

IMPLEMENTING WASHINGTON STATE'S SSB 5587

METHODOLOGY FOR MEASURING PRODUCTION OF
EMERGENCY AND PERMANENT SUPPORTIVE HOUSING

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Introduction

This report presents the methodology to be used for tracking the production of emergency housing and permanent supportive housing (PSH) as required by Substitute Senate Bill 5587 (SSB 5587), which was passed into law in 2025. This legislation amended RCW 36.70A.610, adding paragraph (1)(e). That paragraph requires the Washington Center for Real Estate Research (WCRER) to report the following to the Washington legislature by October 15, 2026, and every two years thereafter:

(i)(A) Except as provided in (e)(i)(B) of this subsection, an analysis of the estimated existing housing units and existing housing needs within each county at the following income levels: 0 to 30 percent of the area median income, 30 to 50 percent of the area median income, 50 to 80 percent of the area median income, 80 to 100 percent of the area median income, 100 to 120 percent of the area median income, and greater than 120 percent of the area median income;

(B) If a county's estimated existing housing units, existing housing needs, or both, cannot be determined at the income levels under (e)(i)(A) of this subsection or at the individual county level due to insufficient data, alternative thresholds may be used to best determine existing housing units and existing housing needs;

(ii) Each county's progress in closing the gap between estimated existing housing units within the county and existing housing needs; and

(iii) Each county's progress in meeting emergency housing, emergency shelters, and permanent supportive housing needs within the county.

This report focuses on item (iii) above; the methodology for measuring progress in meeting affordable housing needs has been addressed in a separate report (Bourassa and Phillips, 2026).

Under the Growth Management Act, fully planning counties are required to adopt, in cooperation with their cities, countywide planning policies that consider the need for affordable housing (RCW 36.70A.210(2) and (3)(e)). In 2021, House Bill 1220 amended the Growth Management Act to require these jurisdictions to “plan for and accommodate housing affordable to all economic segments of the population of the state” (RCW 36.70A.020(4)). The bill also updated the housing element requirements in RCW 36.70A.070(2). Under these provisions, comprehensive plans must include an inventory and analysis of existing and projected housing needs, as provided by the Washington State Department of Commerce, for moderate-, low-, very low-, and extremely low-income households, as well as emergency housing, emergency shelters, and PSH.

To assist with the affordable housing planning process, the Department of Commerce has developed the Housing for All Planning Tool (HAPT) that allows counties to project needs for permanent housing at different income levels and emergency housing based on a range of assumptions.¹ Working together, jurisdictions within each county use the HAPT to identify the countywide existing and projected housing needs as required under RCW 36.70A.070(2), allocate those needs to each jurisdiction, and incorporate them into their comprehensive plan periodic updates (Figure 1).



Figure 1: Comprehensive Plan Update Schedule, Washington Counties

Source: Department of Commerce

Note: Cross hatching denotes partially planning counties under the GMA.

The HAPT presents permanent housing needs, including PSH needs, in terms of housing *units*, while emergency housing and emergency shelter needs are presented in terms of *beds*. Comprehensive plans completed in a given year anticipate needs 20 years into the future. For example, plans completed in 2024 anticipate needs through 2044. The new reporting requirement established by SSB 5587 reflects the Legislature’s intent to monitor

¹ The Department of Commerce has also published guidance, such as Fritzel and Hodgson (2023).

counties' progress in addressing housing needs across income levels during the planning period. The methodology presented here was discussed at a meeting held with key regional, county, and city stakeholders in September 2026.

The balance of this report discusses the baseline numbers and projected needs and our preliminary assessment of additional emergency housing and PSH production relative to needs for the 2020 through 2025 period.

Baseline Numbers and Projected Needs

The Housing Inventory Count (HIC) reports submitted to the US Department of Housing and Urban Development (HUD) each year provide the best source of data on the supply of emergency housing and PSH.² The official reports are provided for five counties (Clark, King, Pierce, Snohomish, and Spokane) and the “balance of state”; however, a breakdown of the data by county for the balance of state is available from the Department of Commerce.³

For the purposes of tracking production of emergency housing and PSH, we focus on only some of the data in the HIC reports. Specifically, for emergency housing, we include emergency shelter, Safe Haven, and transitional housing, but not seasonal housing. The seasonal housing counts are quite volatile (see Figure 2), because the numbers reflect the seasonal housing beds in use on the date of the count, rather than the seasonal housing that is potentially available. Consequently, those numbers do not provide a useful measure of trends in available emergency beds.

Of the permanent housing categories included in the HIC reports, we are interested only in PSH (permanent supportive housing), and not in rapid rehousing or other permanent housing. Rapid rehousing is designed to help tenants obtain housing on a long-term basis but is itself a short-term form of rental assistance with some services. Other permanent housing is public housing that does not necessarily provide services. Both rapid rehousing and other permanent housing would be captured in the analysis of permanent rental housing, mainly in the 0-30% area median income (AMI) affordability category. Moreover, SSB 5587 specifies that the analysis of permanent housing options should focus on PSH.

² The HIC reports are available at: <https://www.hudexchange.info/programs/coc/coc-housing-inventory-count-reports/>.

³ The sums of the county-by-county data for the balance of state provided by Commerce do not always agree with the corresponding totals in the HIC reports. For example, the 2022 balance of state totals do not match; this means that we can provide the non-PSH versus PSH breakdown needed for the 0-30% area median income category for the 2020-2022 permanent housing analysis only for the five counties with individual HIC reports.

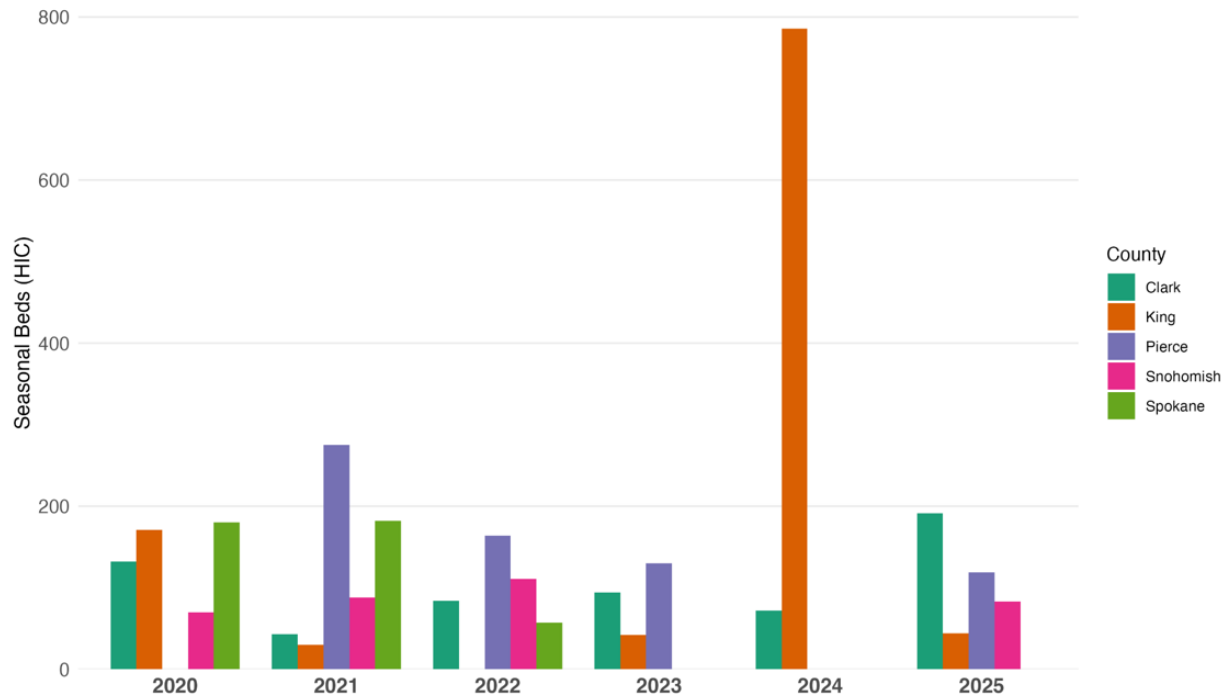


Figure 2. Volatility of Seasonal Emergency Housing Bed Counts

Source: HIC Reports

One issue is that the HAPT baseline numbers for 2020 often disagree with the HIC reports, particularly for emergency housing (Table 1). Due to the magnitude of these discrepancies, we are using the numbers from the 2020 HIC reports, rather than the HAPT, as baselines for comparison with subsequent HIC reports. However, in the interest of minimizing changes in assumptions that have guided jurisdictions’ planning efforts, we are *not* making any adjustments to the net projected housing needs that come from the HAPT.

Table 2 presents projected PSH needs for the full period from 2020 to the planning horizon shown in the first column. The HAPT projects PSH needs in terms of housing units, while the HIC reports list PSH in terms of beds. Hence we need to convert between units and beds to assess production of PSH. The table converts projected PSH needs expressed in units to needs expressed in beds.⁴ The conversion ratios are taken from the HAPT.

⁴ The baseline PSH numbers in the HAPT assume one person per unit, but the projected needs assume the ratios shown in Table 2.

Table 1. Comparison of HAPT Baseline Numbers with HIC Reports, 2020

	HAPT 2020 Emergency Housing	HIC 2020 Emergency Housing	HIC - HAPT Emergency Housing	% Change Emergency Housing	HAPT 2020 PSH	HIC 2020 PSH	HIC - HAPT PSH	% Change PSH	
Adams	18	19	1	5.6%	0	0	0	NA	Adams
Asotin	9	4	-5	-55.6%	0	0	0	NA	Asotin
Benton	168	123	-45	-26.8%	145	132	-13	-9.0%	Benton
Chelan	356	431	75	21.1%	54	54	0	0.0%	Chelan
Cllallam	144	172	28	19.4%	50	44	-6	-12.0%	Cllallam
Clark	447	317	-130	-29.1%	571	544	-27	-4.7%	Clark
Columbia	1	2	1	100.0%	0	0	0	NA	Columbia
Cowlitz	234	241	7	3.0%	65	100	35	53.8%	Cowlitz
Douglas	40	52	12	30.0%	0	0	0	NA	Douglas
Ferry	0	0	0	NA	0	0	0	NA	Ferry
Franklin	181	213	32	17.7%	22	22	0	0.0%	Franklin
Garfield	1	3	2	200.0%	0	0	0	NA	Garfield
Grant	76	81	5	6.6%	0	0	0	NA	Grant
Grays Harbor	91	88	-3	-3.3%	88	57	-31	-35.2%	Grays Harbor
Island	116	146	30	25.9%	18	18	0	0.0%	Island
Jefferson	58	55	-3	-5.2%	16	0	-16	-100.0%	Jefferson
King	6,041	7,072	1,031	17.1%	6,168	6,249	81	1.3%	King
Kitsap	368	313	-55	-14.9%	114	98	-16	-14.0%	Kitsap
Kittitas	111	27	-84	-75.7%	1	0	-1	-100.0%	Kittitas
Klickitat	15	27	12	80.0%	27	27	0	0.0%	Klickitat
Lewis	60	46	-14	-23.3%	58	58	0	0.0%	Lewis
Lincoln	12	13	1	8.3%	0	0	0	NA	Lincoln
Mason	217	132	-85	-39.2%	2	2	0	0.0%	Mason
Okanogan	19	46	27	142.1%	10	10	0	0.0%	Okanogan
Pacific	5	1	-4	-80.0%	26	26	0	0.0%	Pacific
Pend Oreille	31	27	-4	-12.9%	0	0	0	NA	Pend Oreille
Pierce	1,177	1,024	-153	-13.0%	1,071	1,020	-51	-4.8%	Pierce
San Juan	0	0	0	NA	0	0	0	NA	San Juan
Skagit	310	273	-37	-11.9%	62	54	-8	-12.9%	Skagit
Skamania	21	27	6	28.6%	5	5	0	0.0%	Skamania
Snohomish	689	501	-188	-27.3%	1,749	1,939	190	10.9%	Snohomish
Spokane	1,010	1,016	6	0.6%	937	839	-98	-10.5%	Spokane
Stevens	56	84	28	50.0%	0	0	0	NA	Stevens
Thurston	591	530	-61	-10.3%	180	92	-88	-48.9%	Thurston
Wahkiakum	12	8	-4	-33.3%	0	0	0	NA	Wahkiakum
Walla Walla	129	168	39	30.2%	63	180	117	185.7%	Walla Walla
Whatcom	679	771	92	13.5%	404	415	11	2.7%	Whatcom
Whitman	26	45	19	73.1%	8	8	0	0.0%	Whitman
Yakima	459	719	260	56.6%	228	211	-17	-7.5%	Yakima
Statewide	13,978	14,817	839	6.0%	12,142	12,204	62	0.5%	Statewide

Note: Emergency housing numbers exclude seasonal beds.

Table 2. Projected Net PSH Needs in Units and Beds

	Year	Net PSH Needs (Units)	Conversion Ratio (Units to Beds)	Net PSH Needs (Beds)	
Adams	2047	206	1.33	274	Adams
Asotin	2044	218	1.42	310	Asotin
Benton	2046	2,656	1.40	3,718	Benton
Chelan	2046	920	1.45	1,334	Chelan
Clallam	2045	751	1.30	976	Clallam
Clark	2045	7,490	1.22	9,138	Clark
Columbia	2044	30	2.25	68	Columbia
Cowlitz	2044	1,378	1.30	1,791	Cowlitz
Douglas	2046	0	1.40	0	Douglas
Ferry	2044	54	2.00	108	Ferry
Franklin	2046	1,854	1.38	2,559	Franklin
Garfield	2044	6	2.38	14	Garfield
Grant	2044	813	1.61	1,309	Grant
Grays Harbor	2044	1,113	1.31	1,458	Grays Harbor
Island	2045	762	1.28	975	Island
Jefferson	2045	248	1.37	340	Jefferson
King	2044	42,892	1.27	54,473	King
Kitsap	2044	2,760	1.32	3,643	Kitsap
Kittitas	2046	581	1.50	872	Kittitas
Klickitat	2044	135	1.25	169	Klickitat
Lewis	2045	888	1.58	1,403	Lewis
Lincoln	2044	117	1.41	165	Lincoln
Mason	2045	1,047	1.30	1,361	Mason
Okanogan	2044	445	1.39	619	Okanogan
Pacific	2047	210	1.30	273	Pacific
Pend Oreille	2044	84	1.60	134	Pend Oreille
Pierce	2044	19,465	1.34	26,083	Pierce
San Juan	2045	48	1.27	61	San Juan
Skagit	2045	1,610	1.51	2,431	Skagit
Skamania	2044	61	1.17	71	Skamania
Snohomish	2044	15,138	1.23	18,620	Snohomish
Spokane	2046	5,714	1.59	9,085	Spokane
Stevens	2044	488	1.49	727	Stevens
Thurston	2045	3,594	1.33	4,780	Thurston
Wahkiakum	2044	109	1.21	132	Wahkiakum
Walla Walla	2046	767	1.35	1,035	Walla Walla
Whatcom	2045	3,340	1.45	4,843	Whatcom
Whitman	2044	300	1.88	564	Whitman
Yakima	2046	4,267	1.32	5,632	Yakima

Source: HAPT

Note: This table is preliminary as some counties may choose alternative population projections that could result in changes to projected needs.

Table 3 gives annualized needs for emergency housing and PSH in terms of beds. The annualized needs are based on the projected net housing needs that come from the HAPT, as adopted by each county. Projected net PSH needs are converted from units to beds as shown in Table 2. The projected needs in beds are then divided by the number of years between 2020 and the planning horizon year given in Table 2 (i.e., the divisor is 24, 25, 26, or 27 years). For counties that have not specifically chosen a population projection and adopted county specific housing needs from the HAPT, projected needs are based on the medium projection for their periodic update year. Some of those counties may choose a different projection as part of their ongoing comprehensive planning processes; these will result in changes to projected needs that will be incorporated into the analysis in the future.

Table 3. Projected Annual Needs for Emergency Housing and PSH in Beds

	Emergency Housing	PSH	
Adams	1	10	Adams
Asotin	1	13	Asotin
Benton	5	143	Benton
Chelan	12	51	Chelan
Clallam	18	39	Clallam
Clark	159	366	Clark
Columbia	0	3	Columbia
Cowlitz	7	75	Cowlitz
Douglas	2	0	Douglas
Ferry	1	4	Ferry
Franklin	6	98	Franklin
Garfield	0	1	Garfield
Grant	4	55	Grant
Grays Harbor	8	61	Grays Harbor
Island	10	39	Island
Jefferson	22	14	Jefferson
King	2,456	2,270	King
Kitsap	58	152	Kitsap
Kittitas	0	34	Kittitas
Klickitat	4	7	Klickitat
Lewis	19	56	Lewis
Lincoln	0	7	Lincoln
Mason	4	54	Mason
Okanogan	4	26	Okanogan
Pacific	9	10	Pacific
Pend Oreille	0	6	Pend Oreille
Pierce	284	1,087	Pierce
San Juan	1	2	San Juan
Skagit	11	97	Skagit
Skamania	3	3	Skamania
Snohomish	431	776	Snohomish
Spokane	117	349	Spokane
Stevens	2	30	Stevens
Thurston	37	191	Thurston
Wahkiakum	0	5	Wahkiakum
Walla Walla	0	40	Walla Walla
Whatcom	23	194	Whatcom
Whitman	2	24	Whitman
Yakima	53	217	Yakima
Statewide	3,776	6,607	Statewide

Source: WCRER calculations based on HAPT

Note: This table is preliminary as some counties may choose alternative population projections that could result in changes to projected needs.

Assessing Progress

The most recent HIC reports are for 2025. Hence, we will focus here on comparing projected emergency housing and PSH needs with actual production for the five-year period from 2020 to 2025. The needs for the five-year period are based on the numbers in Table 3 and are shown in Table 4.

Table 4. Projected Emergency Housing and PSH Needs for 2020-2025 in Beds

	Emergency Housing	PSH	
Adams	4	51	Adams
Asotin	7	64	Asotin
Benton	26	715	Benton
Chelan	58	257	Chelan
Cllallam	88	195	Cllallam
Clark	797	1,828	Clark
Columbia	0	14	Columbia
Cowlitz	36	373	Cowlitz
Douglas	8	0	Douglas
Ferry	5	22	Ferry
Franklin	30	492	Franklin
Garfield	0	3	Garfield
Grant	19	273	Grant
Grays Harbor	39	304	Grays Harbor
Island	48	195	Island
Jefferson	112	68	Jefferson
King	12,282	11,349	King
Kitsap	290	759	Kitsap
Kittitas	0	168	Kittitas
Klickitat	19	35	Klickitat
Lewis	97	281	Lewis
Lincoln	0	34	Lincoln
Mason	18	272	Mason
Okanogan	20	129	Okanogan
Pacific	46	51	Pacific
Pend Oreille	0	28	Pend Oreille
Pierce	1,422	5,434	Pierce
San Juan	7	12	San Juan
Skagit	57	486	Skagit
Skamania	13	15	Skamania
Snohomish	2,156	3,879	Snohomish
Spokane	584	1,747	Spokane
Stevens	9	151	Stevens
Thurston	187	956	Thurston
Wahkiakum	2	27	Wahkiakum
Walla Walla	0	199	Walla Walla
Whatcom	117	969	Whatcom
Whitman	8	118	Whitman
Yakima	265	1,083	Yakima
Statewide	18,878	33,036	Statewide

Source: WCRER calculations based on HAPT

Note: These numbers are preliminary.

Table 5 shows production of emergency housing and PSH for the period from 2020 to 2025. These numbers are calculated by subtracting the relevant 2020 HIC report statistics from the corresponding 2025 statistics. A positive number indicates that there was a net addition of beds to the stock, while a negative number indicates that the county had a net loss in beds.

Table 5. Net Production of Emergency Housing and PSH for 2020-2025 in Beds

	Emergency Housing	PSH	
Adams	-1	0	Adams
Asotin	-1	0	Asotin
Benton	94	-17	Benton
Chelan	23	20	Chelan
Clallam	-72	1	Clallam
Clark	375	69	Clark
Columbia	0	0	Columbia
Cowlitz	52	-17	Cowlitz
Douglas	-52	0	Douglas
Ferry	5	0	Ferry
Franklin	209	-12	Franklin
Garfield	-1	0	Garfield
Grant	62	0	Grant
Grays Harbor	35	-31	Grays Harbor
Island	-1	-10	Island
Jefferson	88	0	Jefferson
King	674	1,785	King
Kitsap	118	8	Kitsap
Kittitas	10	14	Kittitas
Klickitat	9	1	Klickitat
Lewis	88	-11	Lewis
Lincoln	21	0	Lincoln
Mason	97	30	Mason
Okanogan	29	-2	Okanogan
Pacific	14	-8	Pacific
Pend Oreille	13	0	Pend Oreille
Pierce	818	538	Pierce
San Juan	7	0	San Juan
Skagit	76	63	Skagit
Skamania	3	-3	Skamania
Snohomish	48	-389	Snohomish
Spokane	255	754	Spokane
Stevens	-40	0	Stevens
Thurston	138	86	Thurston
Wahkiakum	4	0	Wahkiakum
Walla Walla	15	140	Walla Walla
Whatcom	224	-9	Whatcom
Whitman	-2	-8	Whitman
Yakima	-148	142	Yakima
Statewide	3,286	3,134	Statewide

Source: WCRER calculations based on HIC reports

Note: This table is preliminary.

Table 6 shows the results from comparing net production with projected needs for the period from 2020 to 2025. The first two columns are expressed in terms of beds and are calculated by subtracting the projected needs in Table 4 from the additional production in Table 5. The third column converts PSH beds back into units, based on the conversion ratios in Table 2. As the key indicates, negative numbers indicate that the county is not producing enough housing to meet projected needs, while positive numbers indicate that the county is producing more than enough housing to meet projected needs. Zeroes indicate that the county met the projected need (which itself was zero in a couple of cases).

Table 6. Additional Production Less Projected Needs for 2020-2025 in Beds

	Emergency Housing (Beds)	PSH (Beds)	PSH (Units)	
Adams	-5	-51	-38	Adams
Asotin	-8	-64	-45	Asotin
Benton	68	-732	-523	Benton
Chelan	-35	-237	-163	Chelan
Clallam	-160	-194	-149	Clallam
Clark	-422	-1,759	-1,441	Clark
Columbia	0	-14	-6	Columbia
Cowlitz	16	-390	-300	Cowlitz
Douglas	-60	0	0	Douglas
Ferry	0	-22	-11	Ferry
Franklin	179	-504	-365	Franklin
Garfield	-1	-3	-1	Garfield
Grant	43	-273	-169	Grant
Grays Harbor	-4	-335	-256	Grays Harbor
Island	-49	-205	-160	Island
Jefferson	-24	-68	-50	Jefferson
King	-11,608	-9,564	-7,530	King
Kitsap	-172	-751	-569	Kitsap
Kittitas	10	-154	-102	Kittitas
Klickitat	-10	-34	-27	Klickitat
Lewis	-9	-292	-185	Lewis
Lincoln	21	-34	-24	Lincoln
Mason	79	-242	-186	Mason
Okanogan	9	-131	-94	Okanogan
Pacific	-32	-59	-45	Pacific
Pend Oreille	13	-28	-18	Pend Oreille
Pierce	-604	-4,896	-3,654	Pierce
San Juan	0	-12	-10	San Juan
Skagit	19	-423	-280	Skagit
Skamania	-10	-18	-15	Skamania
Snohomish	-2,108	-4,268	-3,470	Snohomish
Spokane	-329	-993	-625	Spokane
Stevens	-49	-151	-102	Stevens
Thurston	-49	-870	-654	Thurston
Wahkiakum	2	-27	-23	Wahkiakum
Walla Walla	15	-59	-44	Walla Walla
Whatcom	107	-978	-674	Whatcom
Whitman	-10	-126	-67	Whitman
Yakima	-413	-941	-713	Yakima
Statewide	-15,592	-29,902	-22,790	Statewide

Behind
Meets Needs
Ahead

Source: WCRER calculations based on HIC reports

Note: This table is preliminary.

For the purposes of projecting needs for permanent housing at different affordability levels, the HAPT divides the 0-30% AMI category into two parts: PSH and non-PSH. The assumption is that all PSH is affordable to extremely low-income households (in the 0-30% AMI category). To allow for tracking of the production of these two components of that income range, we need to assess PSH production for a different time period. The analysis of permanent housing production for different income ranges relies in part on Comprehensive Housing Affordability Strategy (CHAS) data (Bourassa and Phillips, 2026), and the most recent CHAS data is for 2022. As we do not have reliable data for the balance-of-state counties for that year, we can provide the non-PSH versus PSH breakdown only for the five counties that have individual HIC reports, the balance-of-state combined, and statewide.⁵ This analysis is shown in Table 7.

Table 7. Apportionment of 0-30% AMI Production Less Needs Between non-PSH and PSH, 2020-2022, in Units

	Non-PSH	PSH	Total		
Clark	88	-574	-486	Clark	
King	-7,301	-3,152	-10,453	King	
Pierce	-1,430	-1,489	-2,919	Pierce	
Snohomish	-1,921	-1,435	-3,356	Snohomish	
Spokane	-29	-260	-289	Spokane	
Balance of State	-700	-2,201	-2,901	Balance of State	
Statewide	-11,293	-9,111	-20,404	Statewide	

Behind
 Ahead

The reports to the legislature will include further discussion of the statistics, including explanations of trends and different results across locations to the extent that underlying causes are evident.

⁵ The conversion factor for the balance of state is calculated as the weighted average of the 2020 ratios, with the weights defined as the numbers of beds.

References

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