



STATE OF WASHINGTON  
DEPARTMENT OF COMMERCE  
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March 31, 2023

Ms. Sarah Bannister, Secretary of the Senate  
312 Legislative Bldg.  
PO Box 40482  
Olympia, WA 98504-0482

Mr. Bernard Dean, Chief Clerk of the House of Representatives  
338B Legislative Bldg.  
PO Box 40600  
Olympia, WA 98504-0600

Re: ESSB 5693 Section 166(b) (2022) Report on recommendations for the Pacific Tower Quarters Buildings 3-10

Dear Ms. Bannister and Mr. Dean,

Please find attached the **Programming Plan – Work Group Recommendations for the Pacific Tower Quarters Buildings 3-10**.

The 2022 Supplemental Operating Budget (Chapter 297, Laws of 2022, ESSB 5693, Section 166(b)) directed the Department of Commerce to convene a work group to develop a programming plan for the utilization of the repurposed Pacific Hospital Preservation and Development Authority Quarters buildings 3 through 10, subject to the following requirements:

- (1) The department must contract with a nonprofit organization to facilitate the work group. The nonprofit organization must be located in the city of Seattle with experience working with systems of care, including foster care, juvenile justice, and behavioral health, and have statewide experience as an advocate, provider, and convener of programming needs for youth and young adults.
- (2) The work group must include members representing the department of children, youth, and families; the health care authority; social service providers led by and serving people of color; social service providers whose leadership represent and who serve LGBTQ youth and young adults; and persons with lived experience.
- (3) By December 31, 2022, the department must submit a report to the appropriate committees of the legislature with recommendations on housing and program models, service arrays, and estimates of operation costs.

As the result of a competitive procurement, the Office of Homeless Youth contracted with NorthStar Advocates to satisfy the proviso requirements. The attached report is the work product of NorthStar Advocates and its sub-grantee, BDS Planning & Urban Design. The report reflects the input and recommendations from the work group participants to urge utilization of the Pacific Tower Quarters

Buildings to meet the critical needs of youth and young adults at risk of and/or experiencing homelessness.

Signed,

A handwritten signature in blue ink, appearing to read 'KJ', is positioned below the word 'Signed,'.

Kim Justice  
Executive Director, Office of Homeless Youth Prevention and Protection  
Washington State Department of Commerce

# Pacific Hospital Work Group Recommendations



Report per Section 128(95) of Chapter 297, Laws of 2022 (the supplemental operating budget)

**HOUSING DIVISION**

March 31, 2023

Report to the Legislature

**Interim Director Kendrick Stewart**

# Acknowledgments

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Daniel Lugo, Treehouse  
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El Berendts, Mockingbird Society  
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## Pacific Hospital Preservation & Development Authority

John Kim, Executive Director

## Consultant team

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*Work group convener and project lead*  
Jim Theofelis, Executive Director

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## Capital Plan Consultants

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Katy Saunders, MAKERS

NorthStar Advocates wants to express our sincere appreciation for the opportunity to participate in this important project and to the many young people with lived experience, social service providers, state agency staff, and all who engaged in the Work Group meetings.

At a time when more young people than ever are facing homelessness and looking for safe housing and support services, the Pacific Tower project offers a unique opportunity. YYA want programs and policies to do more than just house them. They also want a launching pad to build a life outside of system dependency. They want what many of their peers experience in college or other age-appropriate activities, where they can focus on preparing for their next steps in life. The Pacific Tower campus offers that readiness opportunity, and we fully recommend actualizing it.

Finally, in the words of James Baldwin: "For these are all our children, and we will profit by or pay for whatever they become."

## Washington State Department of Commerce

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# Executive summary

The Washington State Legislature issued funding for the Washington State Department of Commerce and Office of Homeless Youth (OHY) to form and convene a work group to develop a housing and services programming plan for utilization of the Pacific Hospital Preservation & Development Authority (PHPDA) Quarters Buildings. The Pacific Tower Work Group included agency representation from the Department of Children, Youth, and Families (DCYF) and the State Health Care Authority (HCA), as well as young people with lived experience of homelessness and social service providers who serve LGBTQ youth and young adults (YYA).

The purpose of the work group was to conceptualize how Quarters Buildings 3-10 on the Pacific Tower campus in Seattle could best house and serve YYA facing or experiencing homelessness. This programming and services plan is provided to support the [2022 Pacific Tower Campus Quarters Buildings 3-10 Predevelopment Capital Needs Assessment](#), which detailed the needs and options for the physical improvements of the buildings to make them suitable for housing. That assessment did not identify specific services.

The complex and urgent needs surrounding YYA homelessness and behavioral health could be uniquely addressed by repurposing the Pacific Tower campus and Quarters Buildings 3-10. Empowering individual choice and autonomy should be a guiding principle for the campus. Wherever possible, young people should have the necessary support to choose what their healing and growth look like. As part of this conversation, members acknowledged that most of the homelessness response system for YYA focuses on those who are most vulnerable or are actively experiencing a crisis. The Pacific Tower campus represents an opportunity to serve YYA who are not in immediate crisis and who are in transition to independence.

The work group's recommendations are to optimize the Pacific Tower Campus with a range of services and a semi-independent living model, with developmentally-appropriate opportunities for residents to receive care and support as needed to stabilize and launch the next phases of their lives. Policymakers should consider the successful model of the [Arlington Drive campus](#) in Pierce County that serves similar populations of young people and is operated by regional service providers with state funds.

As part of this effort, Commerce contracted with NorthStar Advocates (NorthStar) to convene the work group and submit a report including recommendations for the use of the PHPDA Quarters buildings 3-10. NorthStar subcontracted with BDS Planning & Urban Design (BDS) to facilitate the work group and collaboratively develop this report. BDS was hired to ensure the facilitation process was conducted by a neutral party since NorthStar has strong perspectives on services to be implemented at Quarters Buildings 3-10. This also allowed NorthStar to participate in the process and recommendations.

The work group's recommendations were delivered to Commerce and the Washington State Legislature to meet the statutory requirement of the enabling proviso and to urge utilization of the Pacific Tower campus to meet the critical needs of YYA at risk of and/or experiencing homelessness in Washington.

## Legislative mandate

This research and report was authorized under Section 128(95) of Chapter 297, Laws of 2022 (the supplemental operating budget):

\$600,000 of the general fund—state appropriation for fiscal year 2023 is provided solely for concept development, design, and planning of state-operated or contracted residential housing facilities and services at the Pacific hospital

preservation and development authority quarters buildings three through ten in Seattle. The residential housing facilities may be used for recovery residences, group care, transitional housing, supportive housing, or family-centered substance use disorder recovery housing. Of the amounts provided in this subsection:

(a) \$375,000 of the general fund—state appropriation for fiscal year 2023 is for lease payments for the Pacific hospital preservation and development authority quarters buildings three through ten.

(b) \$75,000 of the general fund—state appropriation for fiscal year 2023 is for the department to convene a work group to develop a programming plan for utilization of the repurposed quarters buildings three through ten, subject to the following requirements:

(i) The department must contract with a nonprofit organization to facilitate the work group. The nonprofit organization must be located in the city of Seattle with experience working with systems of care, including foster care, juvenile justice, and behavioral health, and have statewide experience as an advocate, provider, and convener of programming needs for youth and young adults.

(ii) The work group must include members representing the department of children, youth, and families; the health care authority; social service providers led by and serving people of color; social service providers whose leadership represent and who serve LGBTQ youth and young adults; and persons with lived experience.

(iii) By December 31, 2022, the department must submit a report to the appropriate committees of the legislature with recommendations on housing and program models, service arrays, and estimates of operation costs.

## Summary of recommendations

At its core, the Pacific Tower Work Group reflects how collaborative and community-led solutions can be generated in Washington toward the collective mission of ending homelessness for YYA through thoughtful housing and supportive services. This effort sought to center young people with lived experience and respond to a tangible opportunity to meet existing needs and encourage creativity.

The recommendations in this report are organized as follows: Key themes and overarching priorities, housing program models, service arrays, and operation costs.

### Key themes and overarching priorities

- Service providers and young people across the state enthusiastically support this opportunity.
- The work group favored implementing all building redesign and programs.
- If a staggered approach to implementation is necessary, members emphasized that all Quarters Buildings 3-10 should be fully developed for a holistic campus vision.
- The Pacific Tower campus offers a unique space to launch independence and develop innovative programs to meet a spectrum of needs.
- Young people want to learn, grow and reduce dependency on systems.
- Onsite services will provide the necessary support for young people to thrive.

### Potential housing program models

- Offering independent living arrangements is the best way to fill current system gaps.
- Work group members preferred round-the-clock or partially staffed programs, including a peer staffing model.
- These programs would serve youth and young adults ages 16 through 24.
- Housing should be accompanied by promising service arrays.
- Building layouts should accommodate shared and/or permanent office space.
- The combination of housing with on-site services creates a positive and enriching campus culture.

## Operation cost estimates (per year, per bed)

The [Arlington Drive Campus](#) in Pierce County provided the best approximation of costs for what the Pacific Tower Work Group envisioned. Based on this program's current staffing and an average of 100 residents, we estimate that housing at the Pacific Tower Quarters could cost approximately \$27,500 per bed per year.

A complete breakdown with further details can be found in the [Work group recommendations](#) section of this report.



# Introduction

The work group recommendations described in this report reflect a collaboration of the Washington State Legislature, the Department of Commerce's Office of Homeless Youth (OHY), the Pacific Hospital Preservation & Development Authority (PHPDA), and individuals with lived experience and/or who are social service providers connected to youth and young adult (YYA) homelessness systems.

The purpose of the work group was to ideate and describe how available structures, Quarters Buildings 3-10 on the Pacific Tower campus in Seattle, could be utilized to best house and serve young people facing or experiencing homelessness. This programming and services plan is provided to support the related capital needs assessment completed in June 2022, detailing the needs and options for the physical improvements of the buildings to make them safe and suitable for housing.

The following information provides context for the report recommendations and was shared with work group participants in its first meeting.

## Pacific Tower campus

The Pacific Tower campus is in the Beacon Hill neighborhood of Seattle, just south of Interstate 90. The campus is listed on local and national landmark registers, including the iconic "Pacific Tower" building, as well as its "Quarters Buildings 3-10."

Originally built in 1932, Quarters Buildings 3-10 consist of five separate buildings totaling 31,720 square feet, including one building that was originally designed as a single-family residence, three duplexes and a dormitory-style structure. The campus formerly served as a U.S. Marine Hospital. At that time, the Quarters Buildings were used as residences for hospital workers on the campus. In recent years, the buildings were used as offices for the Pacific Medical Center.

The PHPDA was chartered by the City of Seattle in 1980 to conserve and manage the Pacific Tower campus. As the current owner and steward of the property, the PHPDA seeks to advance its mission of health equity and recognizes the Pacific Tower campus as a strong and viable asset in this endeavor.

The Pacific Tower campus is currently home to a variety of tenants working on issues of health and equity, including Pacific Medical Centers, A Way Home Washington, Building Changes, FareStart, Neighborcare Health, Seattle Central College, and other public and nonprofit partners. A full list of existing tenants is in [Appendix A](#) in this document.

In accordance with the authorizing legislation, the Legislature authorized a Pacific Tower Campus Quarters Buildings 3-10 Predevelopment Assessment to be conducted and submitted to the Department of Commerce. This [assessment](#) was submitted in June 2022 and identified the construction costs for building renovations needed to ensure the Quarters Buildings are safe and suitable for housing. The assessment found that the buildings can be feasibly converted to residential spaces for a variety of supportive housing programs but did not identify specific services.

The complex and urgent needs surrounding YYA homelessness and behavioral health could be uniquely addressed by repurposing the Pacific Tower campus and Quarters Buildings 3-10. Policymakers should consider the successful model of the Arlington Drive campus in Pierce County that serves similar populations of young people and is operated by regional service providers with state funds.

## Needs for services

The intersection of YYA homelessness and behavioral health is a significant issue across Washington. Many young people currently in and leaving systems of care, such as foster care, the criminal legal system, and the inpatient behavioral health system,<sup>1</sup> are at high risk of experiencing homelessness. The risks and experiences of YYA homelessness include complex and sensitive considerations that require intentional, thoughtful public-private partnerships, policies and investments.

In the first convening of the Pacific Tower Work Group, members discussed major gaps in the system to end homelessness for YYA. These challenges and nuances are paramount to understanding the array of services that the Pacific Tower campus is uniquely positioned to prioritize and address.

Major discussion themes included:

- **The current system overemphasizes YYA who are experiencing extreme crises.** While the attention toward high need is critical, the group remarked that this could 1) Create a cycle of increasingly vulnerable individuals and 2) Miss opportunities for prevention and serving individuals who are not in extreme crisis.
- Often the conversation about the availability of resources focuses on deficits. It does not focus on earlier intervention or enrichment activities that could support young people before they reach major crises and require high-intensity intervention. **The work group envisioned a campus that would prepare young people to thrive beyond being treated.**
- Young people with lived experience challenged the traditional model – in which YYA have to get worse before getting support – and the lack of support upon discharge from state systems of care. **Young people need a holistic, trauma-informed system that is culturally and developmentally healing-centered.**
- There is a lack of targeted **developmentally/age-appropriate** housing and resources specifically for young people ages 16 through 24.
- Many young adults **don't have anywhere to go upon leaving foster care or inpatient treatment** and frequently lack the navigation support of a system agent, such as a caseworker or foster parent. Far too many young people fall off the proverbial system cliff when they turn 18, especially BIPOC (Black, Indigenous, and People of Color) and LGBTQ2S (Lesbian, Gay, Bisexual, Transgender, Queer, and Two-Spirit) young adults.
- **Inconsistent and/or nonexistent coordination and communication** among institutions and providers offering services can make navigating the system very complicated for young people.

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<sup>1</sup> "Inpatient" is commonly used as an adjective to describe treatment that requires an individual to be admitted to a hospital or other care facility for 24 hours a day over a period of time, according to the treatment facility's curriculum. "Behavioral health inpatient care" refers to facilities and staff that focus on addressing mental health and/or substance use disorders during treatment episodes. "Inpatient" is also used in contrast to the term "outpatient," which typically describes community-based care and does not require an overnight stay.

- In many cases where services exist, **young people are unaware of available resources**. All too frequently, the system agents meant to help them are equally uninformed and are most accustomed to serving adults over age 30. For example, there are currently no inpatient treatment programs exclusively designed for young adults aged 18 through 24.
- There is a need for **statewide solutions**, and establishing a regional hub could be an important step toward this goal.
- It is important to provide care to YYA that is **culturally competent and recognizes identity intersections**.
- The current system does not always prioritize a **whole-person approach**<sup>2</sup> to care.

These themes defined the problem for the work group and clarified its priorities and aim for ongoing discussion.

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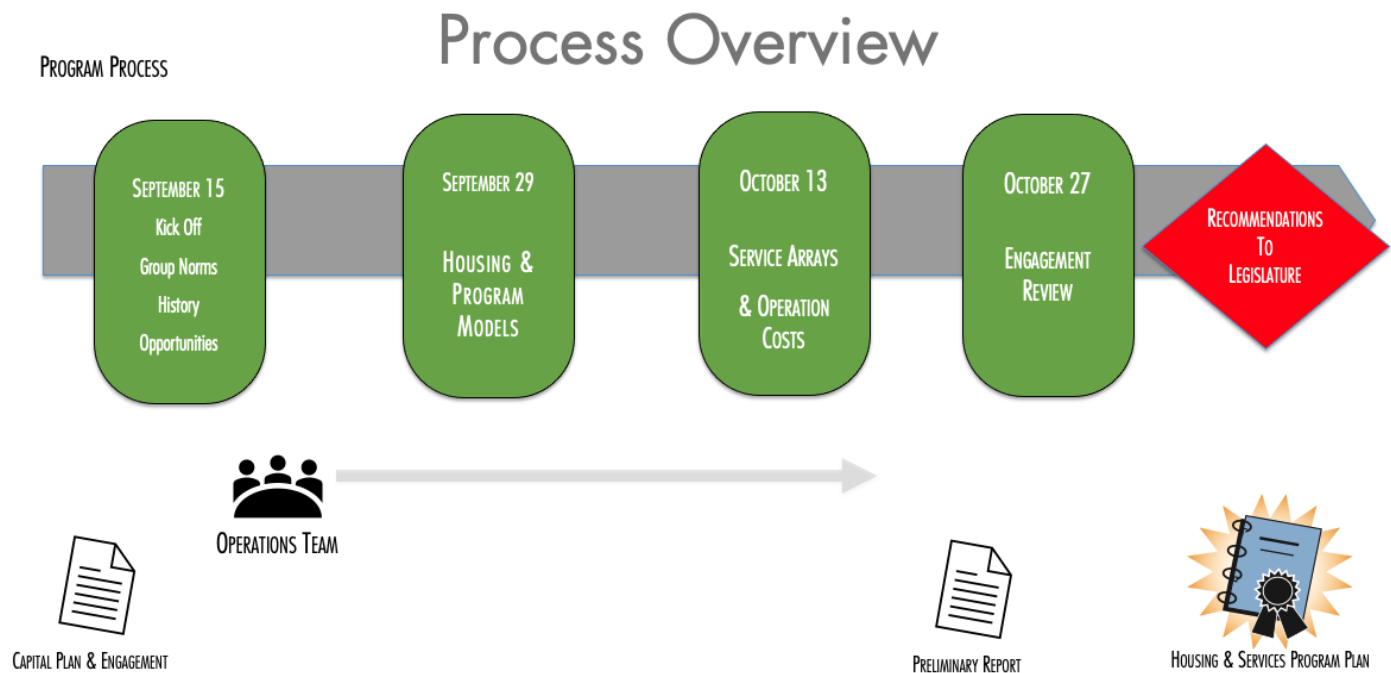
<sup>2</sup> This is a philosophical approach that takes into account more than the individual's diagnoses and treatment needs, including their strengths, culture, identity and future goals.

# Pacific Tower Work Group process

The Pacific Tower Work Group convened four times in September and October 2022. Additionally, several other meetings were held just for young people with lived experience.

As the facilitators of the process, BDS Planning & Urban Design (BDS) outlined the following schedule and topics:

- Meeting #1 – Kick-off, group norms, history, gaps and opportunities
- Meeting #2 – Housing and program models
- Meeting #3 – Service arrays and operation costs
- Meeting #4 – Engagement review

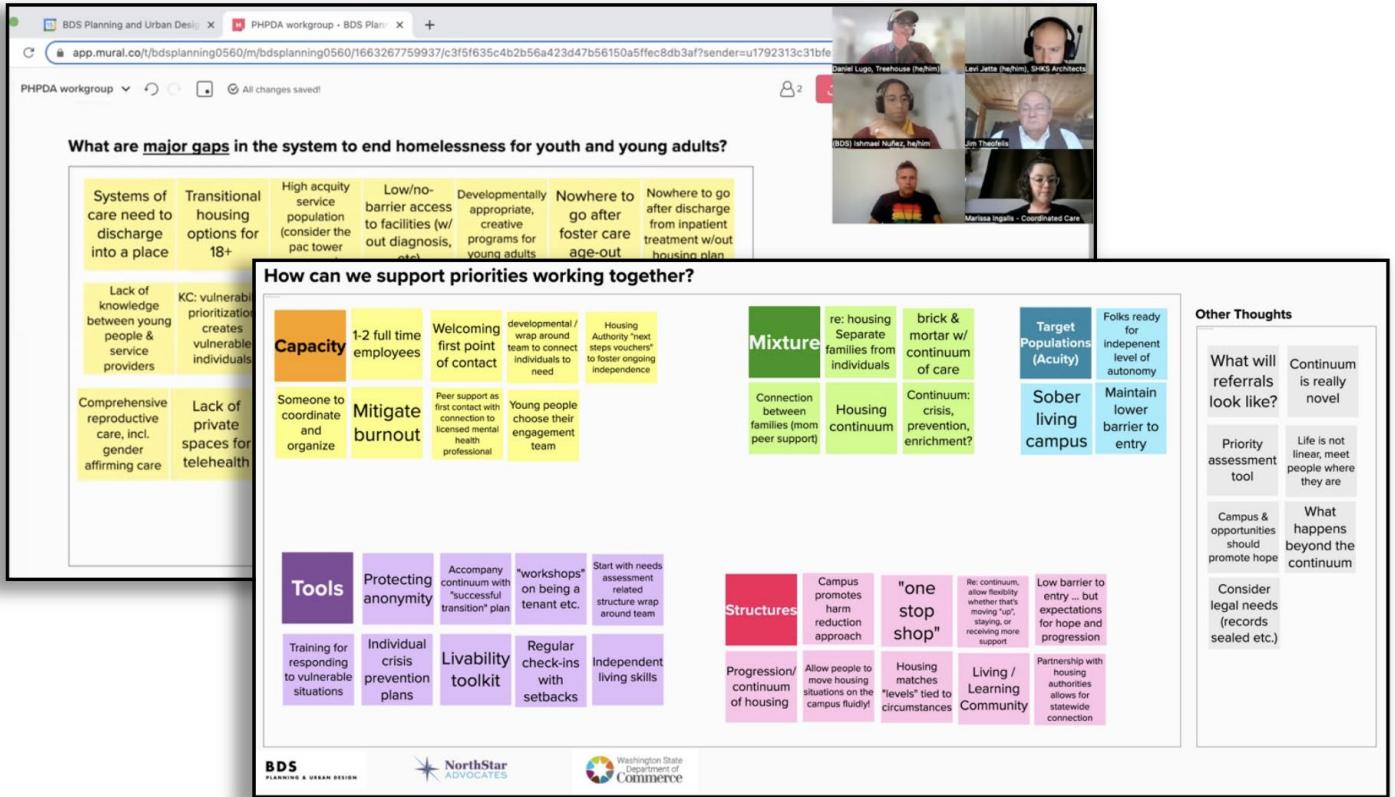


### Work group norms included:

- **Participate:** Active participation, speaking from lived experiences and committing to shared outcomes
- **Safe space:** Respecting, validating and acknowledging folks' lived experiences, encouraging participation by protecting each person's vulnerability
- **Everyone's voice counts:** Taking turns, validating each perspective, listening respectfully and encouraging questions.

Meetings were facilitated fluidly, with a general agenda and discussion prompts. The group was encouraged to take the conversation where it needed to go, ask relevant questions to re-focus and work collaboratively to find creative solutions. The group's discussion was captured through real-time note-taking on a virtual whiteboard platform, as shown in the [meeting murals screenshot](#).

# In-meeting mural whiteboards



## Young people with lived experience

NorthStar, the subcontractor, invited a variety of subject matter experts to the work group, including young people with lived expertise and service providers. Members were asked to provide recommendations based on their personal experiences and expertise related to housing programs, housing instability, and gaps in the current Washington systems of care.

Young people talked about their experiences with housing programs and service models that worked well and those that have not. In addition, they discussed aspects of programs that would be ideal improvements and tools that could increase behavioral health outcomes and successful transitions.

## Stakeholder engagement

Jim Theofelis of NorthStar Advocates led the work of centering the voices of YYA, service providers and other key stakeholders in this work group. NorthStar has an established relationship with the young people engaged in this work group through related efforts that focus on preventing and ending YYA homelessness and elevating the voice, experience, and expertise of those who have experienced systems of care.

Northstar convened standing meetings with YYA between the Pacific Tower Work Group sessions to ensure that young people received the information and support they needed to optimally inform the project. All young people were paid stipends for their contributions to the work group.

In facilitating the full Pacific Tower Work Group, BDS and NorthStar made space and elevated the voices of young people to identify needs and systemic gaps. The young people generated ideas for creating sustainable and impactful programs to meet a range of housing and behavioral health needs. Examples included programs that provide holistic services like livability toolkits, transitional support and professional health care services. Their input emphasized the importance of understanding the landscape directly from someone experiencing it and helped other work group members understand what would be feasible, effective and welcome to young people.

# Work group recommendations

This section outlines a set of recommendations as developed and affirmed by work group participants throughout the four meetings. The recommendations in this report are organized in two ways:

- Key themes and overarching priorities
- Proviso requirement recommendations: Housing program models, service arrays and operation cost estimates.

Several key themes and overarching priorities emerged throughout the meetings that are intentionally elevated in this report. These sentiments received near-consensus support, were repeated several times, or were posed definitively.

**All participants agreed that the available Pacific Tower Quarters Buildings present a unique opportunity for young people facing homelessness.** The work group was passionate and committed, and participants fully embraced the notion that the Pacific Tower campus could go beyond merely filling a systemic gap and embrace the full vision of the opportunity to engage, support, and launch young people into independence, economic sustainability, and personal enrichment and health.

A discussion summary is included for each of the proviso requirement recommendations. The summary reflects the generative conversations held in group meetings. Though not receiving full consensus, these points add nuance and breadth to the recommendations from the well-rounded expertise of the work group.

When appropriate, the project team bolstered the language around recommendations with additional context and synthesis, primarily related to the significant themes. However, it is important to underscore that the entire breadth of recommendations is the direct output of the work group.

## Key themes and overarching priorities

### The Pacific Tower campus offers a unique space to launch independence

There was broad consensus and strong endorsement for the utilization of this campus, given its current assets and future potential to combine housing programs and additional support services. Work group members envisioned a model that could serve as a launchpad for young people to gain more independent, healthier lives. Participants said that the current system lacks options for YYA who have accepted or exited behavioral health treatment and need the next phase of support.

Among this group, there was strong sentiment that a wrap-around, campus-based model would best prepare YYA to lead independent lives. The proposed combination of supportive housing services, community-based resources, and unique campus assets would position young people to access key supports necessary for self-sufficiency.

**“It was great to tour the buildings 3-10 and envision how many young people will be able to be served and avoid homelessness. We are excited about collaborating with partners across the state to support young people realizing their dreams and futures. We know that this will require all of us coming together with young adults to create a safe and welcoming campus.”**

– Scott Schubert, Y Social Impact Center



## Service providers and young people across the state support this opportunity

Strong statewide support for this project emerged throughout the process, which was attended by service providers and young people from different regions who affirmed this model would be a unique opportunity for the state. Service providers were confident they would refer YYA to the campus, deliver services there, and provide referrals to existing Pacific Tower programs.

## Prioritize a holistic campus vision with all Quarters Buildings 3-10

The work group affirmed a holistic vision for the entire campus and underscored that the most effective way to meet the gaps in services is to use all Quarters Buildings 3-10, at the same time, with co-located housing and services.

The campus has the potential as a physical space and tangible asset because there are a variety of scenarios and options for its development. The work group strongly recommends developing the campus under a single and consistent vision. The work group also considered a phased approach that would begin with Building 10.

## The Pacific Tower campus offers a unique opportunity to develop an innovative program to meet a spectrum of needs

The homelessness and behavioral health crises among YYA require bold and transformative action. Work group members acknowledged the potential of this campus to respond thoughtfully to the need. In the meetings, this conversation centered on the spectrum of needs, with the opportunity for individuals to move through that spectrum consistent with their individual levels of self-sufficiency and preparedness. This model would be innovative and would significantly enhance Washington's resources to address YYA homelessness.

## Young people want to learn, grow and reduce dependency on systems

Work group participants, especially young people with lived experience, expressed a strong desire for flexible and community-oriented spaces. These spaces would provide enrichment opportunities to young adults who would benefit from resources such as a community garden, art studio spaces, shared kitchens, or other developmentally appropriate opportunities that are necessary to learn, grow, and create self-sufficiency.

## Onsite services will provide the necessary support for young people to thrive

Additionally, work group members recommended offering access to more private spaces where residents could regularly access personalized services on site, such as behavioral health supports, child care or legal counsel. The group also supported enlisting established and emerging programs to have a regular presence on campus. Participants suggested this would demonstrate a commitment to equity and would enable onsite service provision led by and provided for a diverse range of people.

## Proviso requirement recommendations

### Housing program models

The state budget proviso charged the Pacific Tower Work Group to provide recommendations for housing program models. Recommendations in this section support the significant themes identified previously and present the full breadth of work group discussions. The work group recommends that the Quarters Buildings are suited to serve youth and young adults ages 16 through 24.



**One of the most important points emphasized at all of the meetings was the desire for the Pacific Tower campus to meet the needs of individuals and families who are best positioned to benefit from the support offered in a living environment that strengthens independence.** As part of this conversation, members acknowledged that most of the homelessness response system for YYA focuses on those who are most vulnerable or are actively experiencing a crisis.

The work group emphasized that the Pacific Tower campus should offer young people an opportunity to transition out of systems and rely on fewer supports as they gain independence. Housing options should be available to match a range of needs and circumstances, including those of YYA recently discharged from inpatient behavioral health treatment and young people who are ready for independent living.

Throughout the series of work group meetings, this point evolved to underscore that empowering individual choice and autonomy should be a guiding principle for the campus and that, wherever possible, young people should have the necessary support to choose what their healing and growth look like.

Potential program and building layouts are in [Appendix B](#).

**Discussion summary:**

- It is important to have low barriers to entry and ensure that programs maintain clear expectations for growth and development. There should be some level of stability among residents when joining a housing program on campus.
- There are large gaps in the current system to serve the needs of young families and children under the age of 18. The Pacific Tower could present an opportunity to serve these groups.
- Ultimately, the priority is to have a campus where people feel supported and safe.

## **Housing for youth under age 18 in a licensed facility and/or housing for young adults 18 through 24**

Young people have a range of needs, so residential housing on the Pacific Tower campus must be adequately supported with staffing to provide direct attention and coordination of housing and services.

The work group agreed that peer advocates are a great model and are most successful when they are compensated and supported appropriately based on the needs of residents in the program. It is important to recognize peer advocates as experts and professionals.

**Discussion summary:**

- Organization and coordination across services are essential.
- Using onsite peer advocates could support YYA leadership development, healthy boundaries and opportunities for greater independence and serve as role models to residents of the housing programs.
- Young people should be guaranteed a wrap-around team of service providers to address their individual needs and have the ability to choose who is on their engagement team.
- Not all residential maintenance functions need to be carried out by contracted staff. The work group also discussed the possible benefits of having residents share everyday living responsibilities.

## **'Like a college campus'**

For young people who are ready to transition to more independent housing models, the work group discussed how to support their autonomy and preparation for life after the Pacific Tower campus. Participants supported the idea of a developmentally appropriate environment that would offer opportunities for growth and experiences, much like those on college campuses, while offering immediate support nearby when needed.

The work group also recommended developing successful transition plans, “livability toolkits,” and workshops for independent living skills. More on this can be found in the following section.

Likewise, work group participants discussed the need to connect the Quarters Buildings to the surrounding neighborhood and the resources it offers. For example, future affordable housing is being developed on the north side of the Pacific Tower campus, and several social services are located nearby. The opportunity for young people to build networks across boundaries is an important part of community integration. Similarly, some services might be available to those who live in the surrounding community, such as legal advocacy.

**Discussion summary:**

- It is important for young people to have control over their immediate living environment to maximize comfort and safety. They should be able to decorate their own living spaces.
- Residents should also have onsite access to amenities that mirror a college campus, such as a post office or mail room, food and essential supplies, a library, and spaces for socialization and enrichment activities.
- The Pacific Tower campus can serve as a unique hub for young people statewide. After leaving the campus, young people can decide where they want to build community.

## Service arrays

### Office-based models (shared and/or permanent)

A variety of office-based social services and clinics are available, and providers are eager to collocate with the housing onsite. Most options are suitable for sharing space, with providers rotating their presence on the campus according to an agreed schedule. Other programs might be better suited for more permanent tenancy.

At present, a number of nonprofit services and providers are located in the primary Pacific Tower building ([Appendix A](#)). The work group recommended that any services in Quarters Buildings 3-10 should be prioritized for the young people living on site. Access to services could also be opened to broader community members through referrals as another form of relationship building and connecting the residents to neighbors off-campus, as mentioned above.

### Positive campus culture

Work group participants were energized and excited about the possibility of developing enrichment activities onsite to support a positive, strengths-based environment. Participants wanted to find the balance between customized services on-campus and avoiding unnecessary duplication of services that already exist in the main Pacific Tower or nearby in the community.

Examples of auxiliary services that young people and other work group participants recommended offering on campus include:

- Legal consultation and aid
- Independent living classes and toolkits
- Behavioral health care services
- Child care
- Transportation, such as ride-sharing or shuttle services to nearby resources
- Financial literacy
- Education and workforce development
- Food assistance, such as cooking classes or onsite food distribution
- Enrichment activities identified by campus residents, such as art classes or community gardening
- Multi-generational activities

## Operation cost estimates

The budget proviso that created the Pacific Tower Work Group charged participants to estimate operational costs for establishing housing and supportive services at the campus. As mentioned, work group members included service providers from across Washington who run various types of programs. They generously shared information to scope possibilities for this project. Estimates below provide examples of the types of programs that could fill current systemic gaps and optimize the available space in Quarters Buildings 3-10.

Projecting costs is highly complex, given that the Department of Children, Youth, and Families, the Office of Homeless Youth, the Health Care Authority, and other agencies have different ways of negotiating per-bed rates. With this in mind, the group acknowledged some important caveats and stipulations:

- It is extremely difficult to provide specific numbers for projected costs. Current inflation trends and the rising cost of living will require a reexamination of projections at a future date. In addition, costs vary by region across the state.
- Where possible, we utilized 2022 dollars and programmatic specifications. While innovative programs could be developed in the future, we have estimated costs based on currently available services.
- Both housing and social service providers stress the need for “full cost of care” contracts. Additional investments are needed to cover the full cost of programs and necessary renovations at the campus.
- According to providers, personnel costs are typically the biggest expense in any housing program budget, with higher needs of residents requiring increased staffing. Whenever possible, participants recommended hiring and supporting peer counselors.

We offer current funding models as estimates to consider once the building is move-in ready. At that juncture, decisions remain to be made to identify the array of services, age ranges, and levels of need that will be served in the Pacific Tower Quarters Buildings 3-10.

Young people with lived experience and service providers think the Pacific Tower campus would be optimized by offering a range of services. Participants recommend a semi-independent living model, with developmentally-appropriate opportunities for residents to receive more or less care and support as needed to stabilize and launch the next phases of their lives.

The work group was adamant that the entirety of available space must be developed, and any phased approach must uphold this vision and commit to completing the full project.

## Housing program costs

Estimated cost ranges depend on support services included in the program, as well as the regions where they are based and provider-specific overhead expenses.

The Arlington Drive Campus in Pierce County provides the closest comparison to what the Pacific Tower Work Group envisioned. It has an average occupancy of 100 residents who utilize a range of housing options and supportive services. Staff are available onsite 24/7. Including all operating costs, Arlington Drive estimates each bed costs approximately \$27,500 per year. Annually, the program receives \$1.5 million from the state, as well as \$1.25 million from the Tacoma Housing Authority, to subsidize housing and manage the property.

In Spokane, Volunteers of America offers a different model, holding master leases for market-rate apartments for eligible young adults. This program is not continually staffed but offers crisis intervention and other supports 24 hours per day. The program estimates it costs \$39,900 per bed per year.

## **Housing vouchers**

Work group participants strongly urged decision makers and service providers to design residential programs that could take advantage of existing resources, such as state-funded programs or housing vouchers that could offset estimated costs. This could be a significant cost-saving mechanism. Examples of state-funded programs and housing vouchers available to young people include the Extended Foster Care program, the Independent Youth Housing Program, Family Unification Program (FUP), and the Foster Youth to Independency (FYI) vouchers.

## **Office-based services**

The work group discussed a range of supportive services that could be housed in Quarters Buildings 3-10 to complement housing programs and meet the needs of residents. Every effort was made to identify the full cost of care for a range of services. We anticipate that office space would be leased at market rate.

## **Direct and auxiliary services**

There was a robust discussion within the work group that organizations providing housing need to have co-located case management and other services that support residents to stabilize and thrive in housing. Additionally, participants expressed great interest in having non-housing related services represented on the Pacific Tower Campus that reflect both the needs of young people exiting systems of care and general enrichment-based, developmentally healthy services frequently provided on a college campus. Participants made no strong recommendations for specific onsite services. Young people who have lived in similar housing say there is no requirement to co-locate onsite services with a permanent, 24/7 office-based presence. Instead, they expressed the critical need to have flexible spaces for providers to offer regular drop-in or appointment-based services.

Service providers expressed interest in offering these programs at the Pacific Tower location and were eager to share office space with other mission-driven organizations. Additionally, all work group participants endorsed the idea of utilizing the service array already available at the Pacific Tower and in the surrounding community. A list of current residents is included in [Appendix A](#) of this report.

## Next steps

This Work Group Program and Operations Plan and the recommendations it contains provide a foundation for the next steps in the effort to utilize Pacific Tower Quarters Buildings 3-10 to serve young people overcoming homelessness and behavioral health issues.

### Advocacy

Work group members, including young people with lived experience, state agency experts and service providers, expressed support and enthusiasm for the opportunity presented by the Pacific Tower Quarters Buildings 3-10. Their recommendations should be shared widely and serve as the focal point for ongoing advocacy conversations with the state Legislature, private funders, and other nonprofit providers.

The Pacific Tower Work Group members expressed interest in staying engaged and reconvening at a later date to continue advancing this work.

### Prioritization

When the timeline for a completed and operational Pacific Tower campus for YYA is established, meaningful decisions will need to be made to choose the configuration for development and construction. It will be critical to retain and uphold the key sentiments and foundational principles that emerged from the work group process.

### Integrating the programming plan with the capital plan

Simultaneous to the programming and operations planning, Commerce and its partners have been engaged in an effort to better understand the physical and capital needs of the Pacific Tower Quarters Buildings. Given the overlapping involvement of such stakeholders, this document contains a range of study options prepared by SHKS Architects and Bushnaq Studio that support the recommendations made in this report for Quarters Buildings 3-10. These options can be found in [Appendix B](#).

# Appendix A: PHPDA Pacific Tower campus partners and tenants

The Pacific Tower is shaped and fostered by intentional connections, sharing spaces with many nonprofit organizations, state agencies, and local governments to magnify impact. We are a dynamic hub, bringing together leaders working in health and equity in the local nonprofit sector.

Based on the 2021 community benefits survey, there are approximately 400 subtenant employees that work here.



## [Washington State Department of Commerce](#)

Strengthening communities and growing Washington's economy

Since 2014, a 30-year master lease partnership was formed for 13 floors of the Pacific Tower.



## [Pacific Medical Centers](#)

Simply the right care.

Sharing a long history together, PMC ensures provisions of charity health care services and stewardship of the historic property.



## [Urban Renaissance Group](#)

The power of place

Creating place, block by block, Urban Ren is a full-service real estate company. Their vision and expertise produce optimal asset positioning, financial management, and strong relationships with partners and tenants.



## [501 Commons](#)

A resource for nonprofits. A partner for philanthropy.

Nonprofit supports, management and technology consulting, free information, and referral services, amplifying the strengths of nonprofits.



## [A Way Home WA](#)

Preventing and ending youth homelessness in Washington

Working to end youth homelessness in Washington state by connecting partners, building awareness and spurring action.



## [Building Changes](#)

Advancing equitable responses to homelessness in Washington

Advancing racial equity and advocating for change in housing, education, and health.



[Community Center for Education Results](#)

A Road Map Project education initiative

As a collective impact initiative, the Road Map Project brings people and organizations together, providing data, research, communications, program, logistical, and other support services.



[The Cross Cultural Health Care Program](#)

Health care in every community, every community in health care

Established under PHPDA in 1992, the program continues to educate health care professionals on cultural and linguistic awareness across the country.



[Equity in Education Coalition](#)

Eliminating gaps and promoting success for children of color

A statewide civil rights coalition working towards revolutionizing education for children of color, from birth through their careers.



[FareStart](#)

Great food. Better lives.

Trains homeless individuals for careers in the culinary field and provides Pacific Tower food services.



[Global Visionaries](#)

Envisioning a future where young people are boldly leading an inclusive movement for justice

Facilitates a multi-year high school leadership program with an emphasis on social justice and environmentalism, bringing personal and global awareness to empowered youth leaders.



[Justice for Girls Coalition](#)

Helping WA State Girls\* in adverse situations thrive and have meaningful futures.

The Justice for Girls Coalition's vision is that Washington is a leader in offering practices, programs and policies tailored for girls facing adversity so they can overcome obstacles, access opportunities and secure a purposeful future.



[Neighborcare Health](#)

Everyone deserves quality health care

Working with Seattle Central Colleges to create a dental teaching clinic, neighborcare students receive training as dental professionals.

# Appendix B: Building design concepts

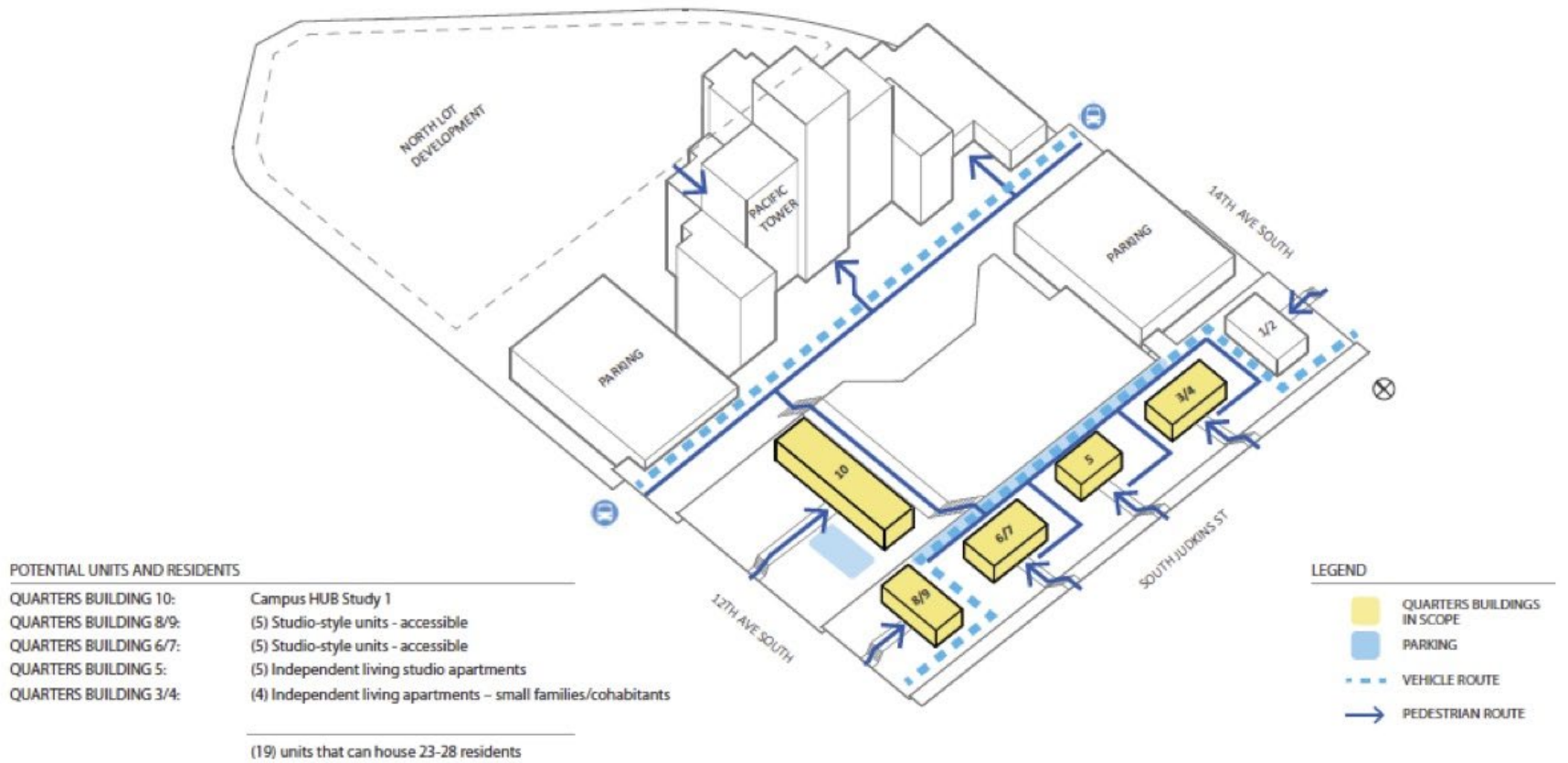
Prepared by SHKS Architects and Bushnaq Studios.



# Tower Campus Quarters Building Quarters Building 5

PACIFIC TOWER CAMPUS  
 QUARTERS BUILDINGS SITE ACCESS

PACIFIC TOWER CAMPUS QUARTERS BUILDING



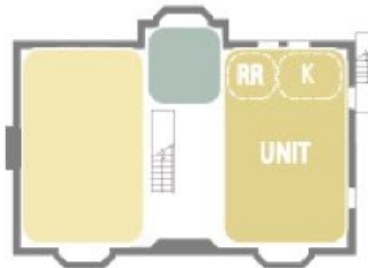
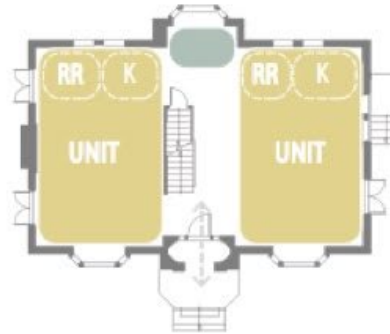
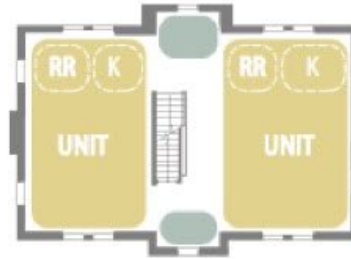
# Quarters Building 6/7

## QUARTERS BUILDING 5

### INDEPENDENT LIVING APARTMENTS

Provides (5) studio apartments with private bathrooms and full kitchens.

Small common spaces are located on each floor.

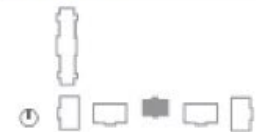


PACIFIC TOWER CAMPUS QUARTERS BUILDING

### LEGEND

- COMMUNITY
- RESIDENTIAL
- RESIDENTIAL STORAGE
- BLDG CORE
- ELEVATOR

### CAMPUS PLAN KEY



# Quarters Building 8/9

## QUARTERS BUILDING 6/7

### INDEPENDENT LIVING APARTMENTS - SMALL FAMILIES/COHABITANTS

Provides (4) one-bedroom apartments with private bathrooms and full kitchens.

This study can work for Quarters Buildings 8/9, 6/7 and 3/4.

PACIFIC TOWER CAMPUS QUARTERS BUILDING



### LEGEND

- COMMUNITY
- RESIDENTIAL
- RESIDENTIAL STORAGE
- BLDG CORE
- ELEVATOR

### CAMPUS PLAN KEY



# Quarters Building 10

## QUARTERS BUILDING 8/9

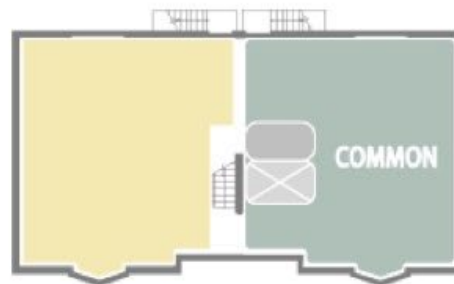
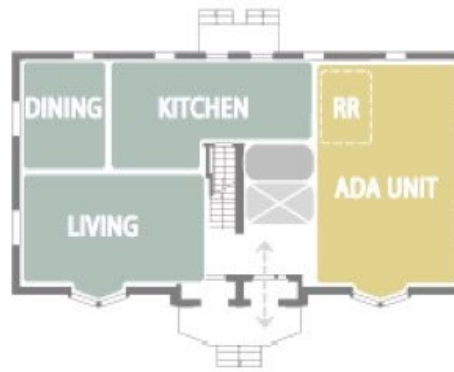
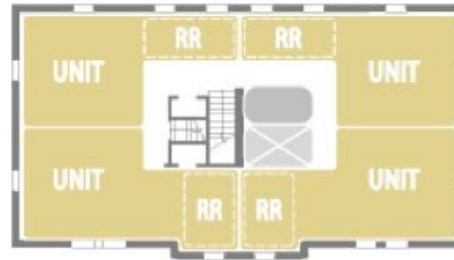
### STUDIO-STYLE UNITS - ACCESSIBLE

Provides (5) studio-style units with shared amenities such as dining room, living room and kitchen. Private bathrooms are provided in each unit.

An elevator creates full-building access.

This study can work for Quarters Buildings 8/9, 6/7 and 3/4.

PACIFIC TOWER CAMPUS QUARTERS BUILDING



### LEGEND

- COMMUNITY
- RESIDENTIAL
- RESIDENTIAL STORAGE
- BLDG CORE
- ELEVATOR

### CAMPUS PLAN KEY

