63% in 2024 (see Figure 5).

Most literally homeless households seeking assistance were composed of single adults, predominantly men (47.2%) and women (35.9%), with families and couples making up a smaller portion. Adults aged 25 to 64 were significantly overrepresented among the homeless population, particularly those aged 25-44, who made up over 40% of those seeking housing assistance. Children under 18 were proportionate to the overall population. Young adults 18-24, while underrepresented in coordinated entry are proportionately represented in the sheltered population, which may reflect differences in how this group accesses services. Seniors are underrepresented in both shelter and coordinated entry, suggesting potential gaps in service accessibility for these age groups, or other mitigating factors (see Appendix B Table 1).

Head of Household Characteristics Literally Homeless Households

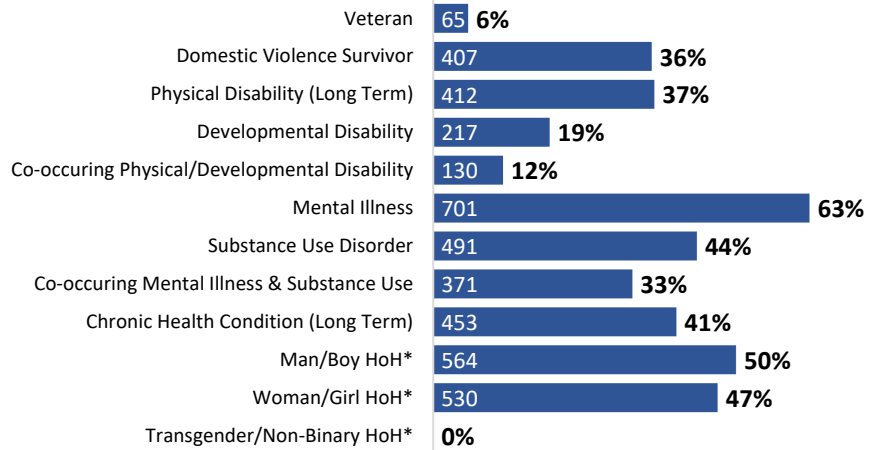


Figure 4 Source: Kitsap County HMIS, Kitsap Housing Solutions Center, 2024

Individuals entering shelter that are Older, Disabled, or Entering from Places not Meant for Habitation

Share of individuals entering emergency shelter by age, disability status, and place last slept, 2019-2024

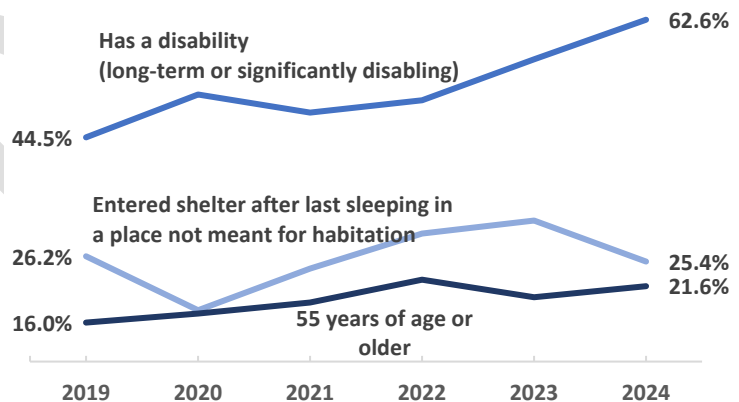


Figure 5 Source: Kitsap County HMIS, 2019-2024

Perhaps the most striking finding is the disproportionate impact of homelessness on BIPOC communities in Kitsap County. Black individuals made up nearly 10% of individuals seeking assistance and 12% of the homeless population in emergency shelters, but only 2% of the general population, a five-to-sixfold overrepresentation compared to the general county population. Native Hawaiian/Pacific Islander individuals experienced homelessness at rates 5-6 times exceeding their demographic presence in the county (see Appendix B Table 2). American Indian/Alaska Native individuals are overrepresented in both sheltered and unsheltered situations at about 2.5 times the rate of these populations in the census. These disparities point to systemic inequities that must be addressed through culturally responsive and equity-focused interventions.

Information about LGBTQIA2S+ individuals seeking housing assistance is very limited due to sample size, making it difficult to describe disproportionate impacts to this group within Kitsap County in 2024.

Unsheltered Homelessness

The 2025 Point-in-Time (PIT) Count further illuminates the scope of homelessness in Kitsap County. That year, 647 individuals were counted, with 297 living unsheltered, a 16% increase in unsheltered homeless from the previous year (see Figure 6). Bremerton accounted for nearly half of the unsheltered population, with the remainder spread evenly across Port Orchard, Silverdale, and North Kitsap communities. Most unsheltered individuals (77%) had previously lived in Kitsap County, indicating that unsheltered people are largely local residents who have remained in the cities or areas where they lost their housing (see Appendix B: Characteristics of Homelessness in Kitsap County).

Kitsap County Annual Point-in-Time Count
2016-2025

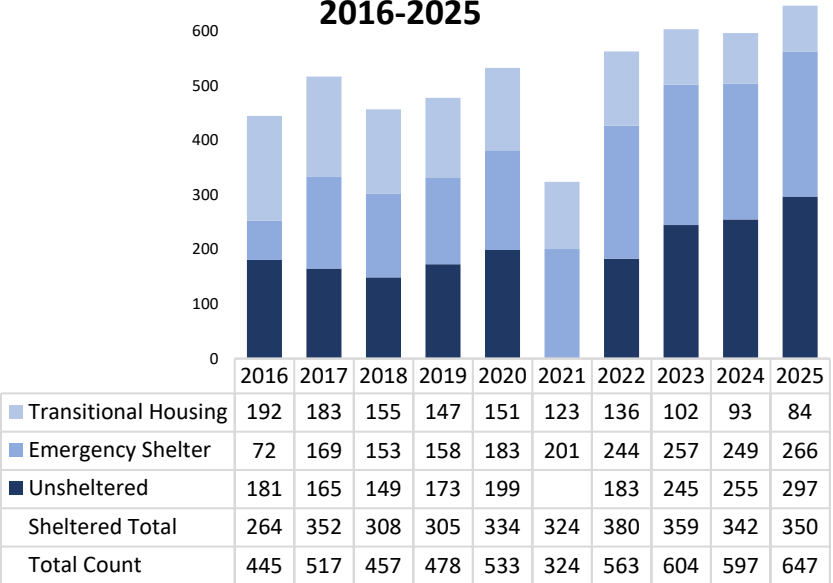


Figure 6 Kitsap County, 2025 Annual Point-in-Time Count Overview – Preliminary Data, 2025, (2025)
Note: additional shelter beds were in operation from 2021-2025. The unsheltered count was not performed in 2021 due to the COVID-19 pandemic*.

Most unsheltered individuals surveyed report one or more disabilities, which mirror those seeking housing assistance. Mental health issues were the most commonly reported condition, followed closely by chronic substance use, physical disabilities, and chronic illnesses (see Figure 7). A majority of unsheltered individuals had been homeless for over a year, and many cited health issues, job loss, eviction, and unaffordable housing as the primary causes of their homelessness (see Figure 8). These findings reflect the interconnected nature of economic hardship, health instability, and systemic service gaps.

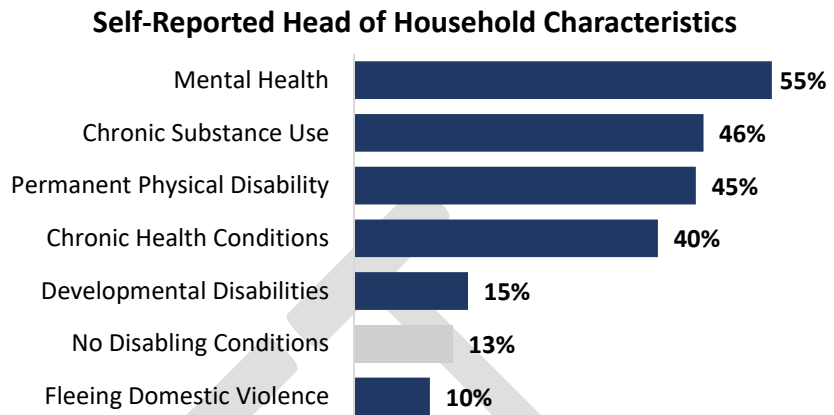


Figure 7 Source: Kitsap County, Housing & Homelessness Division, 2025 Kitsap County Point in Time Count Overview (Preliminary), 2025

Demographically, unsheltered homelessness skews male (62.6%) and is concentrated among working-age adults. BIPOC individuals are disproportionately represented in both sheltered and unsheltered homelessness, though the patterns vary by group and housing status. Black and Native Hawaiian/Pacific Islander individuals are

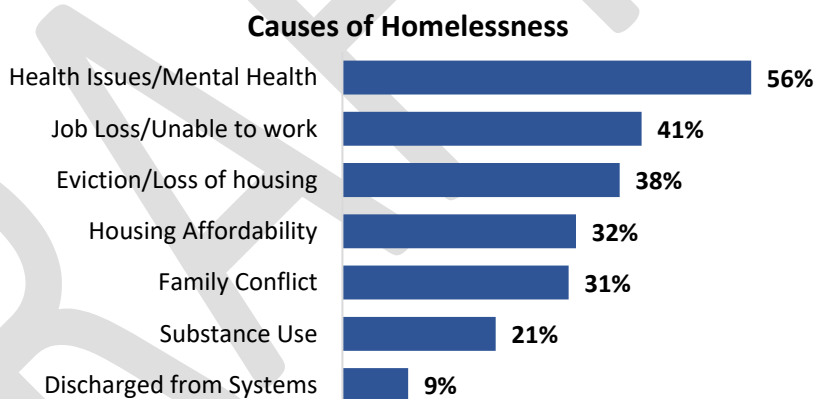


Figure 8 Source: 2025 Kitsap County Point-in-Time Count Overview - Preliminary Data, 2025

overrepresented in the sheltered population but in unsheltered situations are proportionate to the overall population. Asian and Multiracial individuals are underrepresented in both sheltered and unsheltered populations. Racial disparities persist in unsheltered settings, though the patterns differ slightly from those that are sheltered. For example, Black individuals are more likely to be counted in the sheltered population than unsheltered, while White individuals in the Count are more represented in the unsheltered population. Children are somewhat underrepresented in both sheltered and unsheltered homelessness. Seniors are more significantly underrepresented in both sheltered and unsheltered counts.

The causes of homelessness are complex and multifaceted, often involving a combination mental and physical health challenges, economic instability, unaffordable housing, and family conflict. The overrepresentation of BIPOC individuals points to the need for equity-driven, trauma-informed, and culturally responsive solutions. Addressing these issues requires a

multifaceted approach with a variety of solutions to meet the needs of Kitsap residents facing homelessness.

Recent Progress

Although there is still much work to be done and not all objectives set forth in the 2019 Local Plan update were met, progress has been made in Kitsap County and collaboration community-wide has increased.

Systemic goals which were specifically identified in the prior plan were accomplished, including the completion of an Affordable Housing Inventory and Needs Report and a Racial Equity Analysis. Additionally, this period saw the formation of an Affordable Housing Task Force. These resources are available to help guide and inform numerous initiatives county-wide.

Expansion of Emergency Shelter

During the pandemic Kitsap County worked to expand the number and types of shelter beds available and to ensure more people could be moved out of encampments, vehicles, or other unsheltered living situations and into shelter. Many area shelters adapted their service provision models to accommodate 24/7 emergency shelter and removed restrictions to length of stay in response to the need, and the Salvation Army expanded their winter shelter to operate year-round. Kitsap County also obtained and used funding for a new emergency motel voucher program to help immediately house people who were not able to use existing shelter options for a variety of reasons. As federal funding used for this expansion for these resources expired, additional funding was made available to counties from Washington State to maintain the expansion of existing shelter beds, which has led to prioritizing shelter beds with additional funding in Kitsap County.

The Pacific Building Emergency Co-Shelter Project

In 2021 Kitsap County acquired a 20,000 square foot building and property in Port Orchard known as the “Pacific Building”, which has since been renovated to create a 75-bed low-barrier congregate co-shelter for individuals, families, and their pets. The shelter opened in January 2025 and is currently operated by the Kitsap Rescue Mission which provides supportive services and in-depth case management. The shelter is the first of its kind in Kitsap County and begins to meet a critical need which was previously unmet.

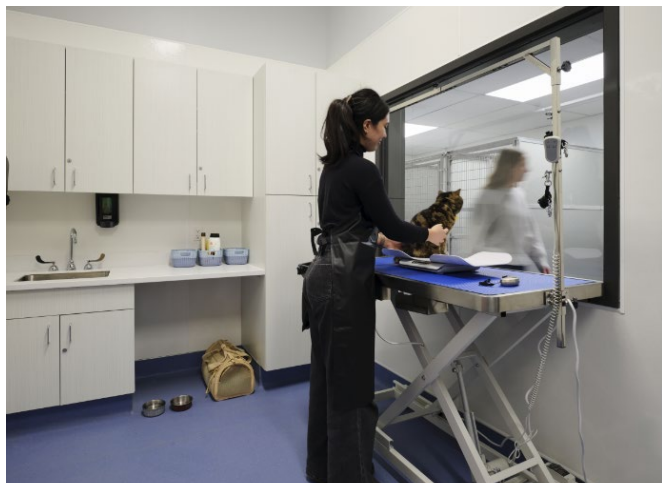


Figure 9 The Pacific Building shelter, pet clinic.
Photo credit: Aaron Locke Photography

Reducing Barriers

The Washington State Dept of Commerce required that as of July 1, 2025, counties must expand access to services using low-barrier models in at least 80% of funded emergency shelters. Low-barrier shelters are designed to reduce obstacles that prevent individuals from accessing shelter services. These shelters have: no limit to length of stay, flexible intake schedules, minimal documentation requirements, and rules and policies focused on maintaining a safe environment. Low-barrier programs do not screen out or terminate services to individuals for reasons such as substance use, resistance to receiving services, or failure to make progress on a housing stability plan. The conditions used to determine compliance with the low-barrier requirement are defined by the Washington State Department of Commerce in the Consolidate Homeless Grant (CHG) Guidelines, which are updated periodically.

In anticipation of the new low barrier requirement and given the higher costs associated with the operation of a low-barrier program, efforts were made in recent years to improve funding rates for emergency shelters in Kitsap County.

Permanent Supportive Housing (PSH⁷) and Other Permanent Housing

Progress has been made to expand available permanent housing options for households needing long-term assistance and supportive services. Permanent housing options may include subsidized and non-subsidized Permanent Affordable Housing options or Permanent Supportive Housing, which provides both housing and supportive services.

Kitsap Mental Health Services - Pendleton Place

The goal of Pendleton Place was to create permanent supportive housing for the county's most vulnerable residents who are struggling with chronic homelessness⁸, mental illness, and substance abuse. For years the need for permanent supportive housing programs serving the most vulnerable had been identified as an important need in Kitsap County. In 2022 Pendleton Place opened its doors. The 72-unit apartment building is a collaboration between Kitsap Mental



Figure 10 Pendleton Place, exterior.

Photo credit: Meegan M. Reed / Kitsap Sun

⁷ Permanent Supportive Housing: Permanent Supportive Housing (PSH) is permanent housing in which housing assistance (e.g., long-term leasing or rental assistance) and supportive services are provided to assist households with at least one member (adult or child) with a disability in achieving housing stability

⁸ A homeless individual with a disability who lives in a place not meant for human habitation, a safe haven, or an emergency shelter; and has been homeless for at least 12 months or on 4 separate occasions in the last 3 years.

Health Services, the City of Bremerton, and the Bremerton Housing Authority. Pendleton Place provides on-site access to services like mental health care, case management, and substance-abuse treatment.

Permanent Housing Solutions

Expansion of available permanent housing solutions also occurred. These include the implementation of Foundational Community Support (FCS) Housing in Kitsap County, and the expansion of available affordable housing units. In 2023, Kitsap Community Resources (KCR) acquired Mills Crossing, adding 36 affordable housing units. In 2024 KCR broke ground on the Mannette Affordable Housing project, a 9-unit complex which will accommodate low-income families with children. Housing Resources Bainbridge (HRB) implemented HRB at the Oliver, 13 affordable one-room units within a larger market-rate development and the City of Poulsbo opened the newly built Nordic Cottages, managed by Housing Kitsap and comprised of 8 one-bedroom units for low-income seniors and adults with disabilities. The Bremerton Housing Authority launched the Evergreen Bright Start program, a 30-unit apartment complex in downtown Bremerton for young adults, ages 18-24. Even with these much-needed units, the need continues to increase - these new units are not sufficient for addressing the needs of the community. Further progress is required in this area.

Eviction Prevention

Helping people stay in their homes is a vital part of Kitsap County's strategy, recognizing that keeping people housed is more cost-effective and humane than addressing homelessness after it occurs. In response to the COVID-19 pandemic, the county launched the Kitsap Eviction Prevention Assistance Program (KEPA), funded by emergency relief from state and federal sources. KEPA focused on equity by partnering with By & For organizations that serve historically underserved communities, particularly BIPOC households, who are disproportionately affected by homelessness. These partnerships helped ensure that at-risk households received the support they needed to avoid eviction.

To coordinate and strengthen these efforts, the Kitsap Eviction Prevention Planning Team was formed, which includes service providers, legal aid, and dispute resolution experts. The team has continued to convene on a regular basis even after the initial pandemic-driven program had ended.

Between July 2020 and June 2023, KEPA distributed \$36.7 million in rental assistance to 4,230 vulnerable households⁹, helping with rent, utilities, and other housing costs. Although the emergency funding has ended, the WA State Department of Commerce has introduced new, though smaller-scale, programs to continue supporting eviction and homelessness prevention efforts.

⁹ <https://www.kitsap.gov/hs/HOUSINGBLOCK/KEPA%20Data%20Summary%202023%2006.pdf>

Exiting Systems

Newly developed programs to assist individuals and households exiting systems include the Foster Youth to Independence (FYI) Voucher program serving youth exiting foster care in partnership with the Washington State Department of Children, Youth, and Families (DCYF), the expansion of available respite beds for individuals exiting hospitals, and Nelson House, a five-bedroom home that opened in 2024 serving men who have exited a detox or inpatient programs.

Outreach

Outreach efforts have also grown in Kitsap County. In 2022 the County launched the Homeless Encampment Action Response and Transitions (HEART) program and formed a HEART Advisory Team. R.E.A.L. (Recovery, Empowerment, Advocacy, and Linkage) Teams have been implemented in multiple communities, funding specifically for By-and-For organizations has grown, and successful grassroots outreach efforts have broadened. These programs work closely with individuals in the community and connect people who are living unsheltered with resources, treatment, and housing opportunities.

Projects in Progress

Future projects were also set into motion during this period. Peninsula Community Health Services will be launching a medical respite center in Bremerton comprised of 22 individual rooms and an on-site clinic, providing 24/7 support and safe shelter for up to 30 days. The program will operate in accordance with the National Institute for Respite Care's "Comprehensive Clinical Care Model", providing services such as on-site medical care and behavioral health support, nutrition support, medication management, and community resource coordination.



Figure 11 St Vincent de Paul Campus Housing Project redevelopment plans. Photo Credit: Rice Fergus Miller

The Saint Vincent de Paul Bremerton Campus housing project is currently under development; plans include thirty-eight (38) new housing units (10 transitional and 28 permanent supportive housing), serving households experiencing homelessness or at-risk of homelessness (0-30% AMI).

An ad-hoc Intragovernmental STEP (Shelter, Transitional, Emergency, and Permanent Supportive) Housing Group,

comprised of officials from Poulsbo, Bainbridge Island, Kitsap County, and non-profit organizations has been meeting since September 2023 to discuss and coordinate a full spectrum of recovery housing solutions in North Kitsap County.

The City of Poulsbo is developing an overnight diversion facility in the North Kitsap area, offering low-barrier shelter and wrap-around services for individuals who are seeking to engage in an addiction recovery program.

Housing Resources Bainbridge has multiple projects under development, comprising of 31 townhomes, an 18-unit multifamily rental, and 22 single-family homes. The organization has also partnered with the Bainbridge Island Land Trust (BILT) on a project to combine conservation with new affordable housing opportunities.

Estimates of Service Levels

Below is a detailed summary of current activities and investments aimed at reducing homelessness and addressing housing instability in Kitsap County. The analysis incorporates data from the Washington State Department of Commerce’s consultant tool based on the SFY 2023/2024 Golden Reports (2025).

Total Expenditure and Funding Sources

Between SFY 2023 and SFY 2024, spending from Federal Sources increased 147%, State Sources spending increased 20%, and Local Sources spending decreased 22%. This shift reflects an increased reliance on federal and state resources during this comparison period.

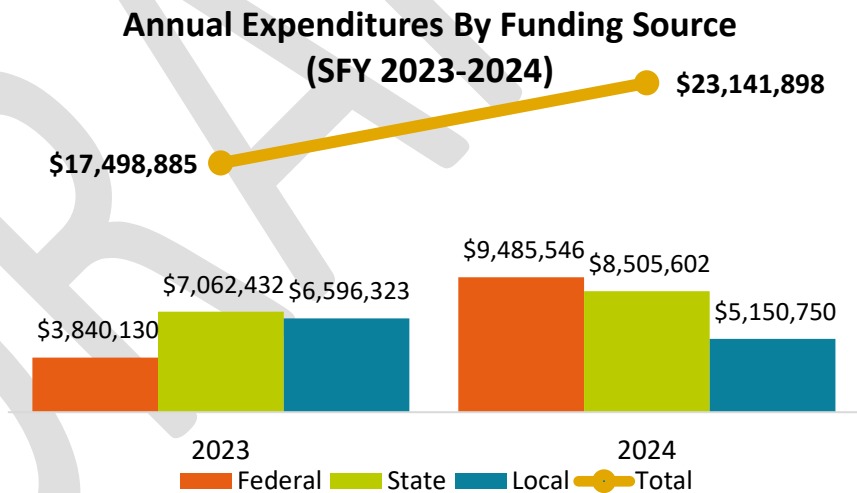


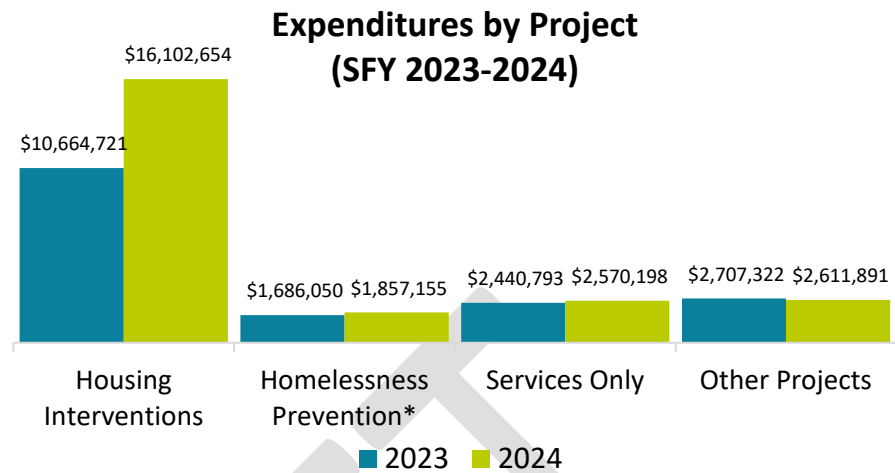
Figure 12 Source: Washington State Dept of Commerce, Estimates of Service Levels Data Tool 2024-2025

Federal Sources in SFY 2023 includes \$1.6m, and SFY 2024 includes \$5.8m from the American Rescue Plan Act (ARPA), which was used to provide additional funding to some shelters to stand-up additional temporary shelter beds year-round in response to the pandemic. ARPA funding used for emergency shelter expansion ended in 2024.

A new funding stream, the Commerce Emergency Housing Fund (EHF) was introduced in SFY 2024, with the intention of backfill and maintain emergency housing capacity from sunseting funds. In SFY 2024, \$1.7m of these funds were used to fund emergency shelters, hotel vouchers, some transitional housing, as well as youth housing and services.

Expenditures by
Project Type

Expenditures in the homeless crisis response system consist of a variety of programs and interventions intended to serve many target populations, household types, and service needs of households.



***Note:** May Include CE Projects

Figure 13 Source: Washington State Dept of Commerce, Estimates of Service Levels Data Tool 2024-2025

Homeless
Management

Information System (HMIS)

Homeless housing providers and services enter information into the Homeless Management Information System (HMIS), for any clients receiving assistance from federal and state funded programs. Clients must give signed consent to have personally identifying information entered into HMIS. This system is a main source of information for reports about homelessness in Kitsap County (see Collecting Information about Homelessness in Appendix B: Characteristics of Homelessness in Kitsap County for more information about this database).

Project Types (aligned with HUD HMIS project descriptors)

- **Housing Interventions:** Includes emergency shelter, transitional housing, rapid re-housing (RRH), permanent supportive housing (PSH), and other permanent housing models (e.g., PH that does not require a disability for entry).
- **Homelessness Prevention:** Refers to programs that provide services or financial assistance to prevent a household from experiencing homelessness.
- **Services Only:** Includes coordinated entry, services-only projects, street outreach, and day shelters.
- **Other Projects:** A project that offers services, but does not provide lodging, and cannot otherwise be categorized as another project type. Often this includes projects which are recorded in HMIS but are not considered housing inventory.

Enrollments by Project Type

Enrollments¹⁰ are the number of households actively participating in projects on a specified date each year, coinciding with the Point-in-Time Count.

Between SFY 2023 and SFY2024, the number of households enrolled in any project increased 6% in SFY 2024. The largest increase in enrollments among various interventions was in Homelessness Prevention projects between SFY23 to SFY24.

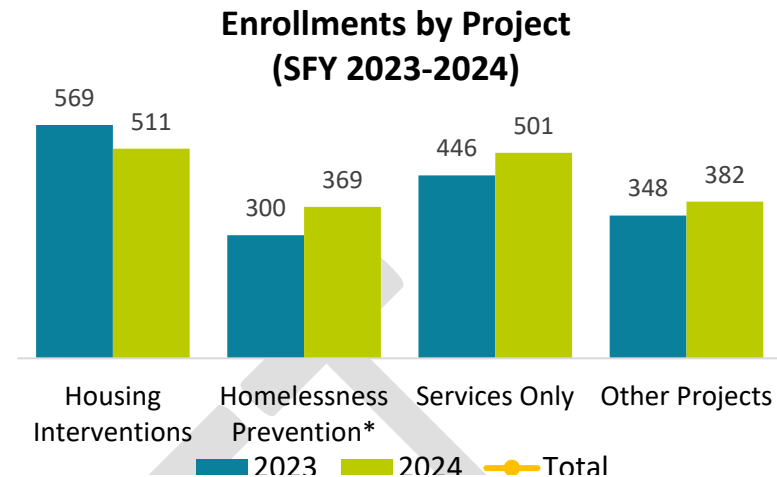


Figure 14 Source: Washington State Dept of Commerce, Estimates of Service Levels Data Tool 2024-2025

Note: Services Only totals are corrected from the supplied data tool.

Housing Interventions

Housing Interventions include emergency shelter, transitional housing, rapid re-housing (RRH), permanent supportive housing (PSH), and other permanent housing models (e.g., Permanent Housing that does not require a disability for entry). When discussing a homeless crisis response system's capacity, projects often record this as the number of beds (per person) or units (per household) a project operates. Often projects will serve a variety of household types from single adults to families throughout a year, but bed counts can help to state a basic capacity of people that can be served on an average day. For

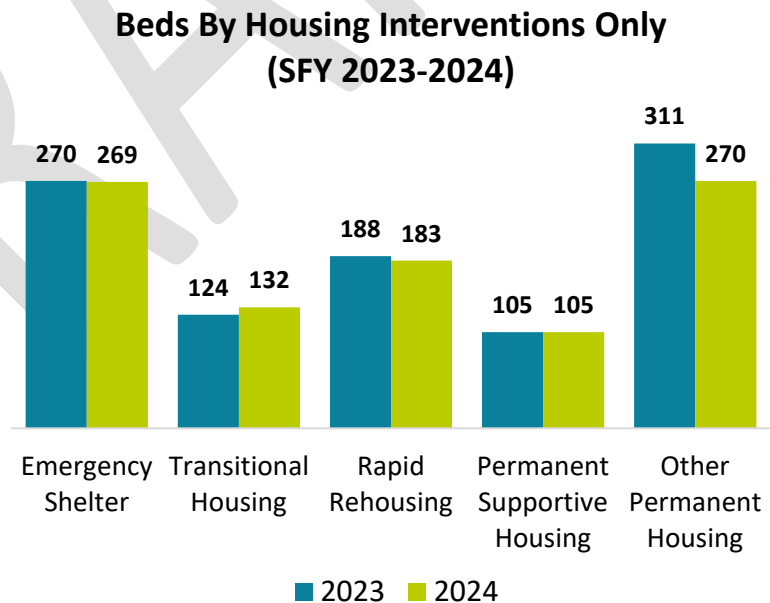


Figure 15 Source: Washington State Dept of Commerce, Estimates of Service Levels Data Tool 2024-2025

Note: Emergency Shelter, Transitional Housing totals are corrected from the supplied data tool.

¹⁰ Refers to the number of households active in participating projects on a specified date each year.

more detailed information about bed capacities and housing inventory, see Appendix C: Housing Inventory.

Expenditures on Housing Interventions

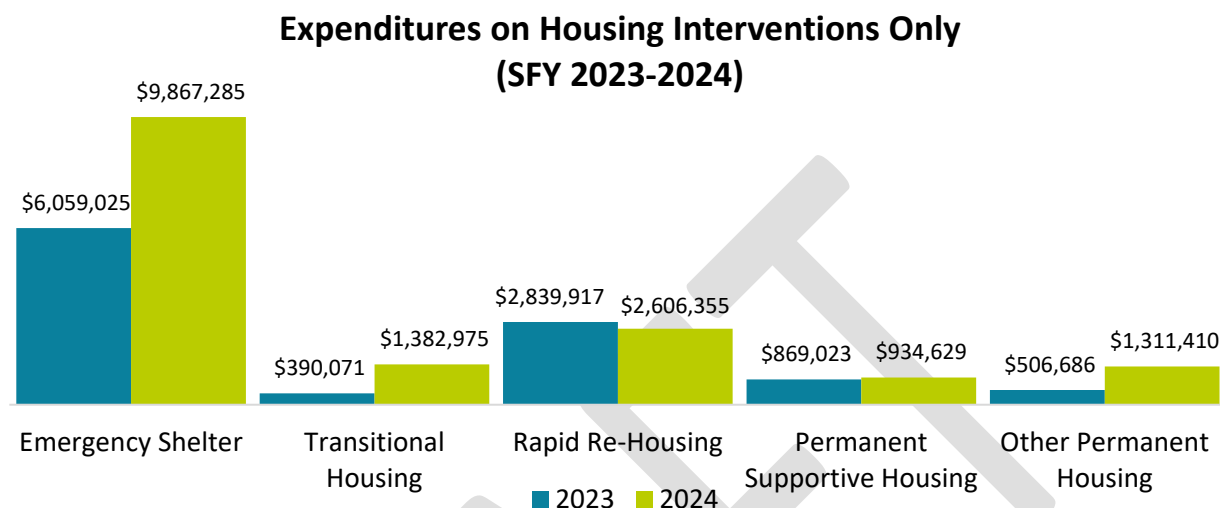


Figure 16 Source: Washington State Dept of Commerce, Estimates of Service Levels Data Tool 2024-2025

To evaluate and compare the cost of operating different interventions which provide housing, preventing homelessness, or providing other housing or services we can calculate the average cost per person per day, and how costs have changed between SFY2023 and SFY 2024.

Table 1 Cost per Day per Person: By Project Type

Project Type (Kitsap County)	SFY 2023 Cost per Day per Person	SFY 2024 Cost per Day per Person	% Change
Housing Interventions	\$56.61	\$81.31	+44%
Homelessness Prevention	\$10.85	\$9.12	-16%
Services Only	\$9.40	\$8.37	-11%
Other Projects	\$16.08	\$12.55	-22%

Between 2023 and 2024 Housing Interventions saw a 44% increase in cost per person per day, primarily due to increased investment in Emergency Shelter, which includes the costs for renting a motel to operate emergency shelter, expenses of operating the Salvation Army Winter Shelter year-round, fewer enrollments, longer stays, and higher service intensity. Homelessness Prevention interventions becoming more cost-efficient, with a 16% reduction in expenses, while serving a similar number of households. Other Projects served more households in SFY 2024, while spending slightly less leading to a 22% drop in cost per person per day.

Comparison with Other Facility and Housing Types

Each year, Kitsap County residents’ tax dollars are spent caring for people experiencing homelessness through our emergency services – including 911, emergency rooms and clinics, law enforcement, fire and rescue units, jails, detoxification programs, the public health system, the judiciary, and more. Many of these systems provide specialized care, responses, services, and requirements, but are not specifically established to address housing instability. The cost to provide shelter, supported housing, and prevent homelessness is significantly less expensive than hospitals, prisons, and jails while providing additional support.

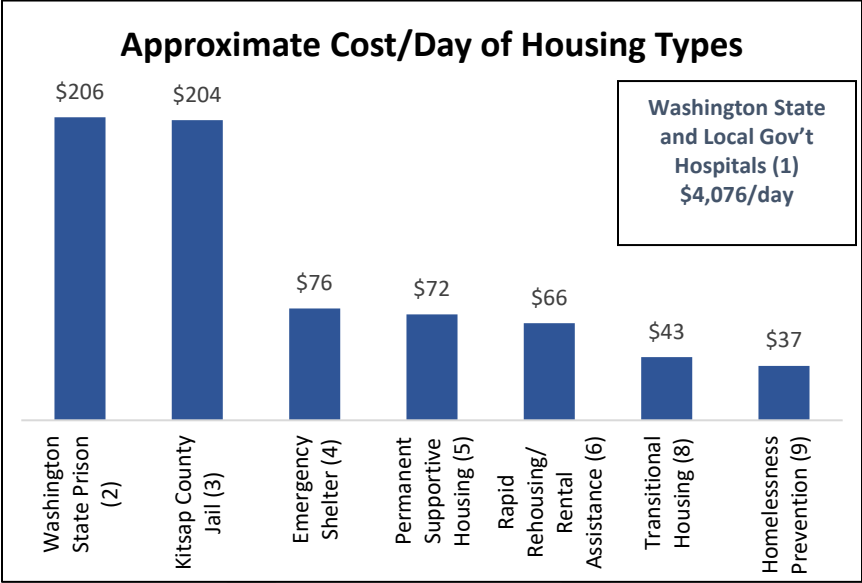


Figure 17 Sources: (1) Kaiser Hospital Expenses per Adjusted Inpatient Day, (KFF, 2023)
(2) Kitsap County Sheriff’s Office, 2024
(3) WA State DOC Jail Rate Study Report, (BerryDunn, 2024)
(4-9) Golden Report Statewide Expenditures, (Washington State Department of Commerce, 2024)

Current Resources

The Kitsap Housing and Homelessness Coalition is a network of over 50 different housing and service organizations that create a continuum of housing and services for homeless households. These providers include non-profits, public housing authorities, city/county government, By & For organizations, faith-based organizations, and more (see Appendix F: Infographics and Additional Materials). Collectively these organizations comprise the homeless crisis response system.

Housing and service providers rely on federal, state, local, and private funding sources. Many of these funding sources have specific targeted uses, which restrict how the funding may be used, or are funded based on priorities aligned with the allowable uses of the funding source.

Survey of Fund Sources Table

Table 2 Survey of Fund Sources for Homeless Housing Assistance Programs and Capital Projects

Fund Source	Source	Status	Allowable Uses	Amount Received SFY24	Amount Received SFY25	Priorities
<u>RCW 82.14.460</u> (Mental Health Sales and Use Tax)	Local	Receiving / Collecting	Capital / Operations	\$7,094,788	\$7,414,684	1. Stabilization which reduces criminal justice and hospital involvement 2. Increase stable housing options, emergency, temporary, permanent for Mental Health and Chemical Dependent residents 3. Therapeutic Courts 4. Prevention 5. Public Services which increase health and wellness and reduces severity for those with Mental Health, Gambling, and Chemical Dependency
<u>RCW 82.14.530</u> (Housing and Related Services Sales and Use Tax)	Local	Receiving / Collecting	Capital / Operations	\$5,621,730	\$5,947,247	1. Develop new units of affordable and/or supportive housing 2. Develop new units of transitional housing and/or shelter beds 3. Acquire land for the development of affordable supportive housing, transitional housing, or shelter beds
<u>RCW 82.14.540</u> (Affordable and Supportive Housing Sales and Use Tax)	Local	Receiving / Collecting	Capital / Operations	\$550,518	\$558,705	
<u>RCW 36.22.250</u> (Document Recording Surcharge, Local Portion)	Local	Receiving / Collecting	Capital / Operations	\$1,620,581	\$1,608,698	1. Emergency shelter programs that meet certain requirements 2. Operations and maintenance for housing units that are affordable to very low-income households at or below 50% area median income 3. New and existing projects that serve people experiencing unsheltered and/or chronic homelessness

Fund Source	Source	Status	Allowable Uses	Amount Received SFY24	Amount Received SFY25	Priorities
Consolidated Homeless Grant (CHG) and Housing & Essential Needs (HEN)	State	Receiving / Collecting	Operations	\$10,116,050*	\$9,064,957*	Specified 1. Eviction Prevention (with By & For Partners) 2. Housing and Essential Needs (HEN) Program 3. Permanent Supportive Housing for Chronically Homeless Families (PSH CHF) Non-Specified 4. Emergency Shelters meeting certain requirements 5. Coordinated Entry New and existing projects eligible under CHG Guidelines that serve people experiencing unsheltered and/or chronic homelessness
Community Development Block Grant (CDBG)	Federal	Receiving / Collecting	Capital / Operations	\$1,404,447	\$1,253,192	1. Rehabilitation of affordable housing 2. Preservation of affordable housing (acquisition of housing to create or preserve units of affordable housing) 3. Infrastructure related to affordable housing projects Economic development Microenterprise <i>*Up to 15% for public services (childcare/afterschool programs and food assistance)</i>
Emergency Solutions Grant (ESG)	Federal	Not eligible				
<u>RCW 84.52.105</u> (Local Housing Levies)**	Local	Not Receiving / Collecting				

Definitions

Fund source: Official name of the fund source per law, regulation or funder

Source: Private, local, state, or federal source

Status: Not eligible/NA, not receiving/collecting, receiving/collecting, expired

Allowable uses: Operating, and/or capital

Amount received SFY24: Total dollars received from the fund source during state fiscal year 2024

Actual/Projected received SFY25: Total dollars received or expected from fund source during state

Priorities: A summary of the priorities in order based on the funding source, policies, or plan

Portions of these received CHG funds are averaged over a 2-year CHG Contract** Requires (1) majority voter approval via a ballot proposition, (2) declaration of emergency for affordable housing, and (3) adoption of affordable housing financing plan*

Summary of Emergency Shelter, Transitional Housing, and Permanent Supportive Housing Capacity by Type

Emergency shelter and transitional housing are required to be tracked in HMIS regardless of funding sources, other programs participate in HMIS depending on the requirements of funders. There are additional programs, providers, and housing operated in the County that are not required to be tracked in HMIS. See Appendix C: Housing Inventory for a detailed list of HMIS participating homeless housing and service programs.

The table below summarizes the housing capacity for emergency shelters, transitional housing, and permanent supportive housing, by household type or dedicated beds ¹¹for chronically homeless, veterans, or unaccompanied youth.

Table 3 Summary of Bed Inventory Capacity by Type

2025 Inventory (January 30, 2025)	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds
	Year- Round Beds	Voucher / Seasonal / Overflow Beds**	Current & New	Current & New
Households with Adult(s) and Child(ren)	62	63	72	20
Households with Only Adults	120	78	8	39
Chronically Homeless Households (dedicated)				46
Veterans (dedicated)	5		48	
Unaccompanied Youth (dedicated)	6			
Total	193	141	128	105

****Voucher / Seasonal / Overflow Beds includes The Salvation Army Winter Shelter and motel voucher programs, which can vary significantly over the year in availability, number of beds, and household composition. On Jan 30, 2025 more motel vouchers and fewer year-round beds were utilized than normal, as Kitsap Rescue Mission was in the process of relocating to the new Pacific Building shelter leading to a temporary but significant underutilization of year-round shelter beds compared to inventory, during the Point-in-Time Count. The amount of funding made available for hotel voucher programs decreased starting July 2025 compared to prior years.**

¹¹ Dedicated beds may only be filled by persons eligible under the specific group definitions.

Estimates of Permanent and Emergency Housing Needs

In 2021, the housing element requirements in [RCW 36.70A.070\(2\)](#) were updated with House Bill 1220 ([HB 1220](#)) to instruct local governments to "plan for and accommodate housing affordable to all economic segments of the population of the state." This includes an inventory and analysis of existing and projected housing needs, including "units for moderate, low, very low, and extremely low-income households," as well as "emergency housing, emergency shelters, and permanent supportive housing" using the Housing All Planning Tool (HAPT) (Washington State Department of Commerce, 2023).

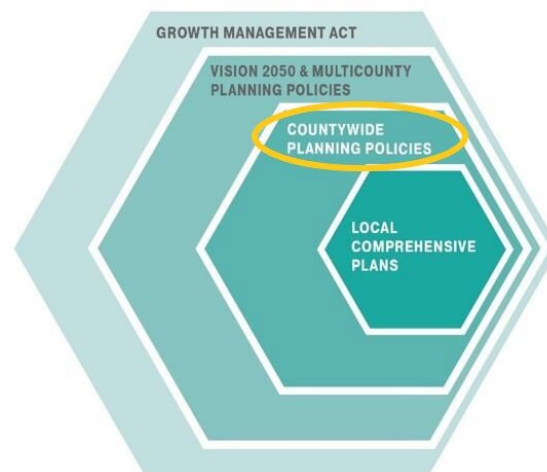


Figure 18 Source: Countywide Planning Policies' Relationship to Other Policies, Image Credit: Puget Sound Regional Council

The Washington State Department of Commerce provided countywide projections of housing needs for all counties in Washington State. In Kitsap County, the county and its cities collaboratively decide how to allocate its 20-year housing allocation.

Based on the Housing Allocations Through 2044, over the next 20 years the County and Cities must plan for a total of 32,951 total units of housing, including:

- 2,760 new units of Permanent Supportive Housing (PSH) affordable to extremely low-income households 0-30% AMI
- 6,290 new units of non-PSH housing affordable to extremely low-income households 0-30% AMI
- 1,390 new units of Emergency Housing which include emergency shelters and transitional housing

Affordable housing is a major challenge in Kitsap County. Housing affordability in this context refers to the balance (or imbalance) between household incomes and housing costs (Kitsap Regional Coordinating Council, 2024, p. 46).

Housing elements in comprehensive plans must now include:

- **Planning for sufficient land capacity for housing needs**, including all economic segments of the population (moderate, low, very low and extremely low income, as well as emergency housing and permanent supportive housing).
- **Providing for moderate density housing options within the Urban Growth Area (UGAs).**
- **Making adequate provisions for housing for existing and projected needs for all economic segments of the community**, including documenting programs and actions needed to achieve housing availability.

- **Identifying racially disparate impacts, displacement, and exclusion** in housing policies and regulations, and beginning to undo those impacts, and identifying areas of higher risk or displacement and establishing anti-displacement policies (Kitsap Regional Coordinating Council, 2024).

Housing Element Development and Regional Coordination

In October 2022, the Kitsap Regional Coordinating Council (KRCC) adopted growth targets for population and employment growth through 2044. These targets are consistent with the Growth Management Act (GMA) and VISION 2050, the regional plan adopted by the Puget Sound Regional Council, see Appendix D Table 2 (Kitsap Regional Coordinating Council, 2024).

The local Homeless Housing Plan includes a five-year estimate in line with the local plan planning period, see Table 4 Housing Allocation Table w/ 5-Year Estimates.

KRCC (2024) provided a coordinated process among County, Cities, and housing agencies to determine housing needs and equitable distribution of affordable housing at all income levels across Kitsap County. KRCC (2024) identified activities for the County and Cities to:

- Evaluate housing stock
- Identify specific policies and implementation strategies in comprehensive plans and should enact implementing regulations to provide a mix of housing types to all housing income levels.
- Review of health, safety, and environmental regulations
- Expand areas zoned for moderate density
- Incentivize a range of housing types including transitional housing and supportive housing,
- Promote development in a dispersed pattern so as to not concentrate or geographically isolate low-income housing,
- Provision of affordable housing under 80% focused within cities and places with easy access to transportation, employment, and other services
- Ensure local plan policies do not exclude affordable housing
- Preservation, rehabilitation, and redevelopment of existing neighborhoods
- Housing policies and programs that address the provision of diverse housing opportunities to accommodate people experiencing homelessness, older people, and people who need physical or behavioral health support.
- Participation with housing authorities and other public and not-for-profit housing agencies to facilitate the production of housing
- Protect existing low-income housing

Comprehensive Plan Adoption Dates

- Unincorporated Kitsap County: December 2, 2024
- City of Bremerton: June 16, 2025
- City of Bainbridge Island: *in development*
- City of Port Orchard: December 10, 2024
- City of Poulsbo: Adopted June 18, 2025

Housing Allocation Table

The purpose of these housing allocations is for jurisdictions to provide capacity for housing and to remove barriers to developing housing. This table lists the housing units needed for each income level, as defined by the percentage of Area Median Income. This table provides estimates over a 5-year period of time in line with the local planning period, using a progressively increasing allocation starting at 15% for the first 5 years.

Table 4 Housing Allocation Table w/ 5-Year Estimates

			Permanent Housing Needs by Income Level (% of Area Median Income)		
			0 – 30%		
		Total	Non-PSH*	PSH	Emergency Housing** Needs (Temporary)
Unincorporated Kitsap County	Estimated Housing Supply (2020)	69,987	1,802	8	153
	Allocation (2020-2044)	14,498	2,768	1,214	612
	5-Year Estimate	2,175	415	182	92
Bainbridge Island city	Estimated Housing Supply (2020)	11,251	331	0	0
	Allocation (2020-2044)	1,977	377	166	83
	5-Year Estimate	297	57	25	12
Bremerton city	Estimated Housing Supply (2020)	18,351	1,346	106	316
	Allocation (2020-2044)	9,556	1,824	800	403
	5-Year Estimate	1,433	274	120	60
Port Orchard city	Estimated Housing Supply (2020)	6,209	288	0	11
	Allocation (2020-2044)	4,943	944	414	209
	5-Year Estimate	741	142	62	31
Poulsbo city	Estimated Housing Supply (2020)	5,116	356	0	1
	Allocation (2020-2044)	1,977	377	166	83
	5-Year Estimate	297	57	25	12
Total	5-Year Estimate	4,943	944	414	209

"Permanent supportive housing" (PSH) is subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and utilizes admissions practices designed to use lower barriers to entry than would be typical for other subsidized or unsubsidized rental housing, especially related to rental history, criminal history, and personal behaviors. Permanent supportive housing is paired with on-site or off-site voluntary services designed to support a person living with a complex and disabling behavioral health or physical health condition who was experiencing homelessness or was at imminent risk of homelessness prior to moving into housing to retain their housing and be a successful tenant in a housing arrangement, improve the resident's health status, and connect the resident of the housing with community-based health care, treatment, or employment services. Permanent supportive housing is subject to all of the rights and responsibilities defined in chapter [59.18 RCW](#). Source: [RCW 36.70A.030](#).

**"Emergency housing" means temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health, food, clothing, and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement. Source: [RCW 36.70A.030](#).

Data Source: Housing For All Planning Tool, Methodology A, Washington State Department of Commerce, March 1, 2023, as referenced in the Kitsap Regional Coordinating Council, Kitsap Countywide Planning Policies, March 11, 2024.

Prioritization Criteria of Capital Projects

Capital developments in Kitsap County may apply for funding using the Coordinated Grant Application Process (CGAP)¹², a coordinated effort of participating County programs serving similar needs. This process has a single online platform to receive applications, one webpage for broadcasting information and updates to applicants, and shared forms when it is possible to reduce duplication.

There are multiple funds involved with the overarching CGAP process; currently three of the participating funds accept and review capital applications: Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), and Community Investments in Affordable Housing (CIAH). The CIAH program consists of the funding from the following sources: [RCW 82.14.530](#) (Housing and Related Services Sales and Use Tax), and [RCW 82.14.540](#) (Affordable and Supportive Housing Sales and Use Tax).

CGAP conducts an annual competitive application process, with each funding source issuing Requests for Proposals (RFPs) and Notice of Funding Availability (NOFA). All submitted capital applications are reviewed by the Capital Grant Recommendation Committee (GRC) and county staff. The Capital GRC is an eight-member committee that is formed to review submitted capital applications.

A scoring system is used in the review of all capital applications, which aligns with how other grants in the Coordinated Grant Application Process have scored applications in the past. Each application being scored against a rubric that is made public. Some examples of evaluation criteria include: project readiness, cost, leveraged funds, partnerships, sustainability, period of affordability (for capital projects), and funding program priority.

Funding recommendations from the Grant Recommendation Committee are released for written public input for a minimum of 30 days. A public hearing is held, and the award recommendations are presented to the Kitsap County Board of County Commissioners for final approval.

Capital Projects: Kitsap County/City of Bremerton Consolidated Plan

Kitsap County and the City of Bremerton are required by HUD to update the Consolidated Plan every 5 years. The plan describes the community needs and outlines the priorities and funding strategies which will drive funding awards of funds over a 5-year period. Data from the Needs Assessment and Housing Market Analysis (2026-2030 Kitsap County and City of Bremerton Consolidated Plan, 2025), consultations with community agencies and public input helped shape the priorities included in the Strategic Plan component of the Consolidated Plan. These priorities are used by the Grant Recommendation Committees during the annual Coordinated Grant Application process to allocate funding for projects included in the annual Action Plans.

¹² <https://www.kitsap.gov/hs/Pages/HH-Coordinated-Grant-Application-Process.aspx>

Capital Projects: Priorities by Fund Source

Capital projects are not prioritized based on population served, however each program has program requirements that do ultimately target certain populations. For example, the CIAH program serves households earning less than 60% of the area median income (AMI) but must also meet one other criteria. In some cases that criteria may be the household is homeless, or at risk of experiencing homelessness.

CDBG/HOME

Priorities for CDBG/HOME funds are determined through the Consolidated Planning process for a 5-year period. The 2026-2030 priorities for CDBG & HOME capital funds are as follows (2026-2030 Kitsap County and City of Bremerton Consolidated Plan, 2025):

CDBG Capital

The following priorities are in rank order:

1. Rehabilitation of affordable housing¹³
2. Preservation of affordable housing (acquisition of housing to create or preserve units of affordable housing)
3. Infrastructure related to affordable housing projects:
 - a. Offsite sewer/water extension and sidewalks required for affordable housing projects
4. Economic development Microenterprise

HOME Housing

Priorities are of equal importance. Funding amounts will be determined by strength of the application, project readiness, location and need for the type of housing being proposed:

- Construction or acquisition of new rental housing units
- Acquisition of homeowner housing through down-payment assistance

CIAH

The Kitsap County Community Investments in Affordable Housing (CIAH) funds are targeted to support low-income households. CIAH has two primary goals:

1. Provide supportive and affordable housing options for Kitsap County residents.
2. Reduce homelessness for Kitsap County residents.

Priorities for CIAH funds are determined through the Consolidated Planning process for a 5-year period. The 2026-2030 priorities for CIAH funds are as follows:

1. Develop new units of affordable and/or supportive housing
2. Develop new units of transitional housing and/or shelter beds
3. Acquire land for the development of affordable supportive housing, transitional housing, or shelter beds

¹³ Affordable housing includes rental and homeownership housing for households with incomes at or below 80% of area median income limits as published annually by HUD.

Plan Development Process

Notice of Plan Development

Notice of Plan update was created in January with guidance of the county Public Information Officer (PIO), Krista Carlson. On February 10th, 2025, Kitsap County released a notice “Kitsap County Seeks Community Input for New 5-Year Homeless Housing Plan” to the Kitsap County Government website news page <https://www.kitsap.gov/Pages/CountyNews.aspx>, and in the local newspaper the Kitsap Sun <https://www.kitsapsun.com/public-notices/>. This release provided public notice and solicited community volunteers to participate in the process to assist in the development of the plan. All comments and responses were saved.

Key Stakeholder Participation and Collaboration

The initial step in creating a new 5-year plan involved forming a 5-year plan local homeless housing task force committee. Of the 55 individuals invited, 35 attended the first meeting, and 15 committed to ongoing participation (see Appendix E: Plan Development). Throughout the meetings, the committee reviewed the previous plan, identified gaps, and contributed to the development of community, provider, and lived experience surveys. The group emphasized the importance of creating a plan that is accessible and easily understood by the public.

A subcommittee volunteered to draft surveys, which were then reviewed and approved by the full committee. Several meetings were dedicated to ensuring the surveys were user-friendly and would yield actionable data.

Survey results were presented to the committee to develop strategies based on their feasibility within a five-year timeframe. The committee convened multiple times to finalize strategies aligned with the plan’s five objectives. Discussions focused on addressing system gaps, supporting the workforce, preventing homelessness, and enhancing the overall effectiveness of Kitsap County’s homeless response system.

Notice of Public Hearing

This step is pending. On November 7th, 2025, a Notice of Public hearing will be released via Kitsap County GovDelivery, social media, Kitsap County Government websites, and to the Kitsap Sun. A 30-day public comment period will be opened for written feedback about the draft of the Plan. Outreach teams will be providing public notice to people living unsheltered throughout the county. Public comments received during the public comment period will be addressed in the final Local Plan before presentation to the Board of County Commissioners.

Plan Finalization and Adoption

This step is pending. The final plan will be presented for adoption to the Board of County Commissioners (BOCC) on December 8th at the public hearing.

Documentation of Public Engagement

To ensure the 2025-2030 Kitsap County 5-Year Homeless Housing Plan reflects community priorities and frontline expertise, the Housing and Homelessness Division conducted three targeted surveys to gather input from the public, service providers, and people with lived experience. Input surveys were open for public comment for two weeks.

Community Input Survey

From July 24 to August 11, 2025, a General Population Survey was distributed via the County's GovDelivery mailing list and the Kitsap Housing and Homelessness Coalition network. The survey aimed to assess public perceptions of homelessness, awareness of services, perceived causes, and support for a variety of interventions. Demographic data was also collected to compare respondents' representation compared to the census. In all, 400 responses were received from the public.

Provider Input Survey

Conducted from August 10 to August 25, 2025, the Provider Survey gathered insights from service providers, contractors, and By & For organizations. Distributed through the Housing & Homelessness Division and Coalition networks, the survey focused on identifying system gaps, effective housing solutions, and alignment with the plan's five strategic objectives. In all, 33 responses were received on behalf of community providers.

Lived Experience Input Survey

Conducted August 25th to September 8th, 2025, the Lived Experience Survey gathered input from individuals with lived experience and was distributed through emergency shelters, homeless housing programs, and homeless service providers. The survey aimed to assess support for a variety of interventions, and to gain input from people with lived experience about their suggestions to help people experiencing homeless or at risk of homelessness to obtain or retain housing. In all, 25 responses were received from people who have experienced homelessness.

Findings from these surveys were synthesized and shared with the 5-Year Plan Local Homeless Housing Task Force Committee. This input directly informed the development of goals, strategies, and implementation priorities in the final plan, ensuring it is grounded in both community feedback and provider knowledge.

Identified Gaps in the Homeless Crisis Response System

The survey responses reveal a wide array of persistent and systemic gaps in the homeless crisis response system. These gaps span across housing access, service delivery, geographic equity, workforce capacity, and system navigation. The feedback paints a picture of a fragmented and under-

resourced system that struggles to meet the increasingly complex and varied needs of people experiencing homelessness.

Inadequate Housing Supply and Affordability

The most frequently cited gap, noted by all respondents, is the lack of affordable housing. Providers repeatedly emphasized the shortage of affordable housing, permanent supportive housing, low-barrier housing, and rental assistance. The cost of housing is unaffordable to most clients and subsidies are limited. Even when housing is technically available, it is often inaccessible due to income requirements, prior evictions, or criminal history.

Additionally, respondents noted there is a lack of housing options for specific populations, including individuals with pets, people with disabilities or chronic mental health conditions, youth aging out of the juvenile justice system, and seniors/people on fixed incomes.

Barriers to System Navigation and Access to Services

The system was described as bureaucratic and difficult to navigate. Long waitlists, complex application processes, and digital-only systems exclude many, especially those without internet access or digital literacy. Respondents noted that people are often forced to renew their paperwork every year or risk being dropped from waitlists.

Language access was also flagged as a significant barrier, with very limited language access in most housing services offices. This limits the ability of non-English speakers to engage with the system and access services.

Several responses highlighted the concentration of services in Bremerton, making access difficult for individuals in other parts of the county. This geographic imbalance creates transportation barriers and leaves people outside Bremerton without easy access to services and support.

Insufficient Mental Health and Substance Use Services

Providers reported that many individuals' experiencing homelessness have complex behavioral health needs that exceed the capacity of existing services. Designated Crisis Responders (DCRs) are often unable to intervene and there is a lack of mental health housing options. Some individuals are described as beyond the scope of services provided in Kitsap, with no appropriate placements available.

Substance use treatment was also identified as a gap, particularly for individuals who are not ready for abstinence-based programs. The lack of harm reduction housing and wraparound supports leaves some without viable options.

Workforce Limitations and Provider Capacity

The survey revealed significant strain on the homeless services workforce. Providers cited limited funding, high staff turnover, insufficient staffing, and a lack of trained personnel as persistent major barriers. Some providers noted burnout and lack of mental health support for staff. Some

respondents noted there is also a perceived lack of coordination between providers. This lack of integration contributes to service delays, breakdown in trust between providers and clients, and missed opportunities for intervention.

Gaps in Transitional and Emergency Shelter Options

Emergency shelter capacity is limited, particularly for individuals with complex needs. Providers noted a lack of shelter beds with supportive wrap-around services to help clients with significant physical, mental health, or substance use disabilities, and a lack of immediate emergency housing. There is also a lack of transitional housing options for people exiting incarceration, inpatient treatment, or mental health facilities. These individuals often face a gap in services during a critical period of reentry, increasing their risk of returning to homelessness.

Addressing these identified gaps requires a holistic approach that centers racial equity, supports the workforce, increases transparency, and expands access to housing and services. By aligning strategies with the lived realities of both providers and clients, Kitsap County can build a more responsive and humane homeless crisis response system.

State Homeless Housing Strategic Plan Goals

Pursuant to the requirements outlined in [RCW 43.185C](#), Commerce published the 2024-2029 State Homeless Housing Strategic Plan on October 3, 2024. Counties throughout Washington State are required to include the following statewide goals in their Local Plan.

- **Objective 1:** Promote an equitable, accountable and transparent homeless crisis response system
- **Objective 2:** Strengthen the homeless service provider workforce
- **Objective 3:** Prevent episodes of homelessness whenever possible
- **Objective 4:** Prioritize those with the greatest barriers to housing stability and the greatest risk of harm
- **Objective 5:** Seek to house everyone in a stable setting that meets their needs

Local 5-Year Plan Objectives

Objective 1: Promote an equitable, accountable and transparent homeless crisis response system

Strategies	Action Steps	Measures	Timeline
1.1 Center equity and inclusion and provide tailored services for vulnerable and underserved populations.	1.1.1 Review programs to identify if there are disproportionately affected groups	Utilizing equity performance measures from Commerce to evaluate program services and exits to determine if programs are providing equitable outcomes	Q1 2026 Add to yearly monitoring Q1 2026 Add to quarterly reporting
	1.1.2 Research equity trainings and culturally informed care training for local homeless service providers	Present equity training at a scheduled Kitsap Housing and Homelessness Coalition (KHHC) meeting	2026
1.2 Improve accountability and oversight of providers and the system.	1.2.1 Improve adherence to policies, procedures, and practices in monitoring of contracted providers	Ensure Kitsap County Housing and Homelessness Division (KCHHD) staff are monitoring in accordance with policies. Streamline existing process with all required elements and tracking system and ensure proper training of management	2026
	1.2.2 Address underperforming providers and develop strategies for improving performance and compliance	Track technical assistance and performance plans with contractors when necessary	2026
1.3 Increase transparency of the homeless response system.	1.3.1 Provide the community with information about the homeless crisis response system, capacity, and funding	Provide an information hub for the public to access information about the homeless crisis response system	2026-2028 Planning and development of public hub 2029 Launch of public hub
	1.3.2 Community leaders and citizens are engaged and inspired to action	Presentations to community groups to educate and inspire people to advocate	Ongoing

Objective 2: Strengthen the homeless service provider workforce

Strategies	Action Steps	Measures	Timeline
2.1 Support and encourage increased pay and benefits for frontline staff.	2.1.1 Advocate for additional or expanded funding to allow for sustainable, competitive compensation	Engage with existing systems which advocate with decision makers	Ongoing education and outreach
2.2 Expand and support the workforce	2.2.1 Develop a strategy for sharing suitable training opportunities with/amongst providers and encourage organizations to participate in and/or invest in training and professional development	Seek training need input from agencies, identify training modules, create new modules (if needed), and share training opportunities	2027-2028
	2.2.2 Understand the needs of the homeless service provider workforce	Evaluate homeless service provider workforce needs	2028 complete assessment
2.3 Prioritize mental health and wellness	2.3.1 Encourage and ensure that organizations prioritize burn out prevention and staff wellness	Each provider organization has developed a plan to address and prevent staff burnout	2029

Objective 3: Prevent episodes of homelessness whenever possible

Strategies	Action Steps	Measures	Timeline
3.1 Support and encourage creative problem solving with clients experiencing housing instability	3.1.1 Provide guidance to funded organizations regarding flexible uses of funding to address client barriers	100 % of subgrantees that have flexible funding receive technical assistance regarding allowable uses of funds	Ongoing
3.2 Provide supportive services to households facing eviction	3.2.1 Households have access to legal counsel and/or mediation services when faced with evictions	Connect legal counsel and/or mediation services to clients at coordinated entry and to shelter providers to provide continuity of services and client support	Ongoing
3.3 Prevent discharge to homelessness	3.3.1 Systems are coordinated to prevent people from being discharged to homelessness from other systems of care	Coordinated entry program performs regularly scheduled outreach to systems of care	Q1 2026

Objective 4: Prioritize assistance based on the greatest barriers to housing stability and greatest risk of harm

Strategies	Action Steps	Measures	Timeline
4.1 Use data-driven risk-based prioritization	4.1.1 Coordinate a team of local advocates, providers, and outreach teams to revise coordinated entry and eviction prevention vulnerability prioritization tools	Revised forms are drafted and submitted to Commerce for review and approval	Q2 2027 Create committee to update vulnerability tool
			Q3 2028 Proposed revisions to tools are submitted to Commerce for review and approval
4.2 Identification of system gaps	4.2.1 Collect and compile data to identify who we are unable to help / identify system gaps. Work with local advocates, providers, and outreach teams to collect and/or analyze data	Develop a method for reviewing system gaps and reducing barriers to access that can be used on an ongoing basis	2027 - 2028

Objective 5: Seek to house everyone in a stable setting that meets their needs

Strategies	Action Steps	Measures	Timeline
5.1 Expand diverse and affordable housing options	5.1.1 Advocate for the development of more deeply affordable and non-traditional housing with fewer financial barriers and to expand subsidized housing	Engage with existing systems which advocate with decision makers	Annually
	5.1.2 Educate planners and decision makers about what it means to meet someone's needs when that person might have severe trauma, mental and/or physical health challenges, or other confounding variables	Develop a team to coordinate and lead this education effort.	2026 Team Development 2027-2030 Ongoing Meetings / education
5.2 Expand Permanent Supportive Housing (PSH) and Wraparound Housing	5.2.1 Increase number of PSH beds which also provide onsite case management, mental health care, and recovery services	Increase number of PSH beds in Kitsap County	2029
	5.2.2 Review existing PSH programs to determine missing services and provide technical assistance to programs to enhance the services they provide	Review is complete, technical assistance is performed	2028

Strategies	Action Steps	Measures	Timeline
5.3 Prioritize individualized, needs-based housing placement	5.3.1 Support coordinated entry in matching people with appropriate housing options	Add housing providers/housing programs to existing Bed Tracker tool	2028
5.4 Improve shelter, transitional services, and other emergency interventions	5.4.1 Support shelters to improve capacity for co-sheltering	Increase number of shelter beds that accept pets	2029
	Expand access to services which are designed to prepare pets for shelter		
	5.4.2 Work with Bremerton shelter team toward the development of shelter beds which accept couples	Increase the number of shelter beds that accept couples	Ongoing
	5.4.3 Educate decision makers and planners about the need for additional shelter beds as well as creative, non-traditional emergency interventions (i.e., safe parks, sanctioned tent sites, other)	Engage with city and county planners, decision makers, community leaders, and/or officials	Ongoing
5.5 Systems Coordination	5.5.1 Explore the coordination of home healthcare and caregiving services in shelter settings	Contact organizations and systems of care which provide health-focused services to establish partnership with shelters	2026-2029
	5.5.2 Increase number of respite beds for short term stays for people with medical needs that are not able to be supported in other shelters	Increase respite beds by 10	2028
	5.5.3 Support collaboration between specialized providers for quicker access to services and to communicate program-specific needs	Create specialist providers contact list	2026 committee formation 2027 development 2028 finalize
	5.5.4 Coordinate regular shelter/coordinated entry meetings with the goal of improving communication, streamlining processes, and reducing barriers for shelter entry	Coordinate quarterly meetings	Ongoing

Strategies	Action Steps	Measures	Timeline
5.6 Evidence-based practices	5.6.1 Prioritize evidence-based training and encourage evidence-based practices being incorporated into the response system, including progressive engagement, harm reduction, trauma-informed care, person-centered care, encampment response, motivational interviewing, and others	Monitor KCHHD-funded programs to ensure proper training is completed and documented	2026
		Include questions focused on evidence-based practices in funding applications	2027
	5.6.2 Reduce barriers to program access/entry	Review policies and procedures of programs contracted with KCHHD Provide technical assistance to programs as needed	Ongoing

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Glossary

Area Median Income (AMI): AMI is defined as the midpoint of a specific area's income distribution. It is calculated annually by the [U.S. Department of Housing and Urban Development](#) (HUD) and is used to classify households into income groups, influencing eligibility for housing assistance programs. Essentially, AMI serves as a benchmark for assessing the economic status of households within a designated area.

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AMI Chart for Kitsap County, Fiscal Year 2025

***Median Family Income \$124,300*

HH Size	Extremely Low Income 30% AMI	Very Low Income 50% AMI	Low Income 80% AMI
1	\$ 26,150	\$ 43,550	\$ 69,950
2	\$ 29,850	\$ 49,750	\$ 79,600
3	\$ 33,600	\$ 55,950	\$ 89,550
4	\$ 37,300	\$ 62,150	\$ 99,450

Extremely Low-Income	0-30% AMI
Very Low-Income	31-50% AMI
Low-Income	51-80% AMI
Moderate-Income	81-100% AMI

At-Risk of Homelessness: A household that has income below 30% AMI and lacks sufficient resources or support networks to prevent them from entering an emergency shelter and meets housing instability criteria as [defined by HUD](#).

BIPOC: Black, Indigenous, and people of color.

By and for organization By-and-For Organizations are operated by and for the communities they serve. Their primary mission and history is serving a specific community. They are culturally based, directed, and substantially controlled by individuals from the population they serve. At the core of their programs, these organizations embody the community's central cultural values.

In the affordable housing context, these communities must have demonstrated disproportionate representation in homelessness, housing instability, and housing affordability. Based on national research and state-wide data, the following groups or communities have demonstrated disproportionate representation in homelessness, housing instability and housing affordability:

- Black, Indigenous and People of Color including people identified as socially disadvantaged as defined in 13 CFR Sec. 124.103.
- People with disabilities
- People who are part of the d/Deaf and hard of hearing community
- People with behavioral health conditions, including substance use disorder
- People who identify as LGBTQIA+
- Survivors of family violence and/or intimate partner violence
- Incarcerated and formerly incarcerated individuals
- Undocumented individuals, immigrants and refugees, and mixed-immigration-status families and communities

Federally recognized Tribes and Nations are sovereign governments and are not considered By-and-For organizations.

Chronically Homeless: A homeless individual with a disability who:

- Lives in a place not meant for human habitation, a safe haven, or an emergency shelter; and
 - Has been homeless for at least 12 months or on 4 separate occasions in the last 3 years
 - Occasions separated by a break of at least seven nights
 - Stays in an institution for fewer than 90 days do not constitute a break
- An individual who has been residing in an institutional care facility for fewer than 90 days and met all the criteria in paragraph (1) of this definition, before entering that facility; or
- A family with an adult head of household (or if there is no adult in the family, a minor head of household) who meets all of the criteria in (1) or (2) of this definition, including a family whose composition has fluctuated while the head of household has been homeless

Comprehensive plan a generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to [Chapter 36.70A RCW](#).

Continuum of care, Balance of State: The continuum of care that is organized to provide leadership and coordination in activities throughout a 34-county jurisdiction (all but the five largest counties in Washington) toward ending homelessness and working to prevent the occurrence of homelessness within the area.

Coordinated Entry (CE): The process through which people experiencing or at risk of experiencing homelessness can access the crisis response system in a streamlined way through assessments and quickly connected to appropriate and tailored housing and services within their community.

Coordinated Entry Program (CEP): Defined in the HMIS Data Standards Manual 2024 as: “A project that administers the CoCs centralized or coordinated process for assessment and referral of individuals and families seeking housing or services, including the use of a comprehensive and standardized assessment tool.”

Co-shelter: A shelter which ensures that people and their companion animals/pets may be housed together.

Cost burdened: A household that spends more than 30% of their income on housing costs, including rent and utilities.

County: A regional mode of governance, counties are tasked with carrying out laws and rules from the state legislature, tracking public records, providing health resources, maintaining roads and providing law enforcement to the unincorporated lands within their boundaries and collaborating with the incorporated cities and towns.

Emergency housing Temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health, food, clothing and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement.

Emergency Shelter – Entry Exit: Defined in the HMIS Data Standards Manual 2024 as: A project that offers temporary shelter (lodging) for people experiencing homelessness in general or for specific populations of people experiencing homelessness. Requirements and limitations may vary by program and will be specified by the funder.

Emergency Shelter – Night-by-Night: Defined in the HMIS Data Standards Manual 2024 as: The NbN emergency shelter type may be used by some high-volume shelters and shelters where a significant proportion of clients spend a night at the shelter as needed on an irregular basis. This project type relies on creating a separate record of each individual date on which a client is present in the shelter as a means for calculating length of stay and implies that the emergency shelter is generally unable to collect as much client data at project exit as an EE emergency shelter for tracking utilization.

Growth Management Act: A series of state statutes, first adopted in 1990, that requires fast-growing cities and counties to develop a comprehensive plan to manage their population growth. It is primarily codified under [Chapter 36.70A RCW](#), although it has been amended and added to in several other parts of the RCW.

HB 1220 (2021): More information can be found on [Commerce's website](#).

Homeless crisis response: A system consisting of a continuum of services designed to identify individuals and families experiencing homelessness, meet their immediate needs for shelter and services, and ultimately re-house each household.

Homeless Management Information System (HMIS): A tool used by homeless and housing service providers to collect, manage, and analyze data related to housing assistance. HMIS supports efforts to end homelessness by ensuring coordinated, data-informed services for individuals and households who are already experiencing homelessness or at risk of losing their housing.

Homelessness Prevention: Defined in the HMIS Data Standards Manual 2024 as: A project that offers services and/or financial assistance necessary to prevent a person from entering an emergency shelter or place not meant for human habitation.

Housing and Essential Needs program (HEN): A program that provides access to essential needs items and potential rental assistance for low-income individuals who are unable to work for at least 90 days due to a physical and/or mental incapacity.

Housing and Urban Development, Department of (HUD): The U.S. federal department in charge of national-level housing and homelessness programs and funding.

Housing authority: Any public corporations created in cities and counties as part of [RCW 35.82.030](#). Housing authorities are responsible for issuing housing choice vouchers and/or providing public housing units.

Housing choice voucher (HCV): A cash assistance voucher that allows very low-income families to choose and lease or purchase safe, decent, and affordable privately owned rental housing.

Housing Stability Planning and Progress Report (HSPPR): A document which is used to assess each household's housing needs and facilitate planning with the goal of obtaining or maintaining housing stability. Housing stability planning must be housing-focused and client-driven.

Imminent Risk of Homelessness: An individual or family who will imminently lose their primary nighttime residence, provided that:

- Residence will be lost within 14 days of the date of application for homeless assistance,
- No subsequent residence has been identified; *and*
- The individual or family lacks the resources or support networks needed to obtain other permanent housing.

LGBTQIA2S+: Acronym used to refer to the larger queer community, which stands for: lesbian, gay, bisexual, transgender, queer, intersex, asexual, two-spirit, and beyond.

Literally Homeless: Has a primary nighttime residence that is a public or private place not meant for human habitation; **or** Is living in a publicly or privately operated shelter designated to provide temporary living arrangements **or** Is exiting an institution where (s)he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.

Local government: Any municipal corporation leading the local jurisdictional response to homelessness: a county, city special purpose district OR any governmental entity leading the local jurisdictional response to homelessness through an interlocal agreement or a memorandum of understanding.

Local homeless housing plan: A plan aimed at eliminating homelessness prepared by a local homeless housing task force and recommended for adoption to its local government legislative authority.

Local homeless housing task forces: A body created by a county or city government to develop a five-year homeless housing plan addressing short-term and long-term housing for homeless households.

Medical respite: Acute and post-acute care for people experiencing homelessness who are too ill or frail to recover from a physical illness or injury on the streets but are not ill enough to be in a hospital.

Objective: a component of the local plan that describes an aim, goal, or end of action that would result in the reduction of or elimination of homelessness.

Other Projects: Defined in the HMIS Data Standards Manual 2024 as: “A project that offers services, but does not provide lodging, and cannot otherwise be categorized as another project type.”

Planning period: The period covered by a planning activity. For local homeless housing plans, this is 2025-2030.

PH - Permanent Supportive Housing (PSH): Subsidized leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and uses admissions practices designed to use lower barriers to entry than would be typical for other subsidized or unsubsidized rental housing, especially related to rental history, criminal history, and personal behaviors. Permanent supportive housing is paired with on-site or off-site voluntary services designed to support a person living with a complex and disabling behavioral health or physical health condition who was experiencing homelessness or was at imminent risk of homelessness. The aim is to help the resident retain their housing and succeed as a tenant. Additionally, it aims to improve the resident's health status and connect them with community-based health care, treatment, or employment services.

PH - Housing Only: Defined in the HMIS Data Standards Manual 2024 as: “A project that offers permanent housing for people experiencing homelessness but does not make supportive services available as part of the project.”

PH - Housing with Services (no disability required for entry): Defined in the HMIS Data Standards Manual 2024 as: “A project that offers permanent housing and supportive services to assist people experiencing homelessness to live independently but does not limit eligibility to individuals with disabilities or families in which one adult or child has a disability.”

PH – Rapid Re-Housing (RRH): Defined in the HMIS Data Standards Manual 2024 as: “A permanent housing project that provides housing relocation and stabilization services and/or short and/or medium-term rental assistance as necessary to help an individual or family experiencing homelessness move as quickly as possible into permanent housing and achieve stability in that housing.”

Project-Based Voucher (PBV): A rental assistance guarantee attached to a specific unit within a housing development. The rental assistance will remain attached to the unit, not the household.

Rental Assistance: A type of financial assistance provided to a landlord or property management firm on behalf of a household, ensuring a household does not pay more than 30% of their monthly income towards housing costs (including utilities).

Severely cost burdened: A household that spends more than 50% of their income on housing costs, including rent and utilities.

State Plan, State Homeless Housing Strategic Plan: A plan prepared and published by Commerce that outlines statewide goals and performance measures.

State fiscal year, SFY: the state's 12-month accounting period running from July 1 to June 30 of the following year.

Services Only: Defined in the HMIS Data Standards Manual 2024 as: A project that offers only Housing Project or Housing Structure Specific or Stand-Alone supportive services (other than Street Outreach or Coordinated Entry) to address the special needs of participants.

Street Outreach: Defined in the HMIS Data Standards Manual 2024 as: A project that offers services necessary to reach out to people experiencing unsheltered homelessness, connect them with emergency shelter, housing, or critical services, and provide urgent, non-facility-based care to those who are unwilling or unable to access emergency shelter, housing, or an appropriate health facility.

Supportive Services: Services, other than providing physical housing and housing tenancy supports, which assist an individual or household to remove barriers to acquiring and maintaining housing. Supportive services can include mental health treatment, substance abuse treatment, behavioral therapy, or other types of supports.

Temporary Housing Interventions: Temporary housing interventions are those in which the household must leave the shelter or unit at the end of their program participation. Households are considered homeless while enrolled in temporary housing interventions. Temporary housing interventions include emergency shelters and transitional housing.

Tenant-Based Voucher: A rental assistance guarantee attached to a specific household. The rental assistance is attached to the household, and they may find housing that suits their needs.

Transitional Housing (TH): Defined in the HMIS Data Standards Manual 2024 as: A project that provides temporary lodging and is designed to facilitate the movement of individuals and families experiencing homelessness into permanent housing within a specified period of time, but no longer than 24 months. Requirements and limitations may vary by program and will be specified by the funder.

Trauma-informed Care: Trauma-informed care is a strengths-based framework that is grounded in an understanding of and responsiveness to the impact of trauma, that emphasizes physical, psychological, and emotional safety for both providers and survivors, and that creates opportunities for survivors of trauma to rebuild a sense of control and empowerment.

Unsheltered Homelessness: Sleeping in a place not designed for or ordinarily used as a regular sleeping accommodation (abandoned building, train stations, campgrounds, garage, hallway of a building) **or** fleeing domestic violence, dating violence, sexual assault, stalking, human trafficking, or other dangerous or life threatening conditions that relate to violence against the household member(s) including children, that have either taken place within the household's primary nighttime residence or has made the household member(s) afraid to return to their primary nighttime residence.

DRAFT

Appendix A: Drivers of Homelessness in Kitsap County

Appendix A Table 1 Kitsap County Population Overview

Profile	
Kitsap Population	277,658 people (109,652 households)
Median Age	40.4 years of age
65 years of age and older	17% of Kitsap population (20% higher than state average)
Median Household Income	\$99,609
Housing Units	118,685
Occupied	92% Occupied, 8% Vacant
Ownership of Units	71% Owner Occupied 29% Renter Occupied (about 20% lower than WA State and Nationwide)
Median Property Value	\$564,600
Table 1: Source: U.S. Census Bureau, ACS 1-year estimates 2023	

Appendix A Table 2 Percent Population Change

Population Change 2010-2023	
Washington State	18.2%
Kitsap County	12.7%
Bainbridge Island	9.4%
Bremerton	18.3%
Poulsbo	34.8%
Port Orchard	56.7%
Table 2: Source: Washington State Office of Financial Management. 2023. April 1 population estimates. (Washington State Office of Financial Management, 2025)	

Drivers of Homelessness

In an analysis of structural predictors, in the *Status of Fact Finding Year 3 in Pathways to Housing Security* (2003), WSU notes several key factors as significant predictors of homelessness.

1. Median one bedroom rent costs were positively correlated to homelessness. On average, a one unit increase in rent (i.e. \$100 increase) led to an increase in approximately 3.5 persons experiencing homelessness per 10,000 individuals in the county's population (Mueller, Hoard, & Sanders, 2003, p. 26).

2. The percentage of rent-burdened, low-income population was also positively correlated with homelessness across Washington counties. In this case a one percentage point increase in rent burdened, low-income population led to an increase of .292 persons experiencing homelessness per 10,000 individuals in the population. Put differently, a county with a population of 250,000 might expect to see approximately 7 additional people experiencing homelessness for each percentage point increase in their rent-burdened, low-income population. (Mueller, Hoard, & Sanders, 2003, p. 26)
3. The percentage of a county's population aged 65 and older was also positively correlated with homelessness. A one percentage point increase in the 65-plus population led to an increase in the rate of homelessness by .849 persons per 10,000 individuals in the population (Mueller, Hoard, & Sanders, 2003, p. 26).
4. Finally, the relationship between single person households and homelessness was also positive. The relationship indicated that one percentage point increase in a county's single person households led to an increase in the rate of homelessness by .730 persons per 10,000 individuals in the population. (Mueller, Hoard, & Sanders, 2003, p. 26)

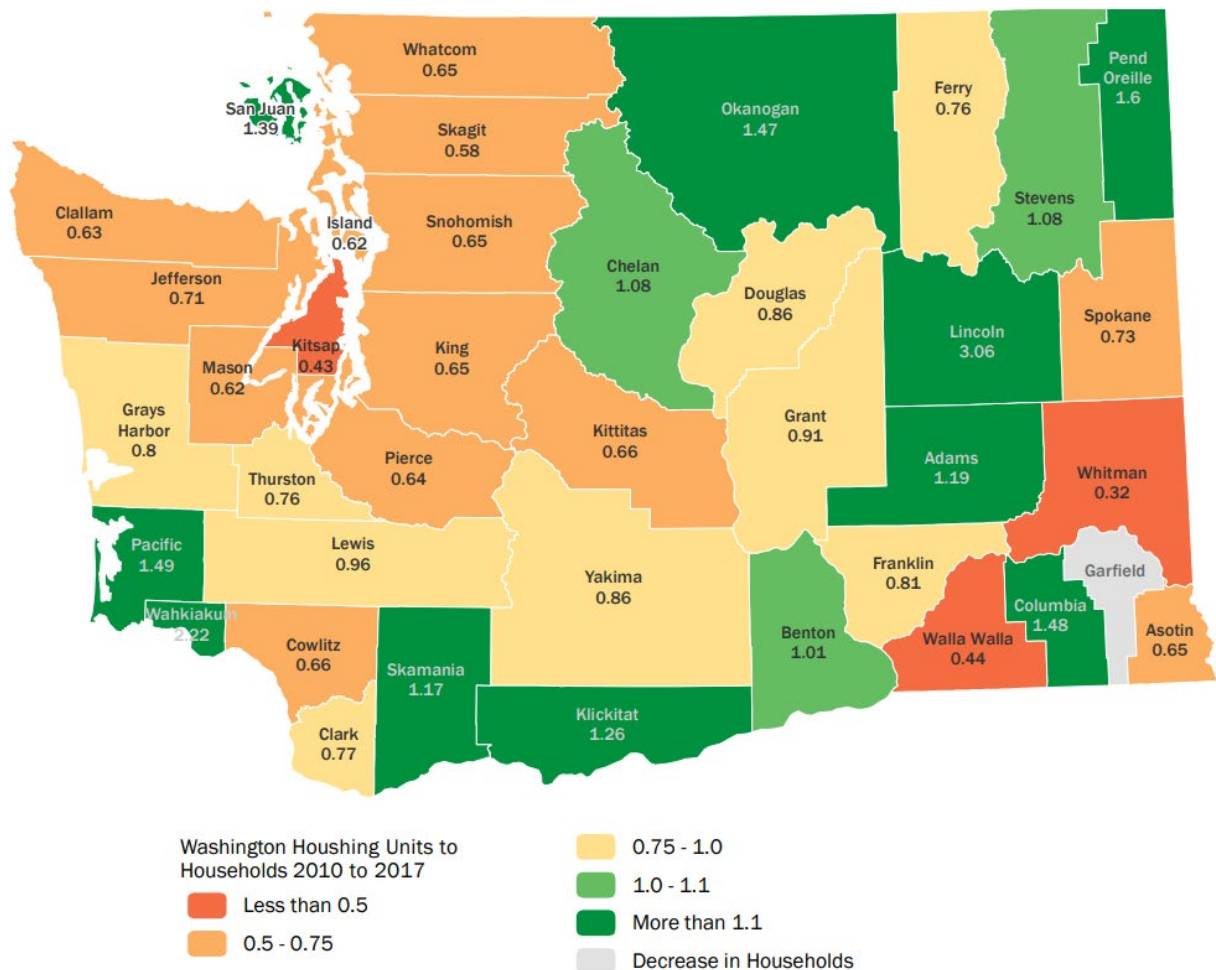
The analysis indicates a multitude of factors impacting homelessness; however the cost of a single bedroom apartment was the most significant predictor of homelessness rates.

An Affordable Housing Shortage

In 2020, The City of Bremerton and Kitsap County jointly hired ECONorthwest to create an Affordable Housing Recommendations Report to provide an overview of the housing landscape, analysis of the housing market, and identify recommendations. Findings of this analysis include:

- Over the 2010-2017 time period, jurisdictions across the County produced only 3,600 new housing units... or about 515 units per year... Thus, jurisdictions will need to almost triple their annual housing production to accommodate the expected 25,150 new units through 2036. (ECONorthwest, 2020a, p. v)
- Kitsap has also been significantly underproducing housing, producing only 42 new units for every 100 new households formed over the 2010-2017 timeframe. With development and construction costs just as high on the westside of the sound, but rents and price points lower, Kitsap has not been competitive for the post-recession housing supply increases seen in Seattle and the east side of Puget Sound. This is one of the main drivers behind recent home price and rent increases seen in the past decade, and pushes up prices for all types of housing. (ECONorthwest, 2020a, p. v)
- As of 2013–2017, Kitsap County had a shortage of almost 5,800 units of rental housing affordable to its extremely low-income renter households (those earning less than 30 percent of the median family income or about \$23,135 for a family of four) (ECONorthwest, 2020a, p. 11).
- Rent restricted affordable housing is scarce in Kitsap County and is concentrated in a few locations around the County. Bremerton has the most affordable housing and also has the most deeply affordable housing: about 66 percent of all units restricted below 30% MFI are located in Bremerton... (ECONorthwest, 2020a, p. 11)

Map of Washington County Ratios of Household Formation to Unit Production



Appendix A Figure 1 Up for Growth on Housing in Washington State, ECONorthwest analysis of data from U.S. Census Bureau, Washington Office of Financial Management and Moody's Analytics from (ECONorthwest, 2020b)

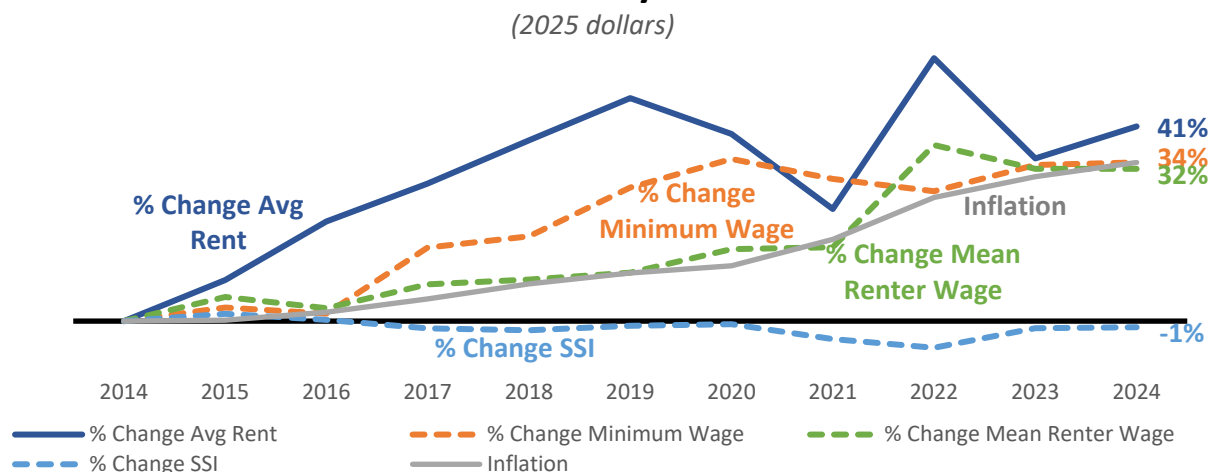
- Kitsap also has a deficit of rental housing appropriately priced for higher-income households... This means these higher income renter households are competing for available housing stock with lower-income households, putting further pressure on the availability of appropriately priced housing (ECONorthwest, 2020a, p. 11).
- Four counties in the Puget Sound vastly underproduced housing over this time period, with Kitsap County producing the fewest of them all: Kitsap County in total saw only 43 units built per 100 new households formed compared with 65 in King County and Snohomish County, and 64 in Pierce County. This means that, in Kitsap County, 57 out of 100 new households formed in this time period had to compete for the existing stock of housing (ECONorthwest, 2020b, p. 14).
- Rent-restricted affordable housing development faces different capital constraints. In this type of development, rents are restricted, so they are affordable to lower-income households. This means that the property has less operating income and can take on less debt to build the property. But since development costs are equivalent (or sometimes higher) to build rent-restricted housing than market rate housing, a gap exists between the funding needed to build the property and the funding available to pay for that development. Across the country, there

is an insufficient amount of this low-cost capital to build rent-restricted affordable housing. Numerous Federal, state, and local programs exist to help bridge the development gap, but since funding is limited, these programs and funding sources are competitive. Affordable housing developers and Kitsap County staff note that the County is often uncompetitive for these programs because costs to build are as high as other parts of the region, but Kitsap jurisdictions do not have enough local funding to leverage against the funding awards (ECONorthwest, 2020b, p. 20).

Inflation and Rising Rents

The United States has been seeing increased inflation since the pandemic starting in 2020. Between 2014 and 2024, inflation nationwide increased 34%. During this time period in Washington State the minimum wage increased 32%, and the Mean Renter Wage increased 34%, meaning that incomes for low-income workers and renters mostly kept in step with national inflation averages. Rental costs in Kitsap County however outpaces inflation, with a 41% increase in average rental costs from 2014-2024. This indicates that average rental costs grew faster than mean renter wages by 7% over this 10-year period, and an average of 9% over minimum wage, increasing the cost burden on renter households, and families must spend a greater percentage of their income on housing.

Inflation Adjusted Rents vs Wages Over Time Kitsap County

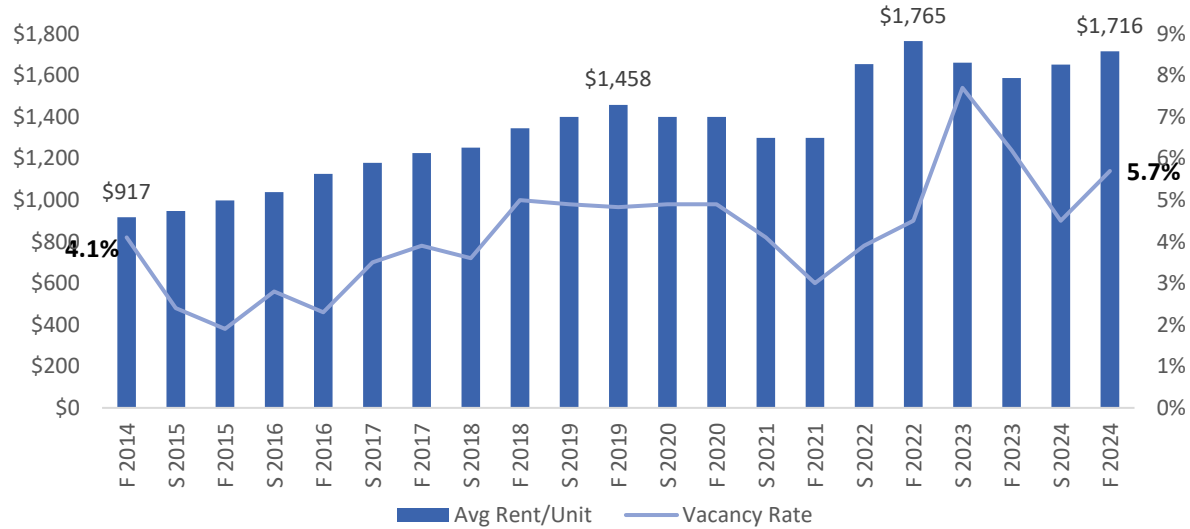


Appendix A Figure 2 Sources: Inflation: (U.S. Inflation Calculator, 2025); Minimum Wage: (Washington State Department of Labor & Industries, 2024); Rents: (Washington Center for Real Estate Research (WCER), 2014-2024); Mean Rent Wage: (Out of Reach, 2025)2014-2024; SSI (Social Security Administration, 2025):

Kitsap Rents Over Time

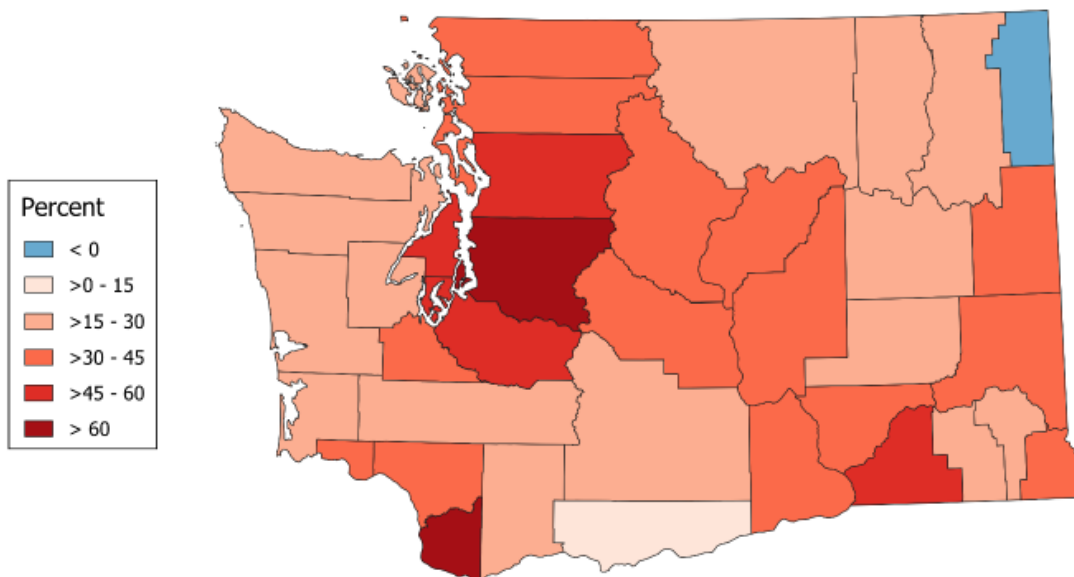
In Kitsap County the average cost for rentals, of all sizes, increased over the past 10 years from \$917 in fall of 2014, up to \$1,716 in fall of 2024. This is over an 87.7% increase over 10 years, 17.7% over 5 years, and 8.1% over the past year. Vacancy rates describe a balance between rental supply and demand. A low vacancy rate (<5%) indicates a tight housing market with a high demand for apartments, which leads to increased property values and rents. Kitsap County has largely been under 5% rental vacancy rate for the last decade, according to the Census Bureau Q2 2025 the national vacancy rate is at 7%, meaning Kitsap has a tighter rental market than the national average.

Kitsap Rent/Unit and Vacancy Rates



Appendix A Figure 3 Source: (Washington Center for Real Estate Research (WCRER), 2014-2024)

Rental rates in Kitsap County are growing faster than in many other parts of the state. Rents in Kitsap County increased 47% between 2013 and 2022, which is more than one standard deviation above the mean rent increase across Washington state. Figure 4 provides an overview of rental rate changes across Washington state for comparison.



Appendix A Figure 4 Source: WSU Extension Division of Governmental Studies and Services, Pathways to Housing Security, 2023

Out of Reach

The "Out of Reach" report highlights the growing gap between wages and rental housing costs, revealing that affordable housing remains out of reach for millions of low-income renters across the U.S. In Washington, the Fair Market Rent (FMR) for a two-bedroom apartment is \$2,138. Kitsap County closely matches this rate at \$2,057. The Bremerton-Silverdale MSA is the 2nd most expensive area (Out of Reach, 2025).

In Kitsap a total of 2.0 full-time jobs at mean renter wage are needed to afford a 2 bedroom at fair market rate (Out of Reach, 2025).

FACTS ABOUT WASHINGTON:

STATE FACTS	
Minimum Wage	\$16.66
Average Renter Wage	\$29.95
2-Bedroom Housing Wage	\$41.11
Number of Renter Households	1,090,864
Percent Renters	36%

MOST EXPENSIVE AREAS	HOUSING WAGE
Seattle-Bellevue HMFA	\$51.37
Bremerton-Silverdale MSA	\$39.56
Tacoma HMFA	\$39.56
Portland-Vancouver-Hillsboro MSA	\$38.40

Appendix A Figure 5 (Out of Reach, 2025)

Kitsap Rents Outpacing Wages

Minimum Wage	\$16.66/hr	\$866 Rent Affordable at Minimum Wage
Est. Mean Renter Wage	\$19.39/hr	\$932 Rent Affordable at Mean Renter Wage
Housing Wage for Zero Bedroom	\$27.13/hr	\$1,411 FMR
Housing Wage for One Bedroom	\$30.15/hr	\$1,568 FMR
Housing Wage for Two Bedroom	\$39.56/hr	\$2,057 FMR
Housing Wage for Three Bedroom	\$51.63/hr	\$2,685 FMR
Housing Wage for Four Bedroom	\$59.42/hr	\$3,090 FMR

* Affordable here is considered as paying no more than 30% of income towards rent per month
FMR - Fair Market Rate

Source: 2025 Out of Reach Report

Appendix A Figure 6

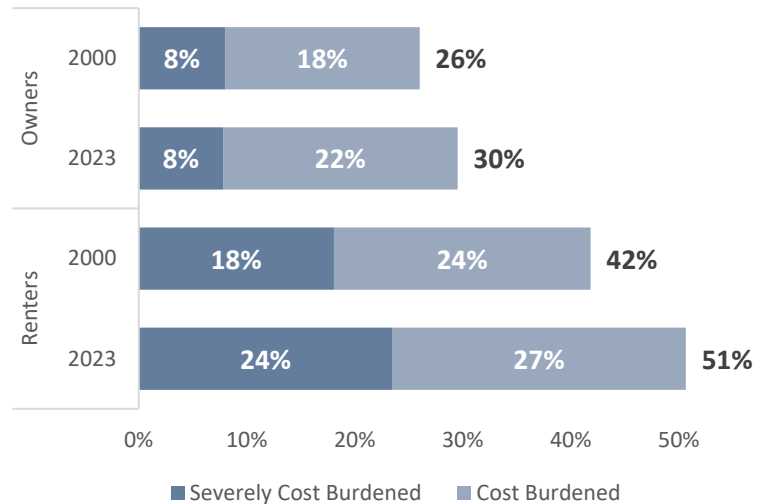
At the national level, every \$100 increase in median rent is associated with a nine percent increase in the estimated homelessness population, even after accounting for demographic and economic characteristics (U.S. Government Accountability Office, 2020).

Cost Burdened Households

The U. S Department of Housing and Urban Development (HUD) uses a measurement of "cost burden" to describe a subset of community's residents spending more than 30 percent of their income for housing. "Severely cost-burdened" households spend more than 50% of their monthly income on housing costs. These households pay a very large share of their income on housing costs which Area median income (AMI) is another data point often used by local government to set income limits for subsidized affordable housing. The household income for the median/'middle' household in a given region impacts their ability to afford other essentials like healthcare, childcare, and transportation. In other words, cost-burdened households are most at risk of displacement or housing hardship and in need of housing support (HUD Office of Policy Development and Research (PD&R), 2024).

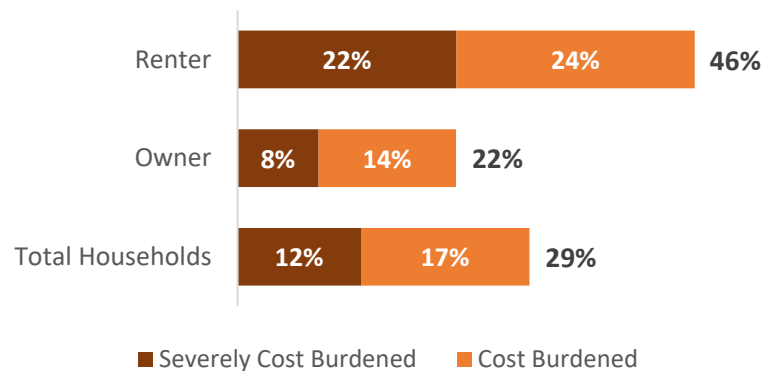
Nearly half of all renter households face high-cost burdens, paying more than 30% (and, in many cases, more than 50%) of income on housing costs. Reflecting increasingly costly housing, the homeless population continues to grow. The relatively high housing cost burdens experienced by extremely low-income households contribute directly to rising homelessness. The housing needs of the poorest households are fundamentally different from those which can be supplied by the market. To decrease homelessness in Washington, extensive subsidies would be needed to make housing affordable, well above and beyond what is already in place (Phillips, Bourassa, & Virant, 2024).

Share of Cost Burdened Occupied Units Kitsap County 2020 to 2023



Appendix A Figure 7 Source: U.S. Census Bureau, Decennial (2000) SF32000.H069; ACS 5-year estimates data (2023) 2024.B25140

Cost Burdened Households - Kitsap County



Appendix A Figure 8 Source: HUD Office of Policy Development and Research (PD&R) CHAS Data 2017-2021

In Kitsap County the share of households that are cost burdened or severely cost burdened has substantially increased since 2000. Of all Owner households (with and without mortgages) the shares

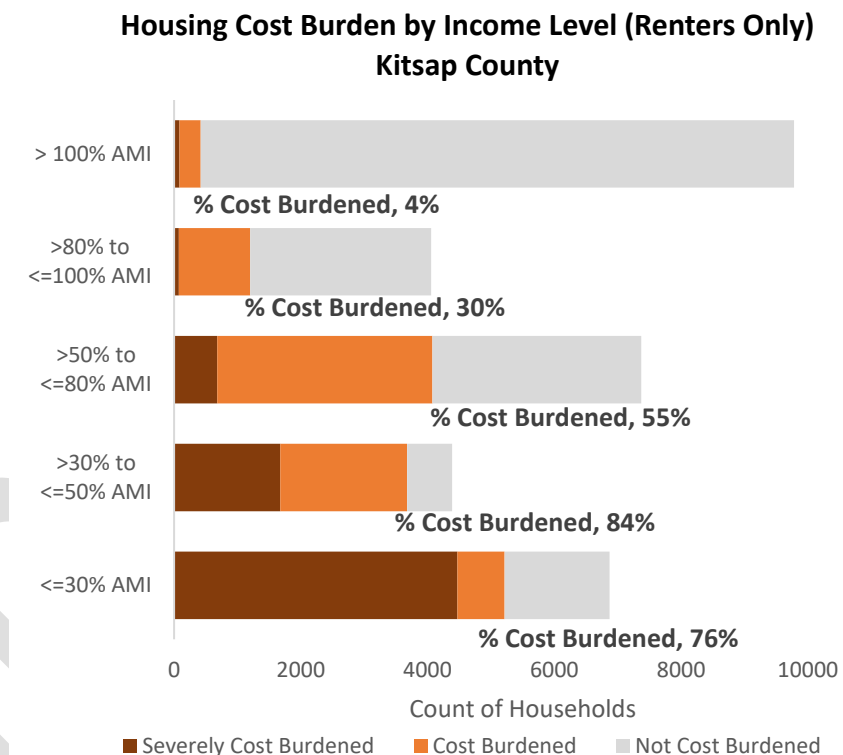
that were cost burdened or severely cost burdened increased 4% from 26% to 30% between 2000 and 2023. In contrast, Renter households that were cost burdened and severely cost burdened increased 9%, from 42% of households in 2000 to 51% of renter households in 2023. Renter households are three times more likely to be severely cost burdened than owner households. From these estimates about half of Renter households in Kitsap County are paying 30% or more of their income to cover housing related costs.

Renter Demographics in Kitsap County

By Income Level

Renter households are significantly more cost burdened than owner households, with the gap between the two widening as the percentage of renters that are cost burdened is increasing at a much faster rate.

Per HUD CHAS Data (2017-2021), among renter households, 69.8% are below 100% Area Median Income (AMI), indicating most renter households earn less than the median income within the county. Renter households that are below 30% AMI make up 64% of all renter households that are severely cost burdened, with 65% of these households being severely cost burdened, paying more than half of their income to the cost of housing. For households between 30% and 50% AMI, 84% are either cost burdened or severely cost burdened. In households between 50% and 80% a little over half (55%) are cost burdened. The lower the income of a renter household, the greater the share of their income goes towards the cost of housing.



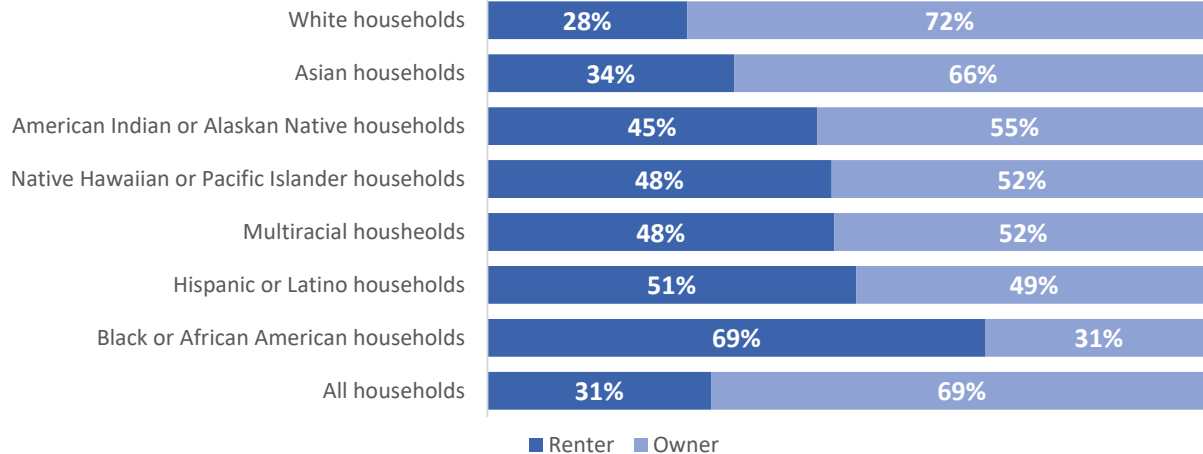
Appendix A Figure 9 Source: HUD Office of Policy and Research (PD&R) CHAS Data 2017-2021

Ownership vs Renting by Race/Ethnicity

Comparing renter to owner households, BIPOC (Black, Indigenous, and people of color) households are more likely to be renters than white households. Within BIPOC households, 49% are renters and 51% own their homes. In contrast White households are more likely to own their homes, with 72% owning their homes while only 28% renting. Black or African American households are especially more likely to rent, with 69% of this group being renters and 31% being homeowners (U.S. Census

Bureau, 2022). As BIPOC households are disproportionately more likely to be renters, they are more likely to be impacted by increasing rental rates which outpace wages and lead to increasing cost burdens.

Kitsap County Share of Households Tenure by Race/Ethnicity

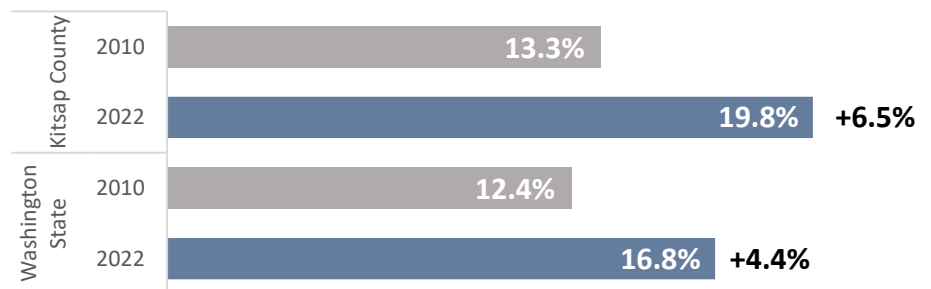


Appendix A Figure 10 Source: US Census Bureau ACS 2021 5-year estimates Tenure Table B25003

Percentage of Older Adults in Kitsap County

In Washington State, the age group of 65+ makes up 16.8% of the population, and was the fastest growing group between 2010 and 2022, with its population increasing 56.9%. In Kitsap County this group of people 65 years of age and older makes up 19.8% of the Kitsap County population, and has grown at 64%, outpacing Washington State on average (USAFacts, 2022). Kitsap County's older population is 3% points higher than Washington State.

Percentage of Older Adults 65 Years of Age and Older Kitsap County Compared to Washington State



Appendix A Figure 11 Source: USAFacts, based on Census Bureau Population and Housing Estimates Program (PEP) 2010 and 2022

Appendix B: Characteristics of Homelessness in Kitsap County

Collecting Information about Homelessness

Information about households experiencing homelessness is collected in several ways.

Point-in-Time Count

The Point in Time Count (PIT) is required by the Department of Commerce and HUD in order to receive homeless grant funds. The information from the count is compiled and submitted to WA State and is used locally for evaluation and planning purposes. The PIT surveys sheltered and unsheltered people experiencing homelessness on the fourth Thursday in January during a specific 24-hour period in all Washington State counties. Kitsap County has conducted an annual Point in Time Count of the homeless since 2005. Starting in 2026, the unsheltered portion of the count will only be required every 2 years. The PIT Count provides limited information about the full scope of homelessness, because external factors affect the results: weather, volunteers, and the social stigma of homelessness. Many communities consider the PIT to undercount homelessness by a factor of two to three times. However, the PIT provides a sufficient sample, from which we can extrapolate general information about our homeless population, including reasons for homelessness.

Homeless Information Management System

Homeless housing providers and services enter information into the Homeless Management Information System (HMIS). This is a federally mandated and state-managed database that is required to be collected by homeless service providers about every client that received homeless assistance that is provided by federal or state funding.

Commerce is responsible for operating an HMIS for counties that participate in federal funding through the Balance of State Continuum of Care process, including Kitsap County.

Required HMIS data includes demographic information such as age, living situation, race/ethnicity, family composition, and veteran status. Clients must provide signed consent to have identifying information entered the system. When clients enter a housing or homeless service program, their information about their participation is recorded into HMIS. Information about households seeking assistance through the Coordinated Entry Program (CEP) is collected in HMIS, and used to help with housing navigation, placements into housing programs.

Households Seeking Assistance

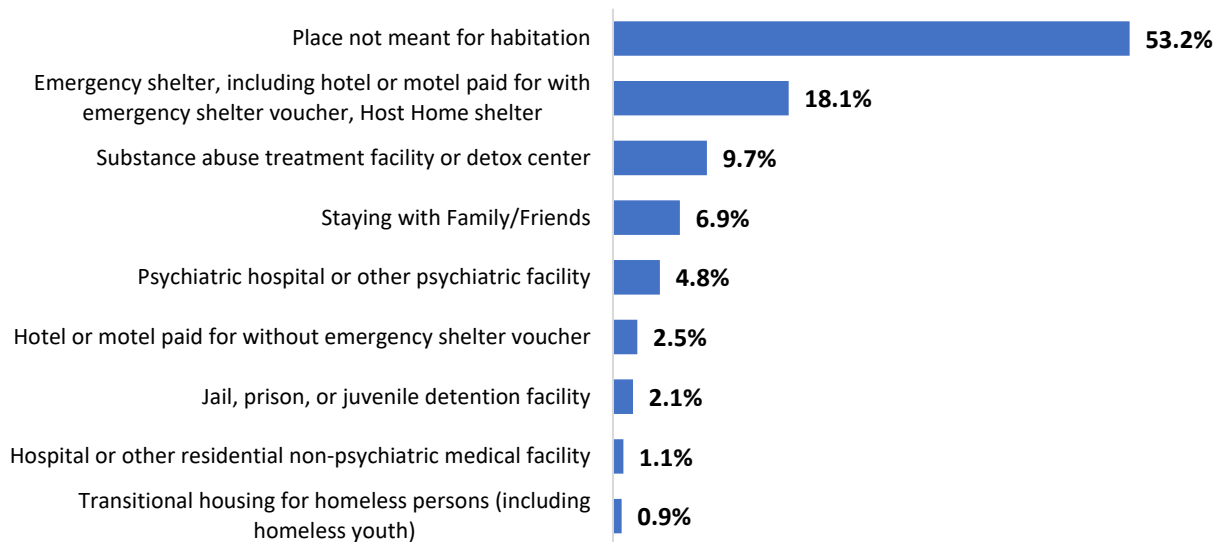
In 2024 Kitsap County's Coordinated Entry Program, the Housing Solutions Center served a total of 1,117 non-duplicated households and 1,452 individuals who were experiencing literal

homelessness (Kitsap County Housing Solutions Center, 2024). This population represents a diverse cross-section of the community, facing a wide range of challenges and barriers to stable housing.

Living Situations Prior to Seeking Assistance

A majority of individuals experiencing homelessness in Kitsap County were living in unsheltered conditions before accessing coordinated entry services. Over 53% of individuals reported staying in places not meant for human habitation, such as vehicles, abandoned buildings, or outdoor encampments. Another 18% were staying in emergency shelters, including hotels or motels paid for with emergency vouchers. Smaller percentages were coming from substance abuse treatment facilities, staying temporarily with friends or family, or exiting psychiatric hospitals, jails, or other institutions.

Literally Homeless Households - Prior Living Situation

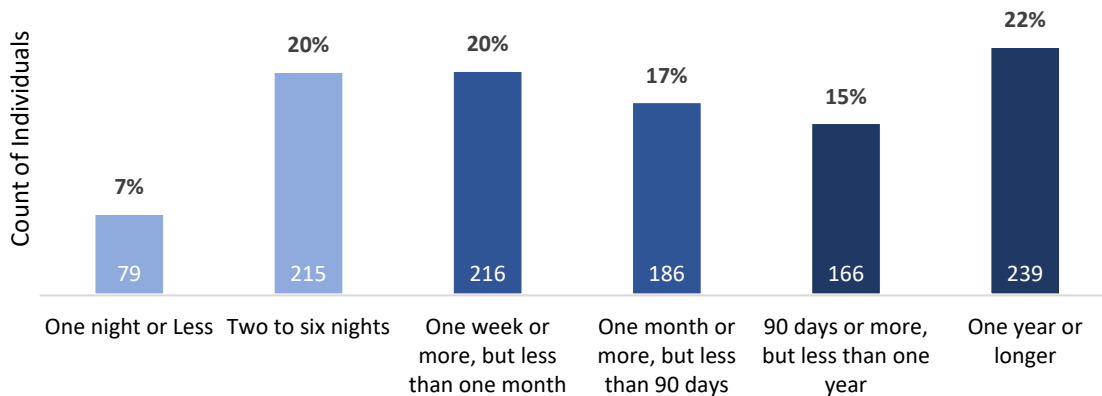


Appendix B Figure 1 Source: Kitsap County Homeless Management Information System (HMIS), Kitsap County Housing Solutions Center, 2024

The length of time individuals remained in these unstable living situations varied. Notably:

- **22%** had been homeless for **one year or longer**.
- **27%** were homeless for **less than 1 week before seeking assistance**.
- **Approximately 46%** had been homeless for **less than one month**, indicating a significant portion of the population was newly homeless or had recently been experiencing a housing crisis.

Literally Homeless Households - Length of Stay in Prior Living Situation



Appendix B Figure 2 Source: Kitsap County HMIS, Kitsap Housing Solutions Center, 2024

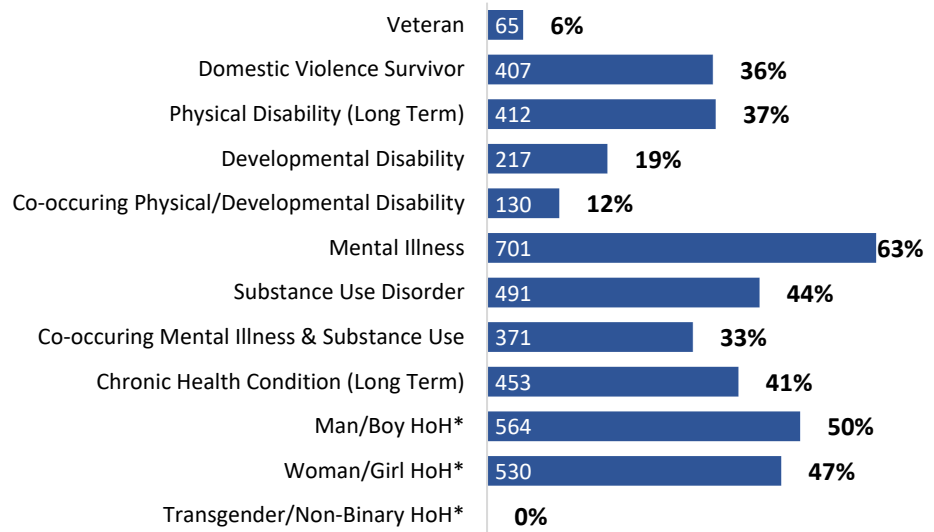
These lengths of stay suggest a mix of chronically homeless and newly homeless individuals, each requiring different types of interventions to address new or immediate homelessness or interventions with more significant support for households experiencing chronic homelessness.

Self-Reported Characteristics and Barriers

Self-reported characteristic information reveals that many individuals experiencing homelessness in Kitsap County face multiple, overlapping challenges:

- **Mental illness** was reported by **63%** of heads of household.
- **Substance use disorders** affected **44%**.
- **Chronic health conditions** were present in **41%**.
- **Domestic violence** was a factor for **36%**.
- **Physical disabilities** were reported by **37%**, and **developmental disabilities** by **19%**.
- **33%** reported co-occurring mental illness and substance use disorders.

Head of Household Characteristics Literally Homeless Households



Appendix B Figure 3 Source: Kitsap County HMIS, Kitsap Housing Solutions Center, 2024

Household Composition

The majority of households seeking assistance were composed of single adults:

- **47.2%** were single men or boys.
- **35.9%** were single women or girls.
- **8.1%** were single women with children.
- **1.9%** were single men with children.
- **Couples and families** made up a small portion (5.1%).

There were also a small number of households identifying as transgender/non-binary/questioning, or were youth under 18 years of age, or where the head of household prefers not to answer, though exact counts in this report are suppressed where $n < 11$.

Age Distribution

Homelessness in Kitsap County is most concentrated among adults, between the ages of 25 and 64. This group represents 70.3% of the homeless population, compared to 51.1% of the general population. Adults aged 25–44 are especially overrepresented, making up 40.7% of the homeless population versus 28% of the county population.

Appendix B Table 1 Age Distribution Comparison

Age Group	2024 Literally Homeless Individuals seeking assistance (%)	2024 Individuals in Emergency shelters* (%)	2024 Kitsap Census Population (%)
Under 18 (0–17)	19.2%	13%	19.1%
18–24	5.2%	9.3%	9.0%
25–44	40.7%	39.6%	28.0%
45–64	29.6%	32%	23.1%
65+	5.3%	6.1%	20.9%

Sources: Kitsap County HMIS, 2024; U.S. Census Bureau ACS 1-year, 2024

Children and youth under 18 account for 19.2% of the homeless population seeking services, closely mirroring their share of the general population (19.1%), indicating that families with children are impacted by housing instability.

Young adults aged 18–24 are underrepresented, comprising only 5.2% of people experiencing literal homelessness seeking services, but similarly proportionate in emergency shelters compared to 9% of the general population. This may reflect differences in how this age group accesses services.

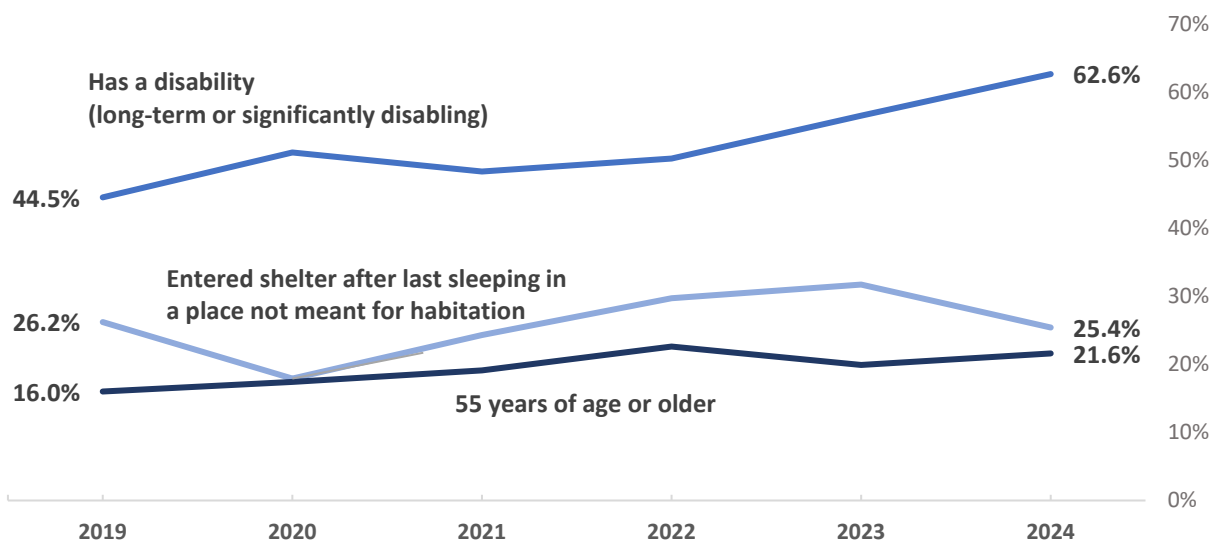
Seniors aged 65 and older are significantly underrepresented, making up just 5.3% of the homeless population seeking services, and only 6.1% of persons in emergency shelters compared to 20.9% of the general population. Seniors as a group accessing coordinated entry are somewhat less likely to be

literally homeless, have higher incomes (\$1,349 vs \$937), with 57% under the Federal Poverty level compared to 78% of all households seeking assistance at the Housing Solutions Center.

When considering the prevalence of disabilities and ages of people entering from sheltered situations, it is helpful to look at developing trends, to evaluate the needs of persons that are being served. Since 2019, the number of people entering shelter with a disability that is long-term or substantially disabling has significantly increased, from 44.5% in 2019 to 62.6% in 2024 for all persons entering shelter.

Individuals entering shelter that are Older, Disabled, or Entering from Places not Meant for Habitation

Share of individuals entering emergency shelter by age, disability status, and place last slept, 2019-2024



Appendix B Figure 4 Source: Kitsap County HMIS, 2019-2024

Racial and Ethnic Disparities

Perhaps the most striking finding in the data is the disproportionate impact of homelessness on BIPOC (Black, Indigenous, and People of Color) communities in Kitsap County.

Black households, for example, are overrepresented in the homeless population by more than four times their share of the general population. Native Hawaiian/Pacific Islander, and American Indian/Alaskan Native/Indigenous households also experience homelessness at rates far exceeding their demographic presence in Kitsap County.

Appendix B Table 2 Racial Disparities (Individuals)

Race	2024 Literally Homeless Individuals seeking assistance (%)	2024 Individuals in Emergency shelters* (%)	2024 Kitsap Census Population (%)	Disparity
Black or African American	9.6%	12.0%	2.0%	4.8x - 6x overrepresented
Native Hawaiian/Pacific Islander	3.7%	4.7%	0.7%	5.3x – 6.7x overrepresented
American Indian/Alaska Native	2.8%	2.9%	1.2%	2.3x – 2.4x overrepresented
Multi-racial	15.6%	15.1%	15.5%	Proportionate
Asian	1.2%	1.3%	5.2%	Underrepresented
White	65.2%	62.4%	72.7%	Slightly underrepresented

Sources: Kitsap County HMIS, 2024; U.S. Census Bureau, ACS 1-year estimates, 2024

*HMIS data excludes demographic information where client “Did not know, Prefers not to answer, and Data not collected”.

Black individuals make up 9.6% of literally homeless persons seeking assistance, 12% of persons in emergency shelters population, which is five to six times their representation in the general Kitsap population. Native Hawaiian and Pacific Islander literally homeless persons seeking assistance are overrepresented by 5 times, and in emergency shelter by over 6 times compared to the Kitsap general population. American Indian/Alaska Native individuals are overrepresented by more than double. These disparities point to systemic inequities that must be addressed through targeted, culturally responsive interventions.

Appendix B Table 3 Ethnic Disparities (Individuals)

Ethnicity	2024 Literally Homeless Individuals seeking assistance (%)	2024 Individuals in Emergency shelters* (%)	% of Kitsap Population
Hispanic/Latinx	8.1%	7.8%	10.1%
Non-Hispanic	91.9%	92.2%	89.9%

Sources: Kitsap County HMIS, 2024; U.S. Census Bureau, ACS 1-year estimates, 2024

*HMIS data excludes demographic information where client “Did not know, Prefers not to answer, and Data not collected”.

Hispanic and Latinx individuals are slightly underrepresented in literally homeless households seeking assistance, and served in emergency shelters. This may reflect underreporting, incomplete information, or the preference not to disclose ethnicity information.

The 2024 data from Kitsap County paints a complex picture of homelessness—one shaped by mental health challenges, substance use, chronic illness, and systemic inequities. While the majority of those experiencing homelessness are single adults, the racial disparities are particularly stark. BIPOC households are significantly more likely to experience homelessness than their white counterparts, pointing to the need for equity-focused interventions to prevent the loss of housing when possible within these groups.

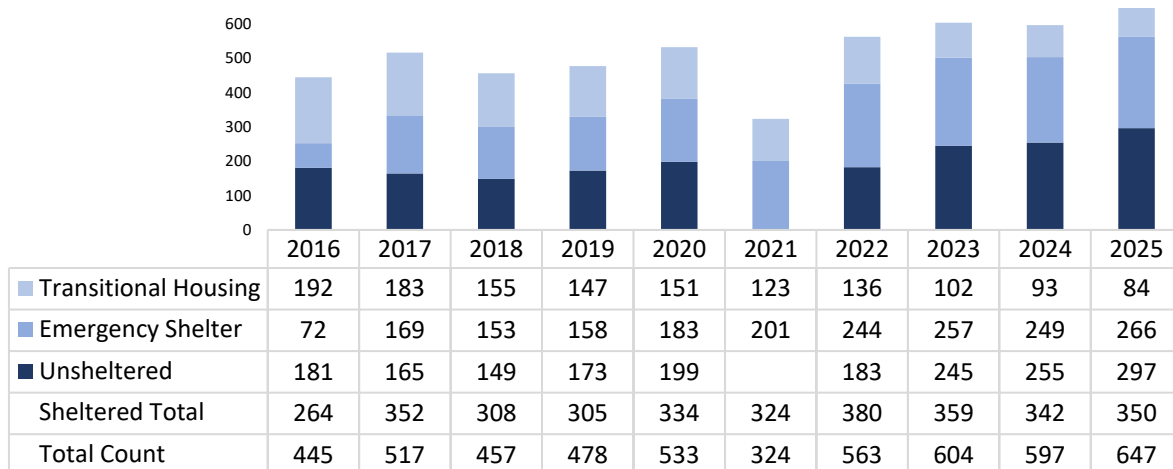
Unsheltered Homelessness

2025 Kitsap County Point-in-Time Count

Kitsap County conducts a Point-in-Time (PIT) Count to assess the scope and characteristics of homelessness in the community. Through direct surveys, the count collects detailed demographic and contextual information of people experiencing unsheltered homelessness.

The 2025 PIT Count identified 297 unsheltered individuals, and 350 individuals were sheltered in emergency shelter or transitional housing programs, described below and “Sheltered”. This indicates a 16% increase in unsheltered homelessness from 2024 and a 19% increase from the average of 250 individuals in the prior 2 years. Of all individuals counted, 54% were in sheltered situations, and 46% were living unsheltered (Kitsap County Dept of Human Services, 2025).

Kitsap County Annual Point-in-Time Count 2016-2025



Appendix B Figure 5 Source: Kitsap County, 2025 Annual Point-in-Time Count Overview - Preliminary Data, 2025

Note that additional shelter beds were in operation from 2021-2025. The unsheltered count was not performed in 2021 due to the COVID-19 pandemic*.

Current City

Efforts were made to survey widely across Kitsap County where households experiencing homelessness were anticipated to be encountered. Participants experiencing unsheltered homelessness (254 households, 297 individuals) were surveyed in the following locations throughout the county. Roughly half of the unsheltered population was surveyed in Bremerton, with the other half spread evenly between North Kitsap, South Kitsap, and Silverdale (Kitsap County Dept of Human Services, 2025).

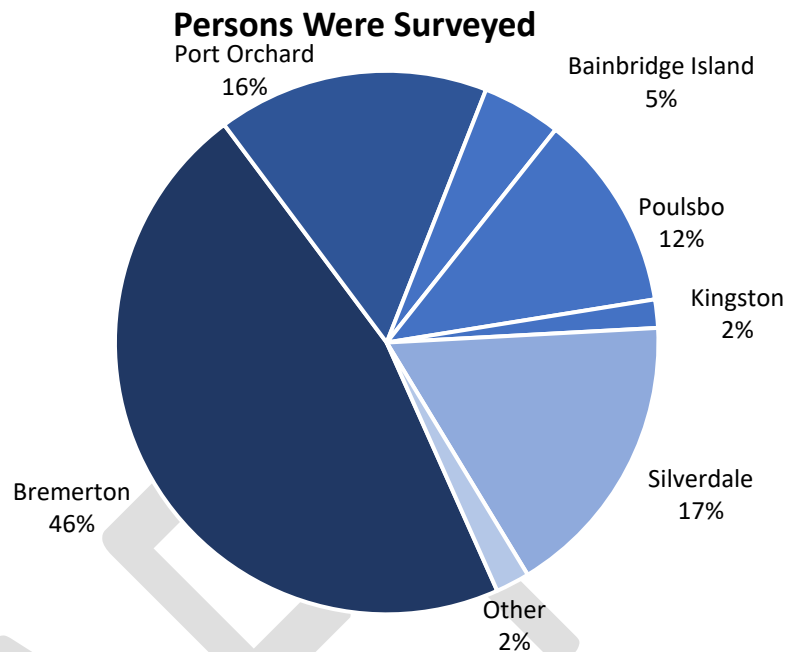
Place of Last Residence

Among those who responded:

- **77.3%** reported their last residence was in Kitsap County
- **14.5%** came from another Washington county
- **8.2%** came from out of state

This data indicates that the majority of unsheltered individuals are local residents who have remained in the cities or areas where they lost their housing (Kitsap County Dept of Human Services, 2025)

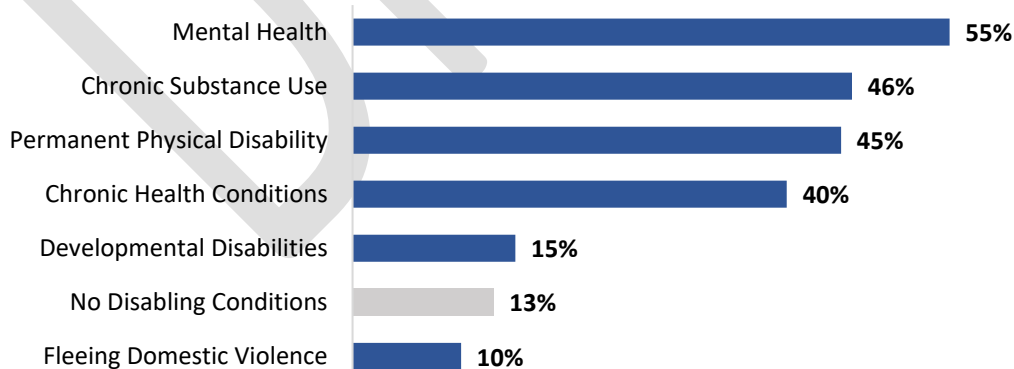
Locations Where Unsheltered



Appendix B Figure 6 Source: 2025 Kitsap County Annual Point-in-Time Count - Preliminary Overview, 2025

Characteristics

When asked about various personal characteristics, 164 unsheltered heads of households (65%) responded. The most common response from survey participants was that they experienced challenges related to mental health, followed by chronic substance use, permanent disability, and chronic health conditions.



Appendix B Figure 7 Source: 2025 Kitsap County Point-in-Time Count Overview - Preliminary Data, 2025

These figures reflect the complex and overlapping health challenges faced by many unsheltered individuals. The high rates of co-occurring mental illness, substance use, and physical disability suggest a need for integrated, trauma-informed care that addresses both behavioral and physical health.

Gender Identity

Among unsheltered heads of household, 62.6% identified as Man (boy if child), while 35.7% identified as Women (girl if child). A small number of respondents identified as transgender or preferred not to disclose their gender identity. This gender distribution reflects proportionally more unsheltered homelessness among men when compared individuals in shelter or transitional housing on the night of the count.

Appendix B Table 4 - Point-in-Time Count 2025: Gender

Gender	Sheltered	Unsheltered
Man (Boy, if child)	164 (50.2%)	186 (62.6%)
Woman (Girl, if child)	130 (39.8%)	106 (35.7%)
Doesn't know, prefers not to answer, data not collected, Transgender, Non-binary	33 (10.1%)	n<11
Source: Kitsap County Dept of Human Services, Housing & Homelessness Division, 2025 Kitsap County Point in Time Count, 2025		

Race and Ethnicity

The racial composition of unsheltered heads of household reveals notable disparities:

Appendix B Table 5 - Point-in-Time Count 2025: Race and Ethnicity

Race	Sheltered:	Unsheltered
White	175 (53.5%)	204 (68.7%)
Black or African American	41 (12.5%)	7 (2.4%)
Asian	3 (0.9%)	1 (0.3%)
American Indian or Alaska Native	4 (1.2%)	11 (3.7%)
Native Hawaiian or Pacific Islander	15 (4.6%)	2 (0.7%)
Middle Eastern/N. African	0 (0%)	0 (0%)
Multi-Racial	45 (13.8%)	17 (5.7%)
Other or prefers not to answer	44 (13.5%)	43 (14.5%)
Ethnicity	Sheltered:	Unsheltered
Hispanic/Latina/e/o	25 (7.6%)	18 (6.0%)
Not Hispanic	302 (92.4%)	279 (94.0%)
Source: Kitsap County Dept of Human Services, Housing & Homelessness Division, 2025 Kitsap County Point in Time Count, 2025		

BIPOC (Black, Indigenous, and People of Color) individuals are disproportionately represented in both sheltered and unsheltered homelessness, though the patterns vary by group and housing status.

- Black individuals are significantly overrepresented in the sheltered population, suggesting that they are accessing emergency or transitional housing at higher rates than other groups. Unsheltered Black individuals were represented in similar proportions to the 2024 Kitsap census.
- Asian individuals are underrepresented in both sheltered and unsheltered populations.
- Multi-racial individuals are somewhat underrepresented in the sheltered population, but more significantly underrepresented in the unsheltered population.
- Native Hawaiian/Pacific Islanders are overrepresented in the sheltered population but aligns with the general population in unsheltered settings.
- Hispanic/Latinx individuals are slightly underrepresented in both the sheltered and unsheltered homeless population compared to their share of the general Kitsap population.

While White individuals make up the majority of both sheltered and unsheltered homelessness, Black, Indigenous, and Multi-racial individuals are generally overrepresented relative to their share of the general population.

Age Distribution

The age range of unsheltered individuals spans from children to seniors, with the majority of individuals both sheltered and unsheltered among working-age adults:

- Children under 18 years of age account for 16% of the sheltered population, and 4% of the unsheltered population, compared to 19.1% of the overall Kitsap population.
- Young adults 18-24 years of age make up 6.3% of persons sheltered during the Count, and 3.7% of unsheltered individuals, compared to 9.0% of the Kitsap population.
- Adults 25-64 years of age made up 83.9% of the unsheltered population during the count, and 59.2% of sheltered persons compared to 51.1% of the general Kitsap population, showing a 1.6x overrepresentation of this group among unsheltered individuals.
- Seniors 65 years of age and older made up 6.5% of the sheltered individuals, and 8.1% of unsheltered individuals, compared to 20.9% of the general population.

Appendix B Table 6 -Point-in-Time Count 2025: Age

Age Groups	Sheltered:	Unsheltered
Under 18 (0–17)	56 (16.0%)	12 (4.0%)
18–24	22 (6.3%)	11 (3.7%)
25–44	94 (26.9%)	137 (46.5%)
45–64	113 (32.3%)	110 (37.4%)
65+	42 (12.0%)	24 (8.1%)
Missing/Not Collected	23 (6.5%)	3 (0.3%)

Source: Kitsap County Dept of Human Services, Housing & Homelessness Division, 2025 Kitsap County Point in Time Count, 2025

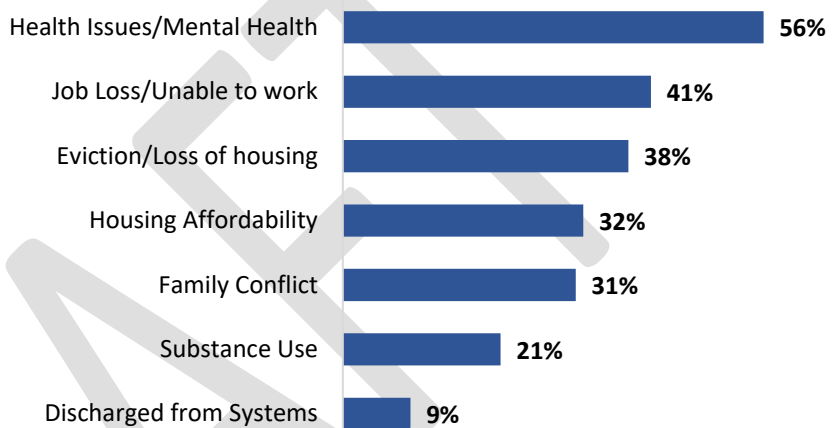
Duration of Homelessness

A majority of unsheltered heads of household, 59% reported being continuously homeless for one year or more, indicating a high rate of chronic homelessness. Chronic homelessness is often associated with more severe health conditions, long-term unemployment, and repeated interactions with emergency services or the criminal justice system.

Causes of Homelessness

Respondents were asked to identify the primary circumstances that led to their homelessness. 146 unsheltered households (57%) responded. The most frequently cited causes among unsheltered heads of household were:

- **Health issues and mental illness** (56.2%)
- **Job loss or inability to work** (41.1%)
- **Eviction or loss of housing** (37.7%)
- **Housing affordability** (32.2%)
- **Family conflict** (30.8%)
- **Substance use** (20.5%)
- **Discharge from systems** such as hospitals or jails (8.9%)



Appendix B Figure 8 Source: Kitsap County Dept of Human Service, Housing & Homelessness Division, 2025 Kitsap County Point in Time Count Overview – Preliminary Data, 2025

These responses reflect the interconnected nature of economic hardship, health instability, and systemic gaps in housing and healthcare. Many individuals experience multiple contributing factors, compounding their risk of homelessness and making recovery more difficult without coordinated support.

The 2025 Point-in-Time Count offers a view into the lives of Kitsap County's unsheltered residents. The data reveals a population facing significant health challenges, economic instability, and systemic barriers to housing. Mental illness, substance use, and chronic health conditions are widespread, and many individuals have been homeless for extended periods.

The causes of homelessness are complex and multifaceted, often involving a combination of job loss, unaffordable housing, health crises, and family breakdown. The overrepresentation of BIPOC individuals points to the need for equity-driven, trauma-informed, and culturally responsive solutions.

Appendix C: Housing Inventory

HMIS Housing Inventory

Inventory Bed/Units based on status as of January 30th, 2025. Number of individuals served during SFY 2025 (July 1 2025-June 30, 2024), based on individual enrollments in HMIS as of October 1, 2025.

Housing Interventions

Emergency Shelter – Entry/Exit: A project that offers temporary shelter (lodging) for people experiencing homelessness in general or for specific populations of people experiencing homelessness. Requirements and limitations may vary by program and will be specified by the funder.

Appendix C Table 1

Agency/Project	Beds on Jan 30, 2025	Individuals Served (SFY25)	Population Served
<i>Continuous Stay Emergency Shelters – emergency housing that provides a short-term stay at no cost. Beds are reserved for residents until they exit the program. Shelter stays typically include housing case management and connections with resources with the goal of securing appropriate permanent housing.</i>			
Catholic Community Services Benedict House	24 ES beds + 3 respite beds	97	single men
Kitsap Community Resources Family Shelter Plus	16	17	families with children
Kitsap Rescue Mission Pacific Building Shelter	75	217	single men, single women, couples, families, and households with pets
St. Vincent de Paul Birkenfeld-Stella Maris House	30	140	single women and women with children
The Coffee Oasis Bremerton Youth Shelter	6	37	youth 16-20 years of age
WA Dept of Veterans Affairs Building 10	5	3	Veterans
Weaver Foundation Georgia Mattson Memorial Shelter	24	100	single women and women with children
YWCA of Kitsap County ALIVE Shelter	13	54	women and families fleeing domestic violence
Motel Vouchers - provides short-term, temporary shelter (lodging) for those experiencing homelessness. Intended to supplement emergency shelter beds.			
Kitsap Community Resources Hotel Vouchers	Varies (9-64) 28 on Jan 30 2025	144	Individuals, couples and families when other beds are not available
The Salvation Army Motel Assistance	Varies (0-47) 42 on Jan 30 2025	152	families or shelter overflow when beds are not available

Emergency Shelter – Night-by-Night: Used by some high-volume shelters and shelters where a significant proportion of clients spend a night at the shelter as needed on an irregular basis.

Appendix C Table 2

Agency/Project	Beds on Jan 30, 2025	Individuals Served (SFY25)	Population Served
<i>Drop-in Shelters – Emergency housing that provides a short-term stay at no cost. Beds are not reserved for multiple days but are made available on an individual night basis.</i>			
The Salvation Army Winter Emergency Shelter (temporarily extended year-round)	70	1030	single men, single women, families, and pets

Transitional Housing: A project that provides temporary lodging and is designed to facilitate the movement of individuals and families experiencing homelessness into permanent housing within a specified period of time, but no longer than 24 months. Requirements and limitations may vary by program and will be specified by the funder.

Appendix C Table 3

Agency/Project	Beds on Jan 30, 2025	Individuals Served (SFY25)	Population Served
<i>Subsidized housing for up to 2 years with rent typically set at no more than 30% of client's income. Case management services are included to prepare individuals to obtain housing and live self-sufficiently.</i>			
Kitsap Community Resources Transitional Housing	28	24	families with children
Kitsap Community Resources Supportive Housing	24	12	families with children
West Sound Treatment Center Fuller House	10	20	women and women with children in recovery from addiction
West Sound Treatment Center Lighthouse for Men	6	18	single men in recovery from addiction
WA Dept of Veterans Affairs Building 10 Transitional Housing	48	55	veterans
YWCA of Kitsap County Transitional Housing Programs	14	16	Single women and women with children that are fleeing domestic violence or survivors

PH – Permanent Supportive Housing: A project that offers permanent housing and supportive services to assist people experiencing homelessness with a disability (individuals with disabilities or families in which one adult or child has a disability) to live independently.

Appendix C Table 4

Agency/Project	Beds on Jan 30, 2025	Individuals Served (SFY25)	Population Served
<i>Permanent subsidized housing serves individuals or households in need of ongoing supportive services and assistance such as people with mental health issues, substance abuse disorders, physical disabilities, or more than one of these.</i>			
Agape Unlimited Sisyphus II	50	96	Low-income, homeless or chronically homeless, disabled individuals and families in recovery from addiction
Kitsap Community Resources Permanent Supportive Housing for Chronically Homeless Families (PSH CHF)	15	28	Chronically homeless families
Kitsap Mental Health Services Pendleton Place	36	40	Chronically homeless adults with a permanent disability
Kitsap Mental Health Services HK Partnership	4	5	Homeless persons with a mental health disability

PH – Permanent Housing with Services (no disability required for entry): A project that offers permanent housing and supportive services to assist people experiencing homelessness to live independently but does not limit eligibility to individuals with disabilities or families in which one adult or child has a disability.

Appendix C Table 5

Agency/Project	Beds on Jan 30, 2025	Individuals Served (SFY25)	Population Served
<i>Permanent subsidized housing that serves low-income individuals or households without a disability, but who need ongoing supportive services and assistance.</i>			
Catholic Community Services Max Hale Center	33	42	Income eligible single adults
Kitsap Community Resources Housing Assistance Program	80	79	Households with project based vouchers
YWCA of Kitsap County Morrow Manor	24	28	Women with children fleeing domestic violence

PH – Housing Only: A project that offers permanent housing for people experiencing homelessness but does not make supportive services available as part of the project.

Appendix C Table 6

Agency/Project	Beds on Jan 30, 2025	Individuals Served (SFY25)	Population Served
Kitsap Homes of Compassion Shared Housing	30	56	Low-income single adults

PH – Rapid Re-Housing: A permanent housing project that provides housing relocation and stabilization services and/or short and/or medium-term rental assistance as necessary to help an individual or family experiencing homelessness move as quickly as possible into permanent housing and achieve stability in that housing.

Appendix C Table 7

Agency/Project	Individuals Served (SFY25)	Population Served
<i>Helps to quickly move households from homelessness into permanent housing by providing move in assistance, temporary rent subsidies, and housing-focused case management.</i>		
Catholic Community Services Housing and Essential Needs (HEN)	247	Homeless low-income adults unable to work, with a disability
Catholic Community Services Supportive Services for Veteran Families (SSVF)	86	Homeless veterans and their families
Kitsap Community Resources Recovery Outreach and Stabilization Team (ROAST)	50	Homeless adults and families with chemical dependency or mental illness
Kitsap Community Resources Rapid Rehousing	37	Homeless households
Kitsap Community Resources Supportive Housing	36	Homeless households
Olive Crest Independent Youth Housing Program (IYHP)	6	Young adults transitioning from systems of care.
Olive Crest Foster Youth to Independence (FYI) Rental Assistance	2	Youth exiting foster care age 16 or older
Olive Crest Independent Living Skills (ILS) Rental Assistance	1	Youth exiting foster care
YWCA of Kitsap County CoC Rapid Rehousing	6	Homeless domestic violence survivors

Homelessness Prevention: A project that offers services and/or financial assistance necessary to prevent a person from entering an emergency shelter or place not meant for human habitation.

Appendix C Table 8

Agency/Project	Individuals Served (SFY25)	Population Served
<i>Targeted prevention resolves imminent homelessness with housing-focused case management and temporary rent subsidies.</i>		
Catholic Community Services Housing and Essential Needs (HEN)	131	low-income adults unable to work, with a disability
Catholic Community Services Supportive Services for Veteran Families (SSVF)	18	Homeless veterans and their families
Kitsap Community Resources Eviction Prevention	678	low-income households, with a focus on marginalized communities
Kitsap Community Resources Veterans Rent Assistance	5	Veterans at risk of losing housing
Kitsap Community Resources Recovery Outreach and Stabilization Team (ROAST)	507	adults and families with chemical dependency or mental illness
North Kitsap Fishline Homelessness Prevention	17	adults and families in service area
Olive Crest Foster Youth to Independence (FYI) Rental Assistance	13	Youth exiting foster care who are at-risk of becoming homeless at age 16 or older
Olive Crest Independent Youth Housing Program (IYHP)	14	Young adults transitioning from systems of care
Olive Crest Independent Living Skills (ILS) Rental Assistance	5	Youth exiting foster care

Services Only - A project that offers only Housing Project or Housing Structure Specific or Stand-Alone supportive services (other than Street Outreach or Coordinated Entry) to address the special needs of participants.

Appendix C Table 9

Agency/Project	Individuals Served (SFY25)	Population Served
<i>Provides supportive services to help homeless or unstably housed individuals meet basic needs, seek employment, participate in training programs, and to address barriers to housing or engagement in services.</i>		
Foundation for Homelessness and Poverty Management Homeless Supportive Services	21	People experiencing homelessness
Kitsap Homes of Compassion Housing Case Management	53	People in KHOC housing
Kitsap Mental Health Services Young Adult Support Services	18	Homeless youth and young adults up to 24 years of age
North Kitsap Fishline Supportive Services	52	People experiencing homelessness
The Coffee Oasis Homeless Youth Services	204	Youth and young adults experiencing homelessness
The Salvation Army Homeless Supportive Services	703	People experiencing homelessness
WA Dept of Veterans Affairs Housing Retention Program	19	Veterans

Coordinated Entry: A project that administers the CoCs centralized or coordinated process for assessment and referral of individuals and families seeking housing or services, including the use of a comprehensive and standardized assessment tool.

Appendix C Table 10

Agency/Project	Individuals Served (SFY25)	Population Served
<i>Connects households that are homeless or at risk of homelessness to appropriate housing interventions at one-stop housing resource offices located across the county.</i>		
Kitsap Community Resources Housing Solutions Center (CE Offices and Outreach)	3,690	Literally homeless or at-risk of homelessness

Other Projects - A project that offers services, but does not provide lodging, and cannot otherwise be categorized as another project type. Includes Non-Housing Inventory (NHI) projects.

Appendix C Table 11

Agency/Project	Individuals Served (SFY25)	Population Served
<i>Projects that offer services, or do not meet all the required elements as defined in other housing intervention types, or cannot otherwise be classified as another project type.</i>		
Eagles Wings Coordinated Care Transitional Housing NHI	191	Adults with mental health or chemical dependency
Kitsap Homes of Compassion Housing First	128	Adults in recovery from substance use disorder
Kitsap Community Resources Community Behavioral Health Rental Assistance (CBRA)	100	Individuals and households with complex behavioral health needs.
Kitsap Mental Health Services Permanent Supportive Program	83	Very low-income individuals and families with a mental health diagnosis
Northwest Hospitality Supportive Services	50	Individuals and households who are experiencing housing insecurity or homelessness
Olive Crest ILS Case Management Only	29	Youth exiting foster care
Kitsap Mental Health Services Housing Stability for Youth in Courts (H-SYNC)	28	Youth who are homeless or at-risk of homelessness and are involved in the juvenile court system.
Agape Unlimited Koinonia Inn	27	Pregnant, parenting, and postpartum women in substance use disorder treatment or recently completed treatment
Housing Resources Bainbridge Permanent Affordable Housing	8	Adults earning less than $\leq 50\%$ AMI

Appendix D: Housing Element Background, Goals, and Challenges

Housing Element Development and Regional Coordination

In October 2022, the Kitsap Regional Coordinating Council (KRCC) adopted growth targets for population and employment growth through 2044. These targets are consistent with the Growth Management Act (GMA) and VISION 2050, the regional plan adopted by the Puget Sound Regional Council, see Appendix D Table 2 (Kitsap Regional Coordinating Council, 2024)

Local governments mainly do not provide housing directly. Typically, private developers produce most housing units in a jurisdiction. Local governments set the conditions in place to encourage the market to develop housing affordable to all members of the community.

Unincorporated Kitsap County has had stable population growth over the past two decades. Much of the growth is driven by the County's location in the Central Puget Sound and its relative proximity to jobs in King, Pierce, and Snohomish Counties, as well as Naval Base Kitsap. This said, Kitsap County has also increased its job base over the past two decades as well (Kitsap County Comprehensive Plan, 2024, p. 110).

Kitsap County is projected to gain 70,747 residents between 2020 (275,611) and 2044, for a total estimated population of approximately 346,358 persons (Kitsap County Comprehensive Plan, 2024, p. 112).

Goals to meet the development of Emergency Housing and Permanent Supportive Housing

Unincorporated Kitsap County Goals:

- Housing Policy 8.1 - Increase opportunities for expanded housing options and supportive services for people in foster care, group homes, emergency housing or shelters, or experiencing homelessness.
- Housing Policy 8.2 - Identify and remove regulatory barriers to alternative housing models for people experiencing housing insecurity or homelessness.
- Housing Policy 8.3 - Coordinate Housing Authorities, nonprofit builders, and social services providers to create additional permanent supportive housing units in an effort to meet projected need from the Commerce Housing for All Planning Tool (HAPT) and expand service options for Kitsap residents who have significant barriers to independent, stable housing.
- Housing Policy 8.7 - Coordinate with tribes, jurisdictions, agencies, and community organizations the provision of emergency housing and shelters where needed, understanding that emergency needs will vary depending on the impacted individual/s and the situation.

- Housing Policy 8.a - Support a Housing First model for chronically unsheltered individuals (Kitsap County Comprehensive Plan, 2024, pp. 130-131).

Poulsbo Comprehensive Plan Goals:

- Policy HS-1.14 - Support agency and nonprofit organizations in the creation of housing opportunities to accommodate the homeless, elderly, physically or mentally challenged, and other segments of the population who have special needs.
- Policy HS-1.15 - Encourage and support the development of emergency, transitional and permanent supportive housing with appropriate on-site services for persons with special needs (2024 City of Poulsbo Comprehensive Plan: Chapter 7. Housing, 2025, p. 5).

Bremerton Comprehensive Plan Goals:

- H2 (E) Support efforts to provide a variety of housing options such as:
 - Emergency group housing, homeless shelters and short-term housing to meet the needs of those in lower income categories.
 - Encourage and support the development of emergency, transitional and permanent supportive housing with appropriate on-site services for persons with special needs and vulnerable populations.
- H3 (E) Eliminate unnecessary regulatory impediments to the development of affordable housing.
- H3 (G) Support agency nonprofit organizations in the creation of housing opportunities for homeless, elderly, physically or mentally challenged, and other segments of the population who have special needs (Bremerton 2044 Comprehensive Plan, 2025a, pp. 49-50).

Port Orchard Comprehensive Plan Goals:

- Policy HS-5 Support the development of housing and related services that are provided by regional housing programs and agencies for special needs populations, especially the homeless, children, the elderly, and people with mental or physical disabilities.
- Policy HS-6 Coordinate with other public entities, nonprofits, and religious organizations to preserve and facilitate development of permanent supportive housing, emergency shelters, and emergency housing.
- Policy HS -29 Strengthen coordination between the City, county, and service providers to provide homelessness support service and outreach. Adopt a Housing First approach (Destination 2044: Port Orchard Comprehensive Plan December 2024 Update, 2024a, pp. 52-54).

Challenges and Risks of Residential Development in Kitsap County

As part of the ECONorthwest Affordable Housing Report (ECONorthwest, 2020a), a number of challenges and risks have been identified which related to development that has not been occurring in Kitsap County. Below is a table of the challenges and risks identified in 2020. Some of the

challenges noted below around zoning have been addressed by code changes within jurisdictions, and the requirements of the GMA.

Appendix D Table 1 - Challenge/Risk of Residential Development in Kitsap County

Goal	Challenge/Risk
Stay in Affordable Housing	Spillover demand from economic growth in Seattle and the underproduction of housing in Kitsap causes rent growth, low vacancy, and high displacement risk for Kitsap residents
	High housing prices lock low-income residents out of homeownership and wealth building opportunities
	Expensive home repairs can prevent people from remaining in their homes as needs change
	Many mobile homes are sitting on valuable land and could be at risk of displacement if land prices create pressure to redevelop
	Outside of the government and healthcare sectors, there are few high-paying private sector jobs in Kitsap County, which can limit income growth and upward economic mobility for residents
	Housing near ferries is largely single family, limiting the ability for renter households (who are often lower income) to access high-paying jobs throughout the region
	Access to transit is limited and reduces access to high paying jobs throughout the region
Encourage the development of more affordable housing	Kitsap County jurisdictions lack sufficient funding to leverage affordable housing funding applications
	Affordable housing developers are generally operating at capacity and lack training or staff to increase development capacity
	Construction costs are just as high in Kitsap County as elsewhere, making development of affordable housing difficult
	Few development opportunities exist on larger lots, which are attractive to high density development. Kitsap County has largely already been divided into parcels
	Many unincorporated areas lack infrastructure, and the costs of mitigation make affordable housing development prohibitive
	Zoning can be a barrier to affordable housing development by disallowing higher density development
	Jurisdictions in Kitsap County do not offer many zoning incentives to encourage affordable housing
	NIMBYs can stall or delay affordable housing development
	Remaining infill lots are generally difficult and costly to develop compared to greenfield development
	Parking shortages can drive up the cost of new housing development by requiring off-street parking stalls
Grow housing supply and options	Construction costs are just as high in Kitsap County as elsewhere, making development of higher density housing difficult
	Few development opportunities exist on larger lots, which are attractive to high density development. Kitsap County has largely already been divided into parcels
	Many unincorporated areas lack infrastructure, and the costs of mitigation make higher density housing development prohibitive
	Zoning presents a barrier to development by disallowing higher density development, disallowing secondary units in high-demand areas or along transit lines, or by requiring lots to be built to the maximum size or subdivided
	Jurisdictions in Kitsap County are not offering many zoning incentives to encourage the types of housing needed
	Remaining infill lots are generally difficult and costly to develop compared to greenfield development
	NIMBYs can stall or delay multifamily or higher density housing
	There are few good examples of alternative housing types (e.g. ADUs or “missing middle” housing) for developers new to Kitsap County
	Moratoriums on new development are not helpful for achieving housing needs
	There are many second homes and vacation homes in Kitsap County, reducing the overall supply of housing and buildable land
	The presence of Naval Base Kitsap increases housing demand without providing tools, funding, or incentives for housing or parking in the area
Source: (ECONorthwest, 2020b)	

Barriers to Emergency Housing and PSH

Kitsap County has identified that there is sufficient capacity for development of emergency housing and permanent supportive housing, however, there have been some barriers identified.

- **Bremerton:** Specific barriers and gaps to our community’s capacity to assist all people who are homelessness have been identified. These barriers and gaps are the underlying causes of Kitsap’s inability to meet the needs of all homeless residents at this time. They include: insufficient funding; limited housing stock capacity; increased demand and services, and in providers’ ability to expand service provision (Bremerton 2044 Comprehensive Plan Section 8.2 Housing Appendix, 2025b, p. 22).
- **Poulsbo:** Issues include maintaining the quality of existing neighborhoods, encouraging the availability of affordable housing for all economic segments, and encouraging creative solutions to housing issues through flexible development standards and quality design (2024 City of Poulsbo Comprehensive Plan: Chapter 7. Housing, 2025).
- **Port Orchard:** Does not have any emergency services that are provided by regional housing or emergency shelter for homeless programs and agencies for special needs individuals. Supportive and group housing for populations, especially the homeless, children, people with mental or physical disabilities also the elderly, and people with mental or physical appears limited... (Appendix H - Port Orchard Housing Action Plan, 2024b, p. 69)
- **Unincorporated Kitsap County:** The analysis for Unincorporated Kitsap County highlights additional actions proposed to address barriers including: reductions and standardization in parking requirements, the need to have a definitions and standards for PSH and additional code to clarify rules for PSH and indoor shelters, and to address office space within these structures which currently would identify these projects as mixed-use (Kitsap County Comprehensive Plan, 2024).

Housing Allocation Table (Through 2044)

Appendix D Table 2 (Kitsap Regional Coordinating Council, 2024)

			Permanent Housing Needs by Income Level (% of Area Median Income)							
			0 – 30%							
		Total	Non-PSH*	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%	Emergency Housing** Needs (Temporary)
Unincorporated Kitsap County	Estimated Housing Supply (2020)	69,987	1,802	8	7,335	21,046	13,531	7,815	18,450,	153
	Allocation (2020-2044)	14,498	2,768	1,214	2,376	1,996	1,028	1,012	4,103	612
Bainbridge Island city	Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578	0
	Allocation (2020-2044)	1,977	377	166	324	272	140	138	560	83
Bremerton city	Estimated Housing Supply (2020)	18,351	1,346	106	3,030	8,960	2,496	879	1,534	316
	Allocation (2020-2044)	9,556	1,824	800	1,566	1,316	678	667	2,705	403
Port Orchard city	Estimated Housing Supply (2020)	6,209	288	0	619	2,051	1,246	717	1,288	11
	Allocation (2020-2044)	4,943	944	414	810	680	351	345	1,399	209
Poulsbo city	Estimated Housing Supply (2020)	5,116	356	0	422	1,062	915	594	1,767	1
	Allocation (2020-2044)	1,977	377	166	324	272	140	138	560	83

Data Source: Kitsap Regional Coordinating Council, Kitsap Countywide Planning Policies, March 11, 2024.

Appendix E: Plan Development

Notice of Plan Development

FOR IMMEDIATE RELEASE

February 10, 2025

Kitsap County Seeks Community Input for New 5-Year Homeless Housing Plan

KITSAP COUNTY, Wash. — Under the direction of the Washington Department of Commerce, the Housing and Homelessness Division of Kitsap County is launching the development of its new five-year Homeless Housing Plan. This comprehensive initiative aims to make homelessness a rare, brief, and one-time occurrence in Kitsap County through an efficient and effective homeless response system.

"Every resident deserves a safe and stable place to call home. This planning process will help us identify gaps in our current system and develop targeted strategies to better serve our community's most vulnerable members," said Housing and Homelessness Program Manager Carl Borg.

The county is actively seeking community volunteers to participate in this crucial planning process. A dedicated committee will meet six to eight times before April to help develop survey questions and identify key areas of concern within the community.

"Community input is vital to creating an effective plan that truly addresses the needs of our unhoused neighbors," said Human Services Director Doug Washburn. "We need diverse perspectives and experiences to build a long-term strategy that works for everyone."

The planning process will incorporate multiple opportunities for input, beginning with the formation of a committee to outline the plan and create a community survey. This collaborative approach ensures that the final plan reflects the diverse needs and perspectives of Kitsap County residents.

"Our community's strength lies in our ability to work together toward common goals. Housing stability is fundamental. This five-year plan will serve as our roadmap for creating lasting change in Kitsap County," said Christine Rolfes, chair of the Kitsap County Board of Commissioners.

Community members interested in contributing to this important initiative are encouraged to contact Carl Borg at ceborg@kitsap.gov.

Last updated in 2019, the current Homeless Crisis Response and Housing Plan has provided a strong foundation for the County's efforts to address homelessness. The plan is expected to build upon existing strategies while incorporating new approaches to meet current challenges.

For more information, visit: <https://www.kitsapgov.com/hs/Pages/HH-Housing-and-Homelessness-Landing.aspx>.

###

About Kitsap County

Located in Washington, [Kitsap County](#) is home to over 270,000 residents across 566 square miles, making it the seventh-largest county in the state. Bordered by the Hood Canal and Puget Sound, Kitsap offers residents, businesses, and visitors a stunning natural beauty and a unique blend of urban amenities and rural charm. The county includes the cities of Bremerton, Port Orchard, Poulsbo, and Bainbridge Island, as well as many unincorporated communities.

Kitsap County is led by a three-member Board of Commissioners that is committed to providing high-quality services and amenities that enhance the quality of life for all residents while fostering economic growth, environmental conservation, and sustainable development.

For more information about Kitsap County services and initiatives, visit www.kitsap.gov or follow us on social media [@KitsapWa](#).

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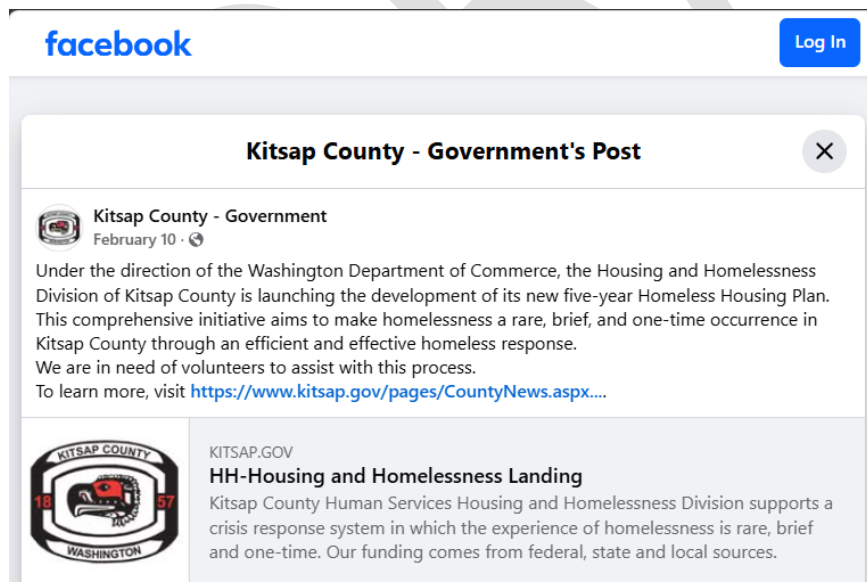
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Community Input Survey Notice

Community Input Needed to Update 5-Year Homeless Housing Plan

Kitsap County sent this bulletin at 07/25/2025 05:11 PM PDT

[View this as a webpage](#)



Kitsap County News

FOR IMMEDIATE RELEASE

July 25, 2025

Community Input Needed to Update 5-Year Homeless Housing Plan

PORT ORCHARD, Wash. – The [Housing and Homelessness Division of Kitsap County](#) is requesting community participation in updating its five-year [Homeless Housing Plan](#) through a public survey available now through Monday, Aug. 11.

The comprehensive plan aims to work together as a community to make homelessness a rare, brief, and one-time occurrence in Kitsap County through an efficient and effective homeless response system. Community input is essential to developing strategies that address local needs and leverage available resources effectively.



"Community engagement is critical to the success of our homeless housing plan," said Carl Borg with Kitsap County's Housing and Homelessness Division. "We need to hear from residents, service providers, business owners, and community leaders to ensure our approach reflects the priorities and insights of those who live and work in Kitsap County."

The survey provides an opportunity for residents to share their perspectives on current homeless services, identify gaps in the system, and suggest improvements for the county's response strategy. Input gathered will directly inform policy decisions and resource allocation over the next five years.

The updated plan will build upon previous efforts while incorporating new approaches to address evolving challenges in the region's homeless response system.

Community members are encouraged to complete the survey by the Aug. 11 deadline. Take the survey, [here](#):

[Homeless Housing Plan 2025 Update: General Population Survey Questions](#)

###

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Links in this document

Housing and Homelessness Division of Kitsap County / <https://www.kitsap.gov/hs/Pages/HH-Housing-and-Homelessness-Landing.aspx>

Homeless Housing Plan / <https://www.kitsap.gov/hs/Pages/HH-Homeless-Crisis-Response-and-Housing-Plan.aspx>

Homeless Housing Plan 2025 Update: General Population Survey Questions / <https://www.cognitofrms.com/KitsapCounty1/HomelessHousingPlan2025UpdateGeneralPopulationSurveyQuestions>

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Notice of 30 Day Public Comment Period

To be released....

Notice of Public Hearing

To be released....

Community and Provider Input

Community Input Survey

As part of the development of Kitsap County's 5-Year Homeless Housing Plan, the Housing and Homelessness Division of the Kitsap County Department of Human Services conducted a General Population Survey to gather community input on homelessness. The survey was conducted from July 24, 2025, to August 11, 2025, and was designed to gather community input to:

- Assess public perceptions of homelessness in Kitsap County
- Understand the community's awareness of available services
- Identify perceived causes of homelessness
- Gauge support for various housing and service interventions
- Collect demographic data to compare with census benchmarks
- Inform the 5-Year Plan Task Force Committee on public priorities and receptiveness to proposed strategies

Survey Distribution

To ensure broad community participation, the survey was distributed through:

- Kitsap County's GovDelivery Public Mailing List, reaching all County subscribers
- The Kitsap Housing and Homelessness Coalition Group, a network of service providers, advocates, and stakeholders

These channels helped engage both the general public and individuals with experience or involvement in homelessness services.

Data Analysis Plan

Survey data was imported into SPSS and vetted for accuracy prior to data analysis

The following analyses will be conducted:

Frequency tables for every quantitative variable, including custom tables for variables with multiple items, thereby showing the relative ranking of items on the response scale for such multi-item variables. These frequency tables will be useful for summarizing the survey results and for creating charts and/or tables for the final plan report.

Bivariate crosstabulations to identify statistically significant relationships between variables.

Identifying statistically significant relationships may provide important insights that may inform the final plan.

General Population Survey Key Findings Summary

Sample Characteristics

- **Total Responses:** 400
- **Margin of Error:** $\pm 5\%$
- **Residency:** 59% have lived in Kitsap County for 20+ years

- **Geographic Distribution:**
 - Central Kitsap: 58%
 - North Kitsap: 23%
 - South Kitsap: 19%
- **Housing Status:** 80% own their home; 16% rent
- **Lived Experience:** 19% have experienced homelessness
- **Demographics Compared to Census:**
 - **Gender:** 69% female (vs. 49% countywide)
 - **Age:** 46% are 65+ (vs. 20% countywide)
 - **Race/Ethnicity:** 87% white (vs. 75% countywide)
 - **Income:** Closely aligned with county averages

Key Findings

Perceptions of Homelessness

Increase in Homelessness: 63% observed an increase in homelessness over the past year

More likely among long-term residents, females, and lower-income respondents

Seriousness of the Issue: 83% view homelessness as a somewhat or very serious problem

Especially among females, younger individuals, lower-income households, and those with lived experience.

Community Impacts

Most respondents believe homelessness negatively impacts their community, especially in terms of: Quality of life, Strain on emergency services, Safety, Crime rates.

Awareness of Services

83% are aware of services for people experiencing homelessness. Awareness correlates with greater support for solutions like legal tent areas with services and RV/mobile home parks.

Support for Housing and Service Solutions

Most Supported Solutions:

1. Emergency shelter services
2. Permanent supportive housing (especially among females)
3. Transitional housing
4. Rent subsidies

Moderately Supported Solutions:

Tiny House Villages, RV/mobile home parks, Safe parking sites, and Legal tent areas with services.

Support stronger among younger, lower-income, and female respondents for these interventions.

Least Supported:

Legal tent areas without services

Community Priorities for the Next 5 Years

Strongest agreement for establishing or expanding:

- Job training and employment programs
- Mental health counseling
- Veteran support programs

- Addiction treatment and recovery
- Youth and young adult services
- Permanent supportive housing
- Outreach to unsheltered individuals
- Support for historically underserved populations

Moderate agreement for:

- Eviction prevention programs
- More temporary shelters
- Funding to help low-income households stay housed

Provider Input Survey

To inform the 2025 update to Kitsap County's 5-Year Homeless Housing Plan, the Housing and Homelessness Division conducted a provider survey from August 10 to August 25, 2025. The goal was to gather frontline insights on system gaps, housing solutions, and strategies aligned with the plan's five objectives.

The survey was distributed to:

- Kitsap County Housing & Homelessness Division contractors
- By & For organizations
- Kitsap Housing and Homelessness Coalition Group members

Sample Characteristics

Survey Participation

34 providers responded

Represented 20+ organizations, including emergency shelter providers, transitional and permanent housing providers, substance use treatment providers, mental health providers, and homeless outreach services.

56% had lived experience of homelessness

Majority had 1–5 years of experience in the field

Respondents included case managers, outreach workers, and program leads

Key Findings, Summarized by Objective

Objective 1: Promote an Equitable, Accountable, and Transparent System

Embed equity through language access, tailored services, and geographic fairness

Elevate lived experience in planning and decision-making

Improve accountability with performance-based funding and public dashboards

Strengthen coordination across sectors and improve communication

Enhance accessibility through user-friendly tools and expanded outreach

Objective 2: Strengthen the Homeless Services Workforce

Increase wages and benefits to retain staff

Expand staffing and create new roles to meet demand

Invest in training (e.g., trauma-informed care, de-escalation)

Prioritize mental health and wellness for frontline workers
Build inclusive pipelines, including hiring people with lived experience

Objective 3: Prevent Homelessness Whenever Possible

Expand rental and financial assistance before crisis hits
Strengthen eviction prevention and legal support
Increase affordable and supportive housing
Address root causes with wraparound services
Improve early intervention through cross-sector collaboration

Objective 4: Prioritize Based on Barriers and Risk

Use data-driven prioritization based on vulnerability (e.g., chronic homelessness, DV, disability)
Fast-track those with urgent health or safety needs
Focus on prevention and housing retention
Prioritize equity and include people with lived experience in system design

Objective 5: House Everyone in a Stable Setting

Expand diverse housing options (tiny homes, shared housing, PSH)
Increase wraparound housing with on-site support
Use individualized housing plans through coordinated entry
Improve system coordination and accountability
Fund housing through sustainable, equitable sources

Identified Gaps in the Homeless Crisis Response System**Providers identified several critical gaps that hinder progress:**

Inadequate housing options, especially supportive, low-barrier, and family housing
Insufficient mental health and substance use services, particularly for high-needs individuals
System navigation challenges, including long waitlists, limited access points, and language/tech barriers
Geographic disparities, with services concentrated in Bremerton
Chronic underfunding and lack of political will to prioritize homelessness solutions

Additional gaps included:

Lack of housing for youth exiting systems, people with pets, and those needing hygiene access
Underrepresentation of lived experience in planning and decision-making

Lived Experience Input Survey Summary

To ensure the 5-Year Plan reflects the needs of those most impacted by homelessness, a survey was conducted to gather input from individuals with lived experience. The survey aimed to:

- Identify effective housing solutions and support services.
- Gain input from people with lived experience about their suggestions to help people experiencing homeless or at risk of homelessness to obtain or retain housing.
- Inform the task force committee's strategy development and public engagement.

The survey was open from August 25 to September 8, 2025, and was distributed through Housing & Homelessness Division contractors to reach individuals with lived experience of homelessness.

Survey Participation

- Total Respondents: 25
- Residency in Kitsap County:
 - 56% lived in the county for more than 5 years
 - 44% lived in the county for 5 years or less

Key Findings

Top-Rated Housing Solutions (Avg. rating out of 5):

- Rent subsidies & emergency shelter: 4.92
- Transitional & permanent supportive housing: 4.84
- Tiny House Villages (long-term): 4.80

Top Priorities for Service Expansion

- Permanent housing with supports: 4.80
- Mental health & youth services: 4.72
- Job training, eviction prevention, and addiction recovery: 4.5+

Themes of Open-Ended Responses

- Affordable Housing: Strong demand for more affordable housing, reduce rents, increase subsidies, and lower application barriers.
- Financial Stability: Support with income, improve job access and wages, support for people upon reentry from incarceration.
- Supportive Services: Centralized navigation to guide through services and connect to housing, tailored programs for people with disabilities and long-term homelessness.
- Lived Experience Inclusion: Employ peers in outreach and service roles, which can improve trust and effectiveness of outreach.
- Compassionate Approach: Emphasize empathy and patience over punitive practices.
- Policy Change: Advocate for public housing rather than for-profit landlords and more protections from predatory landlords.

Homeless Housing Task Force and Stakeholders

Invitation List

Individuals with lived experience of homelessness (not including those already participating as members of the local homeless housing task force)

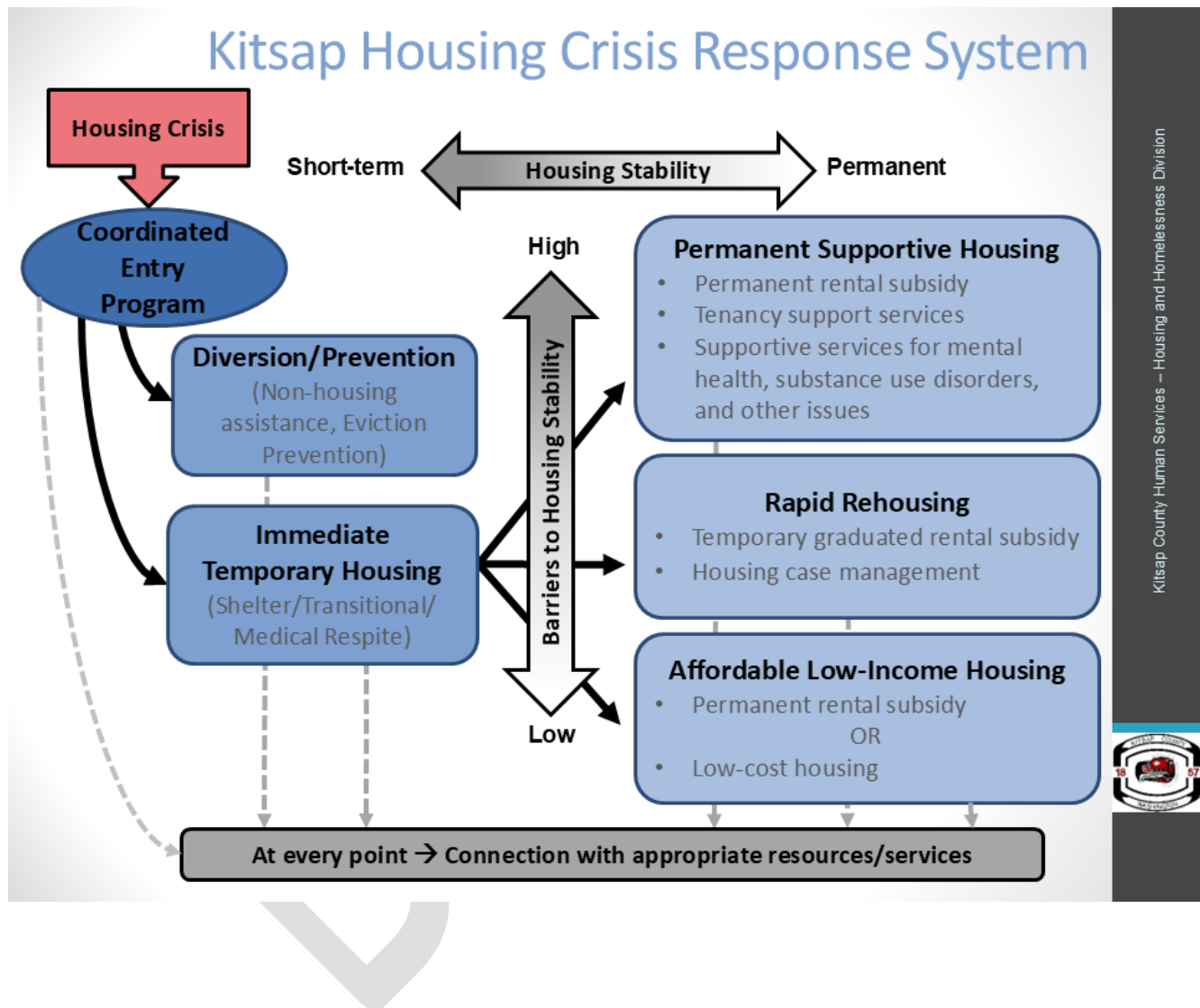
- A representative of a Behavioral Health Administrative Service Organization OR a Managed Care Organization - 4 invited
- A representative from a By and For organization within the local government's jurisdiction - 4 invited
- Emergency shelter operators - 8 invited
- Domestic violence/sexual assault shelter and housing providers - 2 invited
- Homeless outreach providers - 8 invited

- Rental subsidy administrators - 2 invited
- Permanent Supportive Housing providers and operators - 2 invited
- Coordinated entry staff - 4 invited
- Government - 6 invited
- Community - 10 responded to notice of plan development for participation
- Individuals with lived experience of homelessness (not including those already participating as members of the local homeless housing task force) – 5 invited, 3 responded

DRAFT

Appendix F: Infographics and Additional Materials

Homeless Crisis Response System Graphic



Homelessness in Kitsap County

Homelessness in Kitsap County

Countywide 2024



2,860

Kitsap County households **requested housing assistance** in 2024 (Housing Solutions Center)



748

Homeless or unstably housed children counted by Kitsap School Districts in school year '24-'25²



597

People without a home counted in a 24-hour period in Kitsap County during the 2024 Point-in-Time Count¹

1,117

literally homeless households

532

were households with children (1,027 children total)

259

households reported they were homeless without permanent housing for 1 year or longer

78%

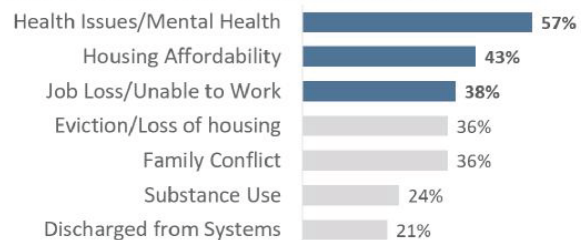
of households were below Federal Poverty Level

\$937

average monthly income for households seeking housing assistance at the HSC

Causes of Homelessness

2024 Point-in-Time Count - Countywide



Kitsap Rents Outpacing Wages



* Affordable here is considered as paying no more than 30% of income towards rent per month
FMR - Fair Market Rate
Source: 2024 Out of Reach Report



High Rents Each Year

\$1,716

Average rent per unit in Kitsap County Sept 2024. An increase of **18%** since Sept 2019.

Source: <https://kcowa.us/kchhd-data>

¹ Includes Unsheltered (255) and Sheltered (342)

² Report Card Enrollment 2024-25 School Year - Preliminary from <https://ospi.k12.wa.us/data-reporting/data-portal>



Kitsap County Department of Human Services

Housing & Homelessness Division
345 6th St, Suite 400
Bremerton, WA 98337

Carl Borg, Division Manager
360-979-6027
ceborg@kitsap.gov

4/2025

Kitsap County Housing and Homelessness Coalition

Kitsap County Housing and Homelessness Coalition Member Organizations



Kitsap Housing and
Homelessness Coalition

Agape Unlimited	Kitsap Legal Aid Services
Alive Covenant Church	Kitsap Mental Health Services
Bainbridge Youth Services	Kitsap Public Health District
Benedict House	Kitsap Regional Library
Bremerton Housing Authority	Kitsap Rescue Mission
Bremerton Foodline	Kitsap Strong
Bremerton School District	Kitsap Transit
Catholic Community Services	Lifecare Community Foodbank
Coordinated Care	Lions Club
Disabled American Veterans (DAV)	Meals on Wheels Kitsap
Eagle's Wings Coordinated Care	Mt. Zion
Easterseals	North Kitsap Fishline
Evergreen Goodwill	Northwest Hospitality
Faith Episcopal Church Poulsbo	Olympic Community of Health (OCH)
First Lutheran Community Church	Olympic Educational Service District (OESD 114)
Gateway Fellowship	Peninsula Community Health Services (PCHS)
Gather Together Grow Together (G2G2)	Port Orchard United Methodist Church
Georgia's House	Scarlet Road
God's Broken Home University	South Kitsap Helpline
Habitat for Humanity of Kitsap County	Spirit of Life Lutheran Church
Helpline House	St. Vincent de Paul
Hope 360	Summit Ave Presbyterian Church
Housing Kitsap	The Coffee Oasis
Housing Resources Bainbridge	The Salvation Army
KCR Housing Solutions Center	United Methodist
Kitsap Community Resources (KCR)	YMCA of Pierce and Kitsap Counties
Kitsap County Central Labor Council	YWCA Kitsap County
Kitsap Homes of Compassion	

Resource Links

Resources	Links
Housing Solutions Center of Kitsap County (HSC)	https://www.kcr.org/housing/
Kitsap County Government	https://www.kitsap.gov/
Human Services	https://www.kitsap.gov/hs/
Kitsap County Housing and Homelessness Division	https://www.kitsap.gov/hs/Pages/HH-Housing-and-Homelessness-Landing.aspx
Local Resource Guides	https://www.kitsap.gov/hs/Pages/HH-Resources.aspx
Data on Homelessness in Kitsap County	https://www.kitsap.gov/hs/Pages/HH-Reports-and-Data-Homelessness.aspx
Annual Point-in-Time Count	https://www.kitsap.gov/hs/Pages/HH-Point-in-Time.aspx
Community Development Block Grant (CDBG)	https://www.kitsap.gov/hs/Pages/CDBG--LANDING.aspx
Community Investment in Affordable Housing (CIAH)	https://www.kitsap.gov/hs/Pages/Affordable-Housing.aspx
Mental Health, Chemical Dependency, and Therapeutic Court Program (MHCDTC)	https://www.kitsap.gov/hs/Pages/CAC-LANDING.aspx
Kitsap Housing and Homelessness Coalition	https://kitsaphhc.org/
Washington State Dept of Commerce – Housing Division	https://www.commerce.wa.gov/housing/
Consolidated Homeless Grant (CHG)	https://www.commerce.wa.gov/homelessness-response/family-adult-homelessness/consolidated-homeless-grant/
Coordinated Entry	https://www.commerce.wa.gov/housing-data/coordinated-entry/
Homelessness Response	https://www.commerce.wa.gov/homelessness-response/
Homeless Management Information System (HMIS)	https://www.commerce.wa.gov/housing-data/hmis/
Housing Data and Systems Performance	https://www.commerce.wa.gov/housing-data/
Housing Policy and Strategic Initiatives	https://www.commerce.wa.gov/housing-policy/
Response Planning and Reporting	https://www.commerce.wa.gov/homelessness-response/planning-and-reporting/ https://www.commerce.wa.gov/housing-data/reports-and-publications/
Training and Tools for Recipients of Housing Funds	https://www.commerce.wa.gov/housing-grantee-training/

If you are experiencing homelessness or at-risk of losing housing...

The Housing Solutions Center (HSC) is a one stop resource center for anyone needing housing assistance. For more information, or if you are experiencing homelessness or a housing crisis, please contact the HSC.

Kitsap Community Resources
 1201 Park Ave, Bremerton WA, 98337
 (360) 473-2035