



SACHI A. HAMAI
Chief Executive Officer

County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration
500 West Temple Street, Room 713, Los Angeles, California 90012
(213) 974-1101
<http://ceo.lacounty.gov>

"To Enrich Lives Through Effective And Caring Service"

Board of Supervisors
HILDA L. SOLIS
First District

MARK RIDLEY-THOMAS
Second District

SHEILA KUEHL
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

February 09, 2016

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Supervisors:

HOMELESS INITIATIVE RECOMMENDATIONS (ALL AFFECTED) (3 VOTES)

SUBJECT

Approve a comprehensive set of recommended County strategies and administrative actions to combat homelessness in Los Angeles County.

IT IS RECOMMENDED THAT THE BOARD:

1. Approve the attached recommended strategies to combat homelessness (Attachment 1) and associated funding allocation (Attachment 1, Addendum A); and direct the Chief Executive Officer to report back to the Board on a quarterly basis regarding the implementation status and outcomes of each strategy.
2. Instruct the Chief Executive Officer to commence implementation of the Phase 1 strategies listed in Attachment 1, Addendum B by June 2016, with the implementation timeframes for the remaining strategies to be identified in the first quarterly report in May 2016.
3. Instruct the Chief Executive Officer to convene a Regional Summit to Combat Homelessness, including all 88 cities in the County, to discuss the County's strategies and specific city opportunities to combat homelessness, as identified in the recommended strategies and in Attachment 1, Addendum C.
4. Instruct the Chief Executive Officer to include establishment of an Office of Homelessness in the FY 2016-17 Recommended Budget.

5. Direct the Chief Executive Officer to develop an evaluation plan for the Homeless Initiative and include the plan in the second quarterly report in August 2016.
6. Direct the Chief Executive Officer to develop and submit for approval a proposed research plan on homelessness in Los Angeles County, in collaboration with United Way-Home for Good, and to address in the plan the potential utilization of both philanthropic funding and state/federal revenue received by departments as funding sources for research.
7. Delegate authority to the Chief Executive Officer and County departments, subject to review and approval of County Counsel, to: a) prepare and execute agreements and any subsequent amendments with the Community Development Commission (CDC) or the Los Angeles Homeless Services Authority (LAHSA) required to implement the recommended strategies; b) prepare and execute agreements with other entities, up to \$250,000, to implement the recommended strategies; and c) execute, as needed, any non-financial amendments or financial amendments which increase or decrease the total contract amount by not more than 10 percent.
8. Delegate authority to the Chief Executive Officer to adjust the maximum funding amount by no more than 10 percent for any recommended strategy.
9. Instruct the Chief Executive Officer, in collaboration with affected departments, to prioritize housing and related services for homeless single adults for whom the County incurs the highest costs, and identify potential resulting savings to be redeployed to combat homelessness.
10. Direct the Chief Executive Officer, in collaboration with the Board, to explore potential sources of ongoing revenue to continue and/or expand the implementation of the recommended Homeless Initiative strategies once the one-time funding for each strategy in Attachment 1, Addendum A has been exhausted.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

Homeless Initiative Recommended Strategies to Combat Homelessness

On August 17, 2015, the Board of Supervisors launched the Homeless Initiative to combat the homeless crisis that pervades our communities. The primary initial objective of the Homeless Initiative was to develop a coordinated set of recommended strategies to combat homelessness. To achieve this objective, the Homeless Initiative convened 18 policy summits on nine topics from October 1 to December 3, 2015, which brought together County departments, cities and other public agencies, and a wide range of community partners and stakeholders.

This effort resulted in 47 recommended strategies (Attachment 1) divided into six areas, which are each key to combating homelessness:

- Prevent Homelessness
- Subsidize Housing
- Increase Income
- Provide Case Management and Services
- Create a Coordinated System
- Increase Affordable/Homeless Housing

To implement these strategies, an initial \$100 million in new one-time funding is recommended,

including \$55.7 million in net County cost previously approved by the Board and \$44 million in departmental funding (Attachment 1, Addendum A).

The Homeless Initiative has identified a sub-set of these strategies in Attachment I, Addendum B that will have the most impact in the shortest time, and recommends that implementation of these strategies commence by June 30, 2016. The Homeless Initiative estimates that \$42 million will be expended on these strategies by June 30, 2017, which will result in approximately 3,500 persons exiting homelessness and 2,000 persons prevented from becoming homeless. The County will establish additional targets in the future, based on the level of funding available and commitments by cities and community partners.

Integral to the development of the recommended strategies were policy and strategy briefs (available at <http://priorities.lacounty.gov/homeless/>) prepared for the 18 policy summits mentioned above. The various recommended strategies included in Attachment 1 identify the related strategy brief(s). A wide range of community, city and County experts contributed to the preparation of both the policy and strategy briefs.

Additionally, the recommended strategies reflect input from focus groups of current and recently homeless adults (Attachment 2) convened by LAHSA and public comments from over 200 individuals and organizations on the draft strategies that were released for public comment on January 7, 2016 (available at <http://priorities.lacounty.gov/homeless/>).

Summary of Recommended Strategies

The recommended strategies summarized below reflect the following key principles:

- Homelessness is an extraordinarily complex problem, which necessitates active, sustained collaboration amongst the County, cities and other public agencies, and a wide array of community partners.
- The web of established collaborative relationships in Los Angeles County provides a very strong foundation for the implementation of these strategies.
- These recommended strategies must strengthen and build upon current County efforts by:
 - Directing more resources to proven strategies;
 - Integrating existing programs and services more effectively;
 - Enabling cities to join the County in combating homelessness; and
 - Identifying opportunities to leverage mainstream criminal justice, health, and social services.

Prevent Homelessness - Combating homelessness requires effective strategies to reduce the number of families and individuals who become homeless, in addition to helping currently homeless families and individuals move into permanent housing. The recommended strategies in this area include:

- Development of a comprehensive homelessness prevention program for families (Strategy A1);
- Establishment of discharge planning guidelines for all County departments which have the potential to discharge individuals into homelessness (primarily the Sheriff's Department, Department of Health Services, Department of Public Health and Department of Children and Family Services) (Strategy A2); and
- Pursuit of multiple actions to better ensure that foster youth are not emancipated into homelessness (Strategy A4).

Subsidize Housing - Almost all homeless families and individuals lack sufficient income to pay rent on an ongoing basis, particularly given the extremely high cost of market-rate housing in Los Angeles County. In this context, subsidizing rent and related housing costs is key to enabling

homeless families and individuals to secure and retain permanent housing and to prevent families and individuals from becoming homeless. The recommended strategies in this area include:

- Expanding Bridge Housing for individuals exiting institutions who need short-term housing before they can secure permanent housing (Strategy B7);
- Providing subsidized housing to homeless disabled individuals pursuing Supplemental Security Income (SSI) and expanding the County's ability to recover the cost of those housing subsidies once the individual is approved for SSI (Strategies B1 and B2);
- Partnering with cities to expand the availability of rapid re-housing, which combines time-limited rental subsidies with the services that families and individuals need to gain the ability to pay their own rent (Strategy B3);
- Using a modest amount of local funds to help homeless families and individuals with a federal housing voucher secure subsidized housing (Strategy B4);
- Expanding bridge housing for individuals exiting institutions who need short-term housing before they can secure permanent housing (Strategy B7); and
- Dedicating a substantial portion of federal housing subsidies which become available through routine turnover to permanent supportive housing for chronically-homeless individuals (Strategy B8).

Increase Income - Most homeless families and individuals have the ability to increase their income to the point where they will be able to pay for their own housing in the future, if they secure the assistance they need. A high percentage of homeless adults can increase their income through employment; qualified disabled homeless individuals can increase their income through federal disability benefits. Rapid re-housing (Strategy B3) includes a heavy focus on employment.

Additionally, the recommended strategies in this area include:

- Helping homeless adults secure employment through subsidized employment for parents and County contracting with social enterprises (Strategies C1 and C2); and
- Helping qualified disabled homeless adults secure federal disability benefits through countywide advocacy programs for SSI and veterans benefits (Strategies C4, C5, and C6).

Provide Case Management and Services - Most homeless families and individuals need some level of case management and supportive services to secure and maintain permanent housing, though the specific need varies greatly, depending on the individual circumstances. The availability of appropriate case management and supportive services is critical to enabling homeless families and individuals to take advantage of an available rental subsidy, increase their income, and access/utilize available services and benefits. The recommended strategies in this area include:

- Establishing standards for supportive services and housing retention for recently-housed, formerly-homeless families and individuals (Strategies D1 and D3);
- Addressing the unique needs of homeless individuals involved with the criminal justice system, while in jail and upon release (Strategies D2, D4, and D6); and
- Ensuring that County departments collaborate closely with community-based homeless case managers (Strategy D5).

Create a Coordinated System - Given their complex needs, homeless individuals, families and youth often come into contact with multiple County departments, city agencies and community-based providers. For the most part, services are not well coordinated. This fragmentation is often exacerbated by disparate eligibility requirements, funding streams, and bureaucratic processes. Maximizing the efficacy of current programs and expenditures necessitates a coordinated system, which brings together homeless and mainstream services. The recommended strategies in this area include:

- Coordinating (a) law enforcement agencies and other first responders, (b) public housing authorities, and (c) public funders of supportive housing (Strategies E4, E5, E10, and E13) ;
- Leveraging opportunities associated with the Affordable Care Act to improve health, mental health, and substance use disorder treatment for homeless families/individuals (Strategies E2, E3, and

E16);

- Strengthening the emergency shelter system so that it can be an effective point of access to the broader homeless services system (Strategy E8);
- Strengthening outreach, engagement, and County support for homeless case management (Strategies E6, E7 and E11); and
- Enhancing data and data sharing (Strategy E12).

Increase Affordable/Homeless Housing - The lack of affordable housing overall, and homeless housing in particular, contribute substantially to the current crisis of homelessness. The County and cities throughout the region can increase the availability of both affordable and homeless housing through a combination of land use policy and subsidies for housing development. The recommended strategies in this area include:

- Collaborating with cities to maximize development opportunities for homeless housing (Strategies F1 and F3);
- Exploring opportunities to raise funds for the development of affordable/homeless housing (Strategies F2 and F5); and
- Pursuing innovative opportunities to increase the availability of affordable/homeless housing, such as second dwelling units and housing construction on public land (Strategies F4 and F6).

Role of Cities

All cities in the County were invited to participate in the Homeless Initiative planning process and had the opportunity to review and submit comments on draft versions of the recommended strategies. Adoption of the recommended strategies will create unprecedented opportunities for cities to partner with the County in combating homelessness, particularly by:

- Contributing city funding toward the cost of rapid re-housing for homeless city residents (Strategy B3);
- Dedicating federal housing subsidies to permanent supportive housing for chronically homeless individuals (Strategy B8);
- Ensuring that law enforcement and other first responders effectively engage homeless families and individuals (Strategies E4 and E5); and
- Using land use policy to maximize the availability of homeless and affordable housing (Strategies F1, F2, F4, and F5).

The City of Los Angeles was deeply involved in the County's policy summits and embarked on a parallel track in developing its own set of complementary strategies to combat homelessness. Nearly 30 cities from throughout the County participated in the Homeless Initiative policy summits.

Homelessness is not confined by jurisdictional boundaries. Establishing a strong, on-going partnership with cities in the region is critical to successfully combating homelessness. Therefore, a Regional Summit to Combat Homelessness, including all 88 cities in the County, is recommended to be convened to discuss the County's strategies, specifically those with city opportunities to combat homelessness, as set forth in Attachment 1, Addendum C.

Office of Homelessness, Evaluation Plan, Research Plan and Delegated Authority

To effectively coordinate both the implementation of the recommended strategies to combat homelessness and the County's other, ongoing efforts to combat homelessness, we are recommending that the establishment of an Office of Homelessness be included in the Fiscal Year 2016-17 Recommended Budget. The Recommended Budget will address the responsibilities of the Office of Homelessness and its placement within County government.

An effective, clear evaluation plan is vital to successful implementation of the recommended strategies, because the evaluation plan will identify the metrics and data needed to determine the effectiveness of each strategy.

It is important for the County to continue to work with community partners to research the complex issues that directly and indirectly contribute to homelessness and test the efficacy of new, innovative interventions. Accordingly, we are recommending that the Chief Executive Officer be directed to develop, and submit for approval, a proposed research plan on homelessness in Los Angeles County, in collaboration with United Way-Home for Good, including the potential utilization of both philanthropic funding and state/federal revenue received by departments.

In order to effectively and expeditiously implement and make necessary adjustments to the recommended strategies, it is important that delegated authority be provided to the Chief Executive Officer and County departments, subject to review and approval of County Counsel, to:

- Prepare and execute agreements and any subsequent amendments with the CDC or LAHSA required to implement the recommended strategies;
- Prepare and execute agreements with other entities, up to \$250,000, to implement the recommended strategies; and
- Execute, as needed, any non-financial amendments or financial amendments which increase or decrease the total contract amount by not more than 10 percent.

Services Homeless Single Adults Use and their Associated Costs

In a report prepared by the Chief Executive Office's Research and Evaluation Services (RES), it is estimated that close to \$1 billion per year is spent through six County departments to provide services to single homeless adults. The report titled, "The Services Homeless Single Adults Use and their Associated Costs" (Attachment 3), finds that in Fiscal Year 2014-15, Los Angeles County's Departments of Health Services, Mental Health, Public Health, and Public Social Services, the Sheriff, and the Probation Department spent an estimated total of \$965 million in providing services and benefits to homeless single adults. Furthermore, RES's analysis "suggests that 5% of the homeless single adult population in the County – roughly 1 out of every 20 – consumes 40 cents of every dollar spent on the full population." Focusing County efforts in identifying and assisting this small, high-user population to secure and retain permanent housing could free up resources that could be used to assist additional homeless individuals, families, and youth to exit homelessness.

Additional Revenue to Combat Homelessness

It is vital that the County place emphasis on exploring and securing additional revenue to continue to support the recommended strategies once the initial investment is expended. Therefore, it is recommended that the Chief Executive Officer, in consultation with the Board, explore all possible potential sources of on-going revenue to combat homelessness over the long-term.

Implementation of Strategic Plan Goals

The recommended actions are in compliance with the County Strategic Plan, Goal 1, Operational Effectiveness/Fiscal Sustainability, Goal 2, Community Support and Responsiveness, and Goal 3, Integrated Services Delivery.

FISCAL IMPACT/FINANCING

The recommended funding for the strategies set forth in Attachment 1, Addendum A includes \$99.7 million comprised of:

- One-time funding of \$51.1 million approved by the Board on September 29, 2015, and funding of \$4.6 million from the FY 2016-17 Affordable Housing dollars not identified for capital improvements, for a total of \$55.7 million; and
- County department funding comprised of \$5 million of one-time CalWORKs Fraud Incentives from the Department of Public Social Services, \$21.6 million of one-time AB 109 funding, \$15.4 million of one-time SB 678 funding from Probation, and \$2 million of one-time funding from the Department of Children and Family Services, for a total of \$44 million.

Additionally, ongoing departmental funding is expected to be available for nine strategies, as identified in Attachment 1, Addendum C.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

Homelessness in Los Angeles County

LAHSA conducted a homeless count of Los Angeles County (excluding the cities of Glendale, Long Beach, and Pasadena, which conduct their own homeless count) in January, 2015. The total homeless population in Los Angeles County (including Glendale, Long Beach, and Pasadena) was 39,461 in 2013 and 44,359 in 2015, which represents a 12.4 percent increase. According to LAHSA, homeless persons enumerated in 2015 were twice as likely to be unsheltered (28,948 persons) as sheltered (12,226). Among the unsheltered population, the number in tents, makeshift shelters, and vehicles saw a significant increase of 85 percent from 2013 (5,335) to 2015 (9,335).

LAHSA has completed an analysis of the gap between the current amount of subsidized housing and the needed amount of subsidized housing in Los Angeles County, based on the results of the 2015 Homeless Count (Attachment 4).

Board Requests from the Homeless Initiative

On October 13 and December 15, 2015, the Board directed the Chief Executive Officer to prepare various reports relating to homelessness and submit them along with the Homeless Initiative's recommended strategies. The following reports are provided consistent with the Board's directives:

- Funding sources that could be used to establish an ongoing pool of funds, in coordination with the Health Services Master Agreement List for Intensive Case Management Services (ICMS), for supportive services tied to permanent supportive housing projects (Attachment 5);
- Comprehensive report on existing homelessness prevention activities in the County (Attachment 6); and
- Inventory of existing programs in the County that provide services to homeless youth (Attachment 7).

IMPACT ON CURRENT SERVICES (OR PROJECTS)

Approval of the recommended set of coordinated strategies to combat homelessness will affirm the County's commitment to reduce the number of homeless families and individuals, maximize the alignment and effectiveness of current and future efforts, and lay the foundation for additional effective investments in the future.

CONCLUSION

In closing, I would like to acknowledge the following County departments/agencies for their invaluable participation and contribution to the development of the recommended strategies:

Alternate Public Defender
Animal Care and Control
Arts Commission
Beaches and Harbors
Child Support Services
Children and Family Services
Community and Senior Services
Community Development Commission/
Housing Authority of the County of Los Angeles
Consumer and Business Affairs
County Counsel
District Attorney
Fire Department
Health Services
Los Angeles Homeless Services Authority
Mental Health
Military and Veterans Affairs
Parks and Recreation
Probation
Public Defender
Public Health
Public Library
Public Social Services
Public Works
Regional Planning
Registrar-Recorder
Sheriff
Superior Court

This enormous breadth of participation across County government is a testament to the County's commitment to combating homelessness, and the successful implementation of the recommended strategies will depend on the continued participation and support of all of these departments.

The Honorable Board of Supervisors

2/9/2016

Page 9

Respectfully submitted,



SACHI A. HAMAI

Chief Executive Officer

SAH:JJ:PA:GR:ef

Enclosures

c: Executive Office, Board of Supervisors
County Counsel
District Attorney
Sheriff
Alternate Public Defender
Animal Care and Control
Arts Commission
Beaches and Harbors
Child Support Services
Children and Family Services
Community and Senior Services
Community Development Commission
Consumer and Business Affairs
Fire Department
Health Services
Los Angeles Homeless Services Authority
Mental Health
Military and Veterans Affairs
Parks and Recreation
Probation
Public Library
Public Health
Public Social Services
Public Works
Regional Planning
Superior Court