

REPORT FROM

OFFICE OF THE CITY ADMINISTRATIVE OFFICER


Date: January 31, 2025

CAO File No. 0220-06272-0000

Council File No. 24-0446

Council District: Citywide

To: The Mayor
The City Council

From: *for* Matthew W. Szabo, City Administrative Officer 

Reference: Community Investment for Families transmittal dated November 1, 2024; Received by the City Administrative Officer on November 20, 2024; Additional information received through January 28, 2025

Subject: **SURVIVOR SERVICES REQUEST FOR PROPOSALS RESULTS AND RELATED ACTIONS**

RECOMMENDATIONS

That the Council, subject to the approval of the Mayor:

1. Note and file the Community Investment for Families Department (CIFD) report dated November 1, 2024;
2. Authorize the CIFD General Manager, or designee, to:
 - a. Negotiate and execute contracts with seven agencies to provide case management and supportive services for domestic violence and human trafficking survivor services for the period January 1, 2025 through December 31, 2025, with four one-year renewal options as detailed in the table below, subject to the review and approval of the City Attorney as to form, compliance with the City's contracting requirements and federal and state grant guidelines, and funding availability:

	Agency	Amount
1	1736 Family Crisis Center	\$ 140,000
2	Center for the Pacific-Asian Family, Inc.	160,000
3	Coalition to Abolish Slavery and Trafficking	720,000
4	Haven Hills, Inc.	530,000
5	Jenesse Center, Inc.	60,000
6	Jewish Family Service Los Angeles	325,000
7	The People Concern	265,000
	Total	\$ 2,200,000

- b. Negotiate and execute contracts with the agencies identified through a Request for Proposals (RFP) process as detailed in Attachment 1 to this report to operate the Survivors Services System for a six-month contract term from January 1, 2025 through June 30, 2025, with four one-year renewal options, subject to the review and approval of the City Attorney as to form, compliance with the City's contracting requirements and federal and State grant guidelines, and funding availability;
 - c. Establish a Survivor Services Replacement Operator List, effective for five years commencing on January 1, 2025, consisting of all proposals with a score of 70 or higher from the 2024 RFP process, as detailed in Attachment 2 to this report and report back to Council prior to the selection of a new Survivor Services operator from said list;
3. Approve the use of \$6,940,000 in the Home Investment Partnership American Rescue Plan (HOME-ARP) Fund No. 65M/43, Account No. 43VB85 LA Emergency Fund to support the Survivors First Program for emergency financial assistance;
4. Request the City Controller to:
 - a. Reduce appropriations in the HOME-ARP Fund 65M/43 as follows:

Account No.	Account Name	Amount
43VB83	HOME-ARP Administrative Reserve	\$ (94,286.49)
43A121	Community Investment for Families	(19,648.00)
Total		\$ (113,934.49)

- b. Reduce appropriations in the amount of \$19,648.00 in the CIFI Fund 100/21, Account No. 001010, Salaries, General; and
5. Authorize the CIFI General Manager, or designee, to prepare Controller instructions and/or make technical adjustments as necessary to implement the actions approved by the Mayor and Council, subject to the approval of the City Administrative Officer, and request the Controller to implement the instructions.

SUMMARY

The Community Investment for Families Department (CIFI) requests approval of the 2024 Request for Proposals (RFP) results for the expansion of the Survivors Services System, authority to execute contracts with the selected providers to operate the Survivor Services System for a six-month term from January 1, 2025 through June 30, 2025 with four one-year renewal options, and authority to establish a Survivor Services Replacement Operator List. The CIFI also requests authority to transfer funds from the Unappropriated Balance, Domestic and Human Trafficking Shelter Operations Account; reallocate \$905,092 from the Victims of Crime Reserve Fund; and reallocate Home Investment Partnership American Rescue Plan (HOME-ARP) funds from the LA

Emergency Fund to support the Survivor Services System expansion.

Due to the significant General Fund impact and the City's current financial constraints, this Office recommends maintaining base level services and executing contracts with the selected agencies as detailed in Attachment 1 of this report for a revised total contract allocation of \$7.2 million from January 1, 2025 through June 30, 2025. This includes the following:

- Domestic Violence and Human Trafficking Shelter Operations (DV/HTSO) - \$3,140,028
- Wage Increases - \$907,161
- Case Management and Supportive Services - \$1,100,000
- Survivors First Program - \$1,742,932

This Office also recommends approval to use HOME-ARP grant funds to support the Survivors First Program and allocating \$300,000 for the case management system replacement for the Survivor Services System and the FamilySource System.

This Office does not recommend the following requested expansion of services totaling \$2.3 million from the General Fund:

- Crisis to Shelter - \$392,839
- Increase shelter beds - \$137,588
- One Transitional Age Youth (TAY) Human Trafficking Shelter - \$300,000
- One Non-Confidential Shelter - \$700,000
- Survivors First Program - \$500,000
- Centralized Line - \$267,504

This report also addresses the City Council instruction that CIFI report on the feasibility of conducting or contracting with organizations to perform a baseline study of the prevalence of human trafficking in the City. This Office has not been able to identify resources to fund the baseline study.

BACKGROUND

The DV/HTSO Program provides confidential emergency and transitional shelters and supportive services. The program currently funds 567 shelter beds allowing for a total of 903 survivors securing shelter in 2023-24. The program serves a minimum of 1,600 survivors annually to increase safety, increase awareness and knowledge of resources, increase social support, maintain or increase income, and/or transition into stable housing. In 2024-25, the DV/HTSO Program was funded with \$3,881,436 in the CIFI base budget by the General Fund and \$2,398,619 from the annual Community Development Block Grant allocation. The 2024-25 CIFI Adopted Budget also included a one-time \$6.5 million General Fund allocation for a Victims of Crime Act (VOCA) Reserve Fund to backfill anticipated federal funding cuts. Funding in the amount of \$2.0 million was also included in the Unappropriated Balance for the expansion of the DV/HTSO Program. The CIFI conducted a Request for Proposals (RFP) process to operate various components of the new proposed

Survivor Services System.

Survivor Services System

The proposed Survivor Services System will provide a comprehensive continuum of care for survivors to address both immediate safety needs and long-term stability. The program components provide support through the different phases of crisis response, survivor stabilization, and survivor resilience. Due to the significant General Fund impact and the City's current financial constraints, this Office does not recommend expansion of services. This Office recommends maintaining base level services through the remainder of this fiscal year by providing \$3.1 million to continue the DV/HTSO Program, \$907,161 in wage increases for the agencies' staff, \$1.1 million for case management and supportive services, \$300,000 for a case management system for the DV/HTSO Program and the FamilySource System, and \$1.7 million for the Survivors First Program.

On March 30, 2022, the City Council approved the allocation of \$6.94 million from the HOME-ARP grant for the Los Angeles Emergency Fund to provide emergency financial assistance to prevent homelessness. On November 19, 2024, the City Council approved the acceptance and allocation of the \$3.85 million Family Homelessness Challenge Round 2 Grant (FHC-2) award to implement the Survivors First Program through December 31, 2024 (C.F. 22-1097). The CIFD proposes to use HOME-ARP, FHC-2, and General Fund to fund 10 new contracts to implement the Survivors First Program from January 1, 2025 through June 30, 2025. This Office recommends a revised total contract allocation amount of \$1.7 million for the Survivors First Program, consisting of \$800,000 from the HOME-ARP and \$900,000 from the FHC-2 grant funds. Due to the City's current financial constraints, this Office does not recommend using General Fund for this purpose.

The total 2024-25 available budget for the Survivor Services System is \$18.0 million, consisting of \$12.8 million in General Fund allocations and \$5.2 million in off-budget grants. The total anticipated costs to maintain base level services through the end of this fiscal year is \$11.5 million, consisting of \$4.3 million from July 1, 2024 through December 31, 2024 and \$7.2 million from January 1, 2025 through June 30, 2025 as detailed in Table 1 below. The anticipated costs to expand the services from January 1, 2025 to June 30, 2025 is \$2.3 million as shown in Table 2 below.

The total cost for the base level services plus the expansion is \$13.8 million. Maintaining base level services through the end of the current fiscal year would result in \$6.5 million savings to continue the survivor services in 2025-26.

Table 1. Base Level Services

Category	Grants Budget	General Fund Budget	Total 2024-25 Budget
Total Available Budget	\$ 5,247,551	\$12,794,617	\$18,042,168
Category	Current Contracts 7/1/2024 - 12/31/2024	Proposed Contracts 1/1/2025 - 6/30/2025	Total 2024-25 Contracts
Shelter Operations (10 agencies)	\$ 3,234,064	\$ 3,140,028	\$ 6,374,092
Wage Increases		907,161	907,161
Case Management and Supportive Services (7 agencies)		1,100,000	1,100,000
Case Management System		300,000	300,000
Crisis to Shelter Program (1 agency)	152,000		152,000
Survivors First Program (8 agencies)	936,500	1,742,932	2,679,432
Base Level Services Total	\$ 4,322,564	\$ 7,190,121	\$ 11,512,685

Table 2. Expansion of Services

Category	Current Contracts 7/1/2024 - 12/31/2024	Proposed Contracts 1/1/2025 - 6/30/2025	Total 2024-25 Contracts
Crisis to Shelter (2 agencies)		\$ 392,839	\$ 392,839
Increase Shelter Beds		137,588	137,588
TAY Human Trafficking Shelter (1 agency)		300,000	300,000
Non-Confidential Shelter (1 agency)		700,000	700,000
Survivors First Program (2 agencies)		500,000	500,000
Centralized Line (16 agencies)		267,504	267,504
Expansion Total	\$ -	\$ 2,297,931	\$ 2,297,931

Crisis to Shelter Program

The Crisis to Shelter Program is designed to support survivors who are actively fleeing from imminent danger by providing immediate short-term hotel/motel accommodations and case management services while they plan their next steps or await entry into the DV/HTSO Program. Funding for this program was not included in the 2023-24 or 2024-25 CIFD Adopted Budget. In 2023-24, funding in the amount of \$520,280 was transferred from the Domestic Abuse Response Teams account in the General City Purposes Fund to the CIFD to contract with the Jenesse Center, Inc. to implement this program. In 2024-25, approximately \$152,000 was reappropriated to continue the program through December 31, 2024. The CIFD proposes to use \$392,839 in General Fund to fund two new contracts to implement the Crisis to Shelter Program from January 1, 2025 through June 30, 2025. Due to the City's current financial constraints, this Office does not recommend using General Fund for this purpose.

Domestic Violence and Human Trafficking Shelter Operations Program

The CIFD proposes to increase the number of shelter beds by 168 for a total contract allocation of \$137,588 from the \$6.5 million General Fund allocation for the VOCA Reserve Fund. The CIFD also proposes to add one Unhoused Transitional Age Youth (TAY) Human Trafficking Shelter (\$300,000) and add one Non-Confidential Shelter (\$700,000) from January 1, 2025 through June 30, 2025 for a total contract allocation of \$1 million from the Unappropriated Balance. This Office recommends maintaining the current service levels for emergency and transitional shelters by providing \$4.1 million (including \$900,000 in wage increases for shelter agencies' staff) to fund 10 new contracts from January 1, 2025 through June 30, 2025 to provide the following services:

- Emergency Shelters: Confidential shelters that operate twenty-four hours a day and provide immediate safety and offer crisis intervention, case management, legal, and supportive services for up to 45 days.
- Transitional Shelters: Confidential shelters for survivors that need continued support for long-term stability for up to 24 months. Transitional shelters provide same services as emergency shelters with a focus on long-term stabilization and transition into safe, permanent housing.
- Unhoused TAY Human Trafficking Shelter: Serves unhoused TAY survivors of human trafficking ages 18-24 and provide case management services focusing on increasing long-term stabilization.
- Non-Confidential Shelter: Offers an alternative to the traditional confidential emergency and transitional shelters for survivors with situations in which a confidential shelter is neither appropriate nor desired. These non-confidential shelters allow survivors to remain connected with their communities and support networks outside of the shelter.

Survivors First Program

The Survivors First Program includes the following four key components to promote housing stability: 1) trauma-informed, survivor-driven case management services; 2) emergency financial

assistance; 3) financial coaching; and 4) community/landlord engagement. Time-limited financial assistance can be used for housing-related expenses, including move-in costs, rent, and debt resolution. This Office recommends a revised total contract allocation of \$1.7 million using the HOME-ARP and FHC-2 grant funds only. On March 30, 2022, the CIFD received a \$6.9 million allocation from the HOME-ARP grant for the Los Angeles Emergency Fund to provide households at risk of homelessness with emergency financial assistance for rental arrears, childcare costs, and meals or groceries. On November 19, 2024, the City Council approved the acceptance of the FHC-2 grant award for this purpose (C.F. 22-1097). These funds have not been expended and are available to support the Survivors First Program. This Office recommends the use of the HOME-ARP allocation to fund the Survivors First Program, which will provide emergency financial assistance as intended.

Centralized Line

The CIFD proposes to allocate \$267,504 from the \$6.5 million General Fund allocation for the VOCA Reserve Fund to establish a City and County of Los Angeles data management/centralized platform. This Centralized Line will streamline the process for survivors seeking support by providing a single hotline available 24/7 that will connect survivors to the requested services. This Office does not recommend using General Fund for this purpose.

Procurement Process

On June 12, 2024, pursuant to Charter Section 1022, the Personnel Department determined that there are no City classifications with the expertise necessary to operate the Survivor Services System. The Personnel Department also noted that staff is fully deployed and unable to take on additional tasks. On July 12, 2024, the CIFD released an RFP to operate the following Survivor Services System program components: Crisis to Shelter Program, Emergency Shelters, Transitional Shelters, Unhoused TAY Human Trafficking Shelter, LGBTQ+ Domestic Violence Shelter, Non-Confidential Shelter, and Survivors First Program. A Proposers' Conference was held on July 25, 2024, and technical assistance was offered to all proposers. The CIFD received 20 complete proposals by the September 4, 2024 deadline, and all proposals passed a threshold review for minimum eligibility.

The proposals were reviewed by a panel of reviewers who participated in the SSP RFP Reviewer Training, which covered an overview of the RFP and the scoring tool. The reviewers signed the Conflict of Interest/Non-Disclosure Statement. Proposals must receive a minimum score of 70 out of 100 possible points to be considered for funding. The panel evaluated proposals both individually and as a group to reach a consensus score using the following criteria as established in the RFP:

1. Demonstrated Ability: 20 points
2. Program Design: 60 points
3. Cost Reasonableness and Financial Viability: 20 points

There were no proposals received for the Unhoused TAY Human Trafficking Shelter and LGBTQ+ Domestic Violence and Human Trafficking Shelter. On September 27, 2024, the CIFD, in

consultation with the City Attorney, released a Request for Bids (RFB) to all proposers to the initial RFP with a deadline of October 4, 2024. Five bids were submitted for the TAY shelter, but the CIFD recommends a contract with the top-scoring agency due to the availability of funds. Only one bid was submitted for the LGBTQ+ shelter, but it did not meet the minimum passing score of 70. Attachment B to the CIFD report details the full results of the RFP and RFB processes.

On October 24, 2024, proposers were notified of the evaluation results and provided instructions for the appeals process. The CIFD received one appeal, but the proposer subsequently withdrew the appeal.

Case Management System

The CIFD is developing a new case management system replacement for the tracking of clients, services, and outcomes for the Survivor Services System, FamilySource System, and other special programs. The CIFD is currently working with the vendor, Slalom, Inc., for the development of the new system with an anticipated launch date of February 2025. The CIFD requests to allocate \$300,000 for the completion of the replacement system. The funds will be allocated as follows:

- Slalom, Inc. - \$180,000 for the balance of the contract
- Satwic, Inc. – \$100,000 for one Database Architect to complete the data mapping and migration from the previous Bitfocus system to the new Salesforce platform
- Information Technology Agency (ITA) - \$20,000 for ITA support

Human Trafficking Baseline Study

Currently, data on the prevalence of human trafficking in the City is limited. The City Council instructed the CIFD to report on the feasibility of baseline study to collect more comprehensive data to include the annual number of victims, the type of human trafficking, victim demographics, and concentration of victims in particular geographic areas. This data is needed to inform decisions on program and policy development. According to reports from the Sunita Jain Anti-Trafficking Initiative at Loyola Marymount University, a comprehensive study on the prevalence of human trafficking in the City would cost approximately \$1 million and take three years to complete. The CIFD currently does not have the resources to contract with an organization to conduct this study. There are no other available funding resources to support a human trafficking baseline study.

FISCAL IMPACT STATEMENT

The recommendations in this report will have no additional impact to the General Fund. The CIFD has a total 2024-25 General Fund allocation of \$12.6 million and a total off-budget grants amount of \$5.2 million from the Community Development Block Grant, Home Investment Partnerships American Rescue Plan, and the Family Homelessness Challenge Round 2 grant allocations to support new contracts to maintain base level services for the Survivor Services System. Future funding for the program will require appropriation from the Mayor and Council through the annual budget process.

FINANCIAL POLICIES STATEMENT

The recommendations in this report comply with the City's Financial Policies in that grant funds will be utilized for grant-eligible activities.

MWS:JLJ:02250069c

Attachments

Attachment 1
Survivor Services System Funding Recommendations

	Agency	General Fund	FHC-2	HOME-ARP	Contract Allocation 1/1/25 to 6/30/25
Emergency Shelters					
1	Center for the Pacific-Asian Family, Inc.	\$ 160,765			\$ 160,765
2	Coalition to Abolish Slavery and Trafficking	\$ 247,281			\$ 247,281
3	Haven Hills, Inc.	\$ 305,068			\$ 305,068
4	Jenesse Center, Inc.	\$ 333,582			\$ 333,582
5	Jewish Family Service of Los Angeles	\$ 171,555			\$ 171,555
6	Rainbow Services, Ltd.	\$ 259,848			\$ 259,848
7	1736 Family Crisis Center	\$ 209,322			\$ 209,322
8	Southern California Alcohol and Drug Programs	\$ 261,770			\$ 261,770
	Subtotal	\$ 1,949,191	\$ -	\$ -	\$ 1,949,191
Transitional Shelters					
1	Catholic Charities of Los Angeles, Inc.	\$ 218,146			\$ 218,146
2	Center for the Pacific-Asian Family, Inc.	\$ 160,765			\$ 160,765
3	Coalition to Abolish Slavery and Trafficking	\$ 247,281			\$ 247,281
4	Haven Hills, Inc.	\$ 287,051			\$ 287,051
5	Jenesse Center, Inc.	\$ 333,583			\$ 333,583
6	Jewish Family Service of Los Angeles	\$ 157,914			\$ 157,914
7	Rainbow Services, Ltd.	\$ 259,848			\$ 259,848
8	The People Concern	\$ 224,089			\$ 224,089
9	1736 Family Crisis Center	\$ 209,323			\$ 209,323
	Subtotal	\$ 2,098,000	\$ -	\$ -	\$ 2,098,000

	Agency	General Fund	FHC-2	HOME-ARP	Contract Allocation 1/1/25 to 6/30/25
Survivors First Program					
1	Center for the Pacific-Asian Family, Inc.		\$ 66,750	\$ 66,750	\$ 133,500
2	Coalition to Abolish Slavery and Trafficking		\$ 156,250	\$ 156,250	\$ 312,500
3	Haven Hills, Inc.		\$ 126,838	\$ 126,838	\$ 253,676
4	Jenesse Center, Inc.		\$ 131,407	\$ 131,408	\$ 262,815
5	Jewish Family Service of Los Angeles		\$ 125,000	\$ 125,000	\$ 250,000
6	Peace Over Violence		\$ 131,388	\$ 18,612	\$ 150,000
7	Southern California Alcohol and Drug Programs		\$ 6,167	\$ 47,874	\$ 54,041
8	1736 Family Crisis Center		\$ 163,200	\$ 163,200	\$ 326,400
	Subtotal	\$ -	\$ 907,000	\$ 835,932	\$ 1,742,932
Case Management System					
1	Case Management System Development	300,000			300,000
	Total Contract Allocations	\$ 4,347,191	\$ 907,000	\$ 835,932	\$ 6,090,123



SURVIVOR SERVICES PROGRAM RFP REPLACEMENT OPERATOR LIST

Proposers that received a score of 70 or higher:

1736 Family Crisis Center
Catholic Charities of Los Angeles, Inc.
Center for the Pacific-Asian Family, Inc.
Coalition to Abolish Slavery and Trafficking
Covenant House California
Haven Hills, Inc.
Home At Last Community Development Corporation
Jenesse Center, Inc.
Jewish Family Service Los Angeles
Journey Out
Peace Over Violence
Rainbow Services Limited
SISTAHFRIENDS
Southern California Alcohol and Drug Programs, Inc.
St. Anne's Family Services
The Do Good Daniels Family Foundation
The People Concern
Young Women's Freedom Center / Beloved Villages