

REPORT OF THE CHIEF LEGISLATIVE ANALYST

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TO: Honorable Members of the City Council

FROM: Sharon M. Tso 
Chief Legislative Analyst

Council File: 20-0045
Assignment No: 20-02-0211

Los Angeles Homeless Services Authority Governance

SUMMARY

Motion (CF 20-0045, Martinez, O'Farrell-Wesson, Price) instructs the Chief Legislative Analyst (CLA), with the assistance of the City Attorney, City Administrative Officer (CAO), the Housing and Community Investment Department (HCID), and the Los Angeles Homeless Services Authority (LAHSA), to evaluate the LAHSA governing structure and assess other models for the delivery of homeless services. The purpose of the review is to ensure that the Governance Structure provides for the effective delivery of homeless services.

In response, the CLA has conducted interviews with over 20 stakeholders in the homelessness response system to identify issues of concern with the current LAHSA Governance Structure. Additionally, a wide range of documents, including the original formation documents, were reviewed to develop a summary understanding of the current homeless services delivery system and possible alternative service models.

The County of Los Angeles and the LAHSA Commission have also initiated an evaluation of the LAHSA Governance Structure. City staff are cooperating with these efforts. The County and LAHSA Commission have submitted their reports.

This report provides the following information:

I	Homeless Response Service Models	Review of possible models for providing homeless services	p. 7
II	Comprehensive Homelessness Response System	A summary review of the components of the system, and LAHSA's role in that system	p. 8
III	Current Governance Structure	A review of the components of the current Governance Structure for the Los Angeles homelessness response system	p. 10
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V	Non-Governance Issues	Review of issues in the homelessness response system not related to the Governance Structure	p. 27
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Key Questions

A critical question is how to structure governance for homelessness response services to ensure effective delivery of services, as well as accountability and transparency in the delivery of those services. At the core of this question is whether the current LAHSA Governance Structure is most suited to delivering on these objectives. Under State and federal law and regulation, the City of Los Angeles (City), County of Los Angeles (County), and the City and County of Los Angeles Continuum of Care (LA CoC) are the primary bodies responsible for policy development and service delivery. In addition, a large array of other public agencies, private service providers, advocates, councils, committees, and other planning and advocacy bodies have varying degrees of influence over the system. This report notes that, in particular, the LA CoC/Regional Homelessness Advisory Council (RHAC) and the Comprehensive Entry System Policy Council may have authority without accountability, as there are no checks in the system to review and concur in policies developed by these bodies. Their roles in the homelessness delivery system require further consideration.

Another key question is whether the current Governance Structure is the main cause of concern. Interviews with stakeholders provided less concern over Governance matters, and more concern over issues related to administration, implementation, and communication. It may be that Governance is not the issue, but rather the manner in which government agencies, LAHSA, and private service providers engage with one another.

With this in mind, a range of non-governance issues were identified that need to be addressed. These include communications, data and metrics, outreach, staffing capacity, contracting, and service geography. All of these issues must be addressed no matter which Governance Structure reforms are implemented as they are relevant to the effective and efficient delivery of homelessness services.

Findings

Key findings are:

- The only delivery model for homelessness services in the United States is a Public-Private Partnership (P3) model.
- A critical organizing element is the Coordinating Entity role between government agencies and the private sector.
- LAHSA, a quasi-governmental agency, is the Coordinating Entity for the City and County of Los Angeles.
- LAHSA has begun implementing a Strategic Plan that identifies four key components to the Regional Comprehensive Homelessness Response System:
 - Prevention
 - Housing Creation
 - Rehousing Services
 - Street Management

- LAHSA is primarily responsible for Rehousing Services and the outreach component of Street Management and should focus its efforts on these services, while other agencies are responsible for Prevention and Housing Creation.
- The Governance Structure for homelessness services in the City and County of Los Angeles has many components.
- Actions and policies of some components of the system are not reviewed, coordinated, and approved by any lead authority; communications may not be effective or efficient.
- Administrative and implementation issues (such as contracting, outreach program complexity, and lack of data and metrics) are constraints on system effectiveness.

Governance Reforms

Since the service delivery model in the United States is a P3 model, and is dependent upon a lead Coordinating Entity, governance reforms would necessarily focus on the role of the Coordinating Entity, in this case LAHSA. In the context of the City and County, there are three ways that the Governance Structure could be reformed; each is discussed later in this report:

1. Create smaller regional coordinating entities, with the City as a stand-alone entity (CoC) and the remainder of the County becoming one or more additional entities (CoCs).
2. Transfer coordinating authority to a State agency.
3. Reform LAHSA and the LAHSA Commission: change its configuration of appointees, streamline the decision-making components in the Governance Structure, realign its coordinating functions, and ensure greater accountability among these components.

Next Steps

Recommendations are provided in this report to begin immediate work to resolve issues with regard to administration and implementation of services within the current LAHSA Governance Structure, some of which LAHSA has already begun to address. Whether or not the Governance Structure is reformed, these actions should be addressed:

- Develop data and metrics to better evaluate the homelessness services funded by the City;
- Ensure greater transparency into the LAHSA budget;
- Develop information concerning the operation of outreach services, including constraints that could be hindering the effectiveness of these services; and

- Evaluate the capacity and turn-over among staff at LAHSA and service providers.

Direction is needed from Council if changes to the Governance Structure are desired. Specifically, additional research and program development should be focused on options that Council would like to consider to ensure greater accountability, transparency, streamlined policy and funding decision-making, and effective policy implementation. With direction from Council, staff can engage the County and LAHSA in further discussions concerning specific governance reform proposals.

It is anticipated that additional reports will be needed to fully address this subject. As Council considers its options with regard to the LAHSA Governance Structure for homelessness services, other issues and additional Governance Structure alternatives will emerge. The CLA will report separately on the LAHSA budget and funding for homelessness programs.

RECOMMENDATIONS

That the City Council:

1. Instruct the Chief Legislative Analyst (CLA), with the assistance of the Housing and Community Investment Department (HCID) and other departments as appropriate, to report on regional coordination of Prevention and Housing Creation programs and identify options to improve these elements of the Comprehensive Homelessness Response System;
2. Instruct the CLA, City Administrative Officer (CAO), and HCID, and request the City Attorney, to seek amendments to the LAHSA Joint Powers Agreement to ensure that the LAHSA budget process provides substantive content that allows for adequate public review and input and is published on the Internet for public access and to ensure accountability between the LA Continuum of Care, its Committees, the LAHSA Commission, and governmental and private funders;
3. Instruct the CLA, CAO, HCID, and any other department or agency, with the assistance of the California Policy Lab, to refine metrics to better measure the effectiveness of all homeless services programs funded by the City, including the Enhanced Comprehensive Homeless Strategy and programs funded with General Funds, Homeless Emergency Aid Program (HEAP), Homeless, Housing, Assistance and Prevention (HHAPP) grant funds, and Consolidated Plan funds;
4. Instruct HCID, CAO, CLA, and request the City Attorney and LAHSA, to evaluate existing contracting practices both between the City and LAHSA and between LAHSA and service providers to ensure greater efficiency, transparency, and accountability, including the details as discussed in the contract section of this report;

5. Request LAHSA to report on the capacity within LAHSA and service providers to provide the services required, addressing such issues as training and staff turn-over; and
6. Request LAHSA and instruct the CAO and CLA to report with options to develop and enhance community-level tools to address homelessness within the City.
7. Should Council choose to pursue a preferred Governance Option such as 1. create a Metro-style agency authorized by State law, 2. establish a City-only Continuum of Care, 3. restructure the current Governance Structure, then the associated recommendations provided in Section VI of this report should be adopted.

FISCAL IMPACT STATEMENT

There is no impact on the General Fund as a result of the recommendations in this report.

Attachments	A	Recent Studies of Homelessness in California
	B	Current City Programs in Prevention, Housing Creation, and Street Management
	C	Current Homeless Services Governance Structure
	D	Membership Rosters
	E	Los Angeles County Service Planning Areas
	F	Alternative LAHSA Commission Membership Configurations
	G	LAHSA Budget (2020-2021)

BACKGROUND

Motion (Martinez, O'Farrell-Wesson, Price) instructs the CLA, with the assistance of the CAO, City Attorney, and HCID, to evaluate the LAHSA Governance Structure and report on other models for the delivery of homeless services. Subsequent to approval of the Motion, the County Board of Supervisors approved two motions (March 2020 and September 2020) instructing County staff to also evaluate the LAHSA Governance Structure. In addition, the LAHSA Commission established an Ad Hoc Committee on Governance (LAHSA Ad Hoc Committee) comprised of LAHSA Commissioners to review issues related to LAHSA Governance.

To facilitate review, City staff worked cooperatively with the LAHSA Ad Hoc Committee and the County to ensure that the parties share a common understanding of the components of the current Governance Structure. Further, the parties conducted interviews with various stakeholders to identify the range of issues related to the way the Los Angeles homeless services system is governed and operated, and potential solutions that could be implemented.

To further their work, the LAHSA Ad Hoc Committee retained a consultant with the Center for Budget and Policy Priorities to conduct their review of LAHSA Governance. The consultant has extensive experience with policies and regulations concerning homelessness services, and most recently participated in efforts to reform the governance of homeless services in King County (which includes Seattle, Washington). LAHSA received a report from their consultant team which was approved by the Commission in February 2021 and is summarized in Attachment A.

The County conducted a wide range of interviews with various County departments and partners concerning the LAHSA Governance question in response to the two motions by the Board of Supervisors. They interviewed representatives from other cities from the several Councils of Governments in the region that receive assistance through the County's programs. County staff provided a final report in February 2021, which is also summarized in Attachment A.

The CLA conducted interviews with various stakeholders, including Council Offices, City departments working with LAHSA and homeless services, individuals who were involved with the original formation of LAHSA, representatives from homeless service providers, and other governmental agencies. Our analysis has also included a review of the substantial number of documents related to the formation and authority of the various agencies and bodies that have been formed to govern homeless services in Los Angeles, both historical and current. This review also included consideration of several State and local studies addressing homelessness, including reports by the State Auditor, the State Legislative Analyst, the Governor's Council of Regional Homeless Advisors, and the San Gabriel Valley Council of Governments. A summary of these recent studies is included in Attachment A.

Finally, the City, County, and LAHSA Ad Hoc Committee jointly conducted interviews with representatives from philanthropy, the Los Angeles Continuum of Care, and the U.S. Department of Housing and Urban Development (HUD), among others. These interviews occurred from October 2020 through January 2021 and inform recommendations in a report prepared for the LAHSA Commission's Ad Hoc Committee on Governance, as discussed later in this report.

I. HOMELESS RESPONSE SERVICE MODELS

Service models for the delivery of homeless services can be grouped into three categories:

- Government (coordination and services provided exclusively by government agencies)
- Public-Private Partnership (P3)
- Market (coordination and services provided exclusively by private agencies)

Of these possible approaches, governmental entities within the United States use the P3 model to deliver homeless services. There are no government or market service delivery models used in the United States. Relying exclusively on a single government agency to provide all services would be very expensive, transition to such a system would be very disruptive, and it would not be consistent with federal regulations. Also, a government service model would impact private sector services. Since no such model exists in the U.S., it would take time to develop and implement such a model. Similarly, market service delivery models are not viable as it is not conceivable that a service delivery system without governmental involvement would be acceptable.

P3 Service Model

Governmental Agencies	↔	Central Coordinator	↔	Service Providers (private, non-profit)
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Within the P3 model, there are several ways to organize the delivery of services. A P3 model requires a central entity that will interact with and coordinate between the governmental body and private service providers. It should be noted that private service providers in this context includes non-profit and for profit entities. Options for a central coordinating entity include:

- a governmental office, such as a city or county department
- a quasi-governmental entity that is independent from the governmental body
- a mission-based or non-profit contractor
- a for-profit contractor

The cities of Glendale, Long Beach, and Pasadena, for example, operate their homeless service programs through city departments with services provided by the private sector. The City and County, on the other hand, created LAHSA, a Joint Powers Authority, to serve as their coordinating entity. The other 84 cities in Los Angeles County are included within the LAHSA program, as discussed below.

As such, the homeless services model in the City and County of Los Angeles could be described as a P3 with an independent, quasi-governmental agency as central coordinator.

At this time, the only Homeless Response Service Model that would be viable is a P3 model, as is currently in place. The main question is how governmental agencies will coordinate and partner with the private sector. Section III of this report describes the existing operation, followed by Section IV that explores options to refine or change the existing operation.

II. COMPREHENSIVE HOMELESSNESS RESPONSE SYSTEM

To begin to understand the homelessness response system, it is helpful to consider the scope of the full homelessness response system. In 2019, LAHSA implemented a strategic planning process to review its programs and operations. Clutch Consulting Group was retained to guide this effort, which is an ongoing, iterative process. The initial effort identified components of the overall Comprehensive Homelessness Response System, which has four components:

		Responsible Entity	
– Prevention	preserving affordable housing, addressing income insecurity and housing stability, mainstream safety net, and anti-poverty efforts		Cities, County, State
– Housing Creation	building housing for all income levels and investing in Permanent Supportive Housing (PSH) creation		Cities, County, State
– Rehousing Services	the end-to-end system that focuses on placing homeless residents into temporary and permanent housing	LAHSA	
– Street Management (aka Street Strategy)	street level efforts to provide services to our neighbors who are living on the outside through outreach service; and to ensure public health and safety	LAHSA	Cities, County

Prevention and Housing Creation are not within LAHSA’s area of responsibility, but rather are the responsibility of federal, State, and local agencies. LAHSA has expertise that can inform programs related to Prevention and Housing Creation, and LAHSA’s efforts are dependent upon success in these areas, but it is not the lead for these elements of the Comprehensive Homelessness Response System.

Within this framework, LAHSA leads in the area of Rehousing Services and is a co-lead in Street Management. Street Management includes two key components:

- Outreach and assistance to persons experiencing homelessness on the street
- General public health and safety

LAHSA is responsible for the former, while cities and the County have responsibility for the latter.

Because the emphasis of this report is on LAHSA Governance, review of the Governance Structure should focus on delivery of Rehousing and the outreach component of Street Management services. A review of the other elements in the Comprehensive Homelessness Response System is warranted and recommendations are provided to direct staff to conduct those reviews. Failure to address the causes of homelessness and to provide sufficient resources to

prevent a household from falling into homelessness lead to the need for Rehousing and Street Management programs.

It should be noted that the City, County, and State have begun to place greater emphasis on Prevention and Housing Creation. The Governor's Council of Regional Homeless Advisors, for example, identified 40 recommendations to address homelessness in California, many of which concerned improvements to programs to prevent homelessness and to create more housing. In addition to long-standing programs, Attachment B provides a summary of recent, additional City efforts with regard to Prevention, Housing Creation, and Street Management.

III. CURRENT GOVERNANCE STRUCTURE

The following describes the several elements of the existing Governance Structure providing coordination and cooperation related to the Los Angeles Comprehensive Homelessness Response System. The City, in cooperation with LAHSA and the County, identified the existing organizational elements within the current system. The following describes these Governance Structure components, their function, and other relevant details.

Organizational Elements

Due to the governmental complexity of Los Angeles County and the need to comply with federal law and regulation, the regional response to services for persons experiencing homelessness is correspondingly complex. The following organizational elements have been identified in the Governance Structure related to homeless services in Los Angeles:

- County of Los Angeles
- 88 cities
 - City of Los Angeles, which is part of the City and County of Los Angeles Continuum of Care (LA CoC)
 - 84 other cities within the LA CoC
 - Glendale, Long Beach, and Pasadena
- Los Angeles Homeless Services Authority (LAHSA)
- City and County of Los Angeles Continuum of Care (LA CoC)
 - Los Angeles Regional Homelessness Advisory Council (RHAC)
 - LA CoC Board
 - Coordinated Entry System Policy Council (CES Policy Council)
 - Service Planning Area Leads
- Other CoCs in Los Angeles County (Glendale, Long Beach, Pasadena)

Attachment C provides three charts prepared by LAHSA that show the Governance Structure for Los Angeles homeless services, as well as other coordinating and planning entities involved with the homeless response system. The following discusses those components that are required as a result of legal authority or federal law and regulation.

Each of these governing elements has responsibility for key programs and services that relate to persons experiencing homelessness. Additionally, there are a wide range of departments and agencies within several of these elements that administer programs and services for the homeless. Finally, there is a broad and deep network of non-governmental entities that participate in the leadership of several of these organizational elements.

The following provides a short summary of each of these governing elements.

County of Los Angeles

The County provides various services and benefits which are critical for people experiencing homelessness, including:

- Public benefits – CalWORKs, General Relief, CalFresh, Medi-Cal (Department of Public Social Services)
- Specialty mental health services, including services funded through the Mental Health Services Act, and capital funding through No Place Like Home for permanent supportive housing (Department of Mental Health)
- Substance Use Disorder treatment (Department of Public Health - Substance Abuse Prevention and Control)
- Physical health services for the uninsured and people enrolled with the Department of Health Services as their Medi-Cal managed care provider (Department of Health Services)

In response to the current homelessness crisis, the Los Angeles County Board of Supervisors created the Los Angeles County Homeless Initiative in August 2015. The Homeless Initiative launched a broad-based collaborative process which brought together 400 invited government and community experts in 18 policy summits. On February 9, 2016, the County Board of Supervisors approved a comprehensive set of 47 strategies which were developed through that collaborative process.

In March 2017, County voters approved Measure H, the landmark .25 percent increase to the County's sales tax to provide an estimated \$355 million per year for ten years to fund services and rental subsidies throughout the County. Measure H funds a total of 21 County strategies, with most funding dedicated to prevention, outreach, interim housing, rapid rehousing, and permanent supportive housing. According to the County, most Measure H funding is provided to community-based homeless services providers through contracts administered by LAHSA and the County's Department of Health Services. Various other County departments administer smaller amounts of Measure H funding.

88 Cities

There are 88 cities in the County of Los Angeles, formed either as Charter cities or General Law cities. Of these, 85 (including the City of Los Angeles) are included in the LA CoC. The cities of Glendale, Long Beach, and Pasadena each operate their own, independent CoC. CoCs are further discussed below.

Many of the cities in the County are also members of Councils of Governments (COGs) that are established to work collaboratively on sub-regional issues. Each of the COGs has a homelessness committee and works cooperatively with the County's Homelessness Initiative. The City of Los Angeles is a member of the San Fernando Valley COG, the Westside Cities COG, and the South Bay Cities COG.

Each city has authority to pass its own laws governing its jurisdiction. As noted in a previous CLA report regarding local health and safety laws (CF 19-0513), many cities have laws governing sleeping in public, storage of property, sleeping in vehicles, and sleeping in recreational vehicles. Each jurisdiction tailors their laws to reflect the needs of their city, with enforcement reflecting community demands. Of the 88 cities in the County, 42 receive public safety services from the County Sheriff's department and the other 46 have independent police departments.

Within the context of the Comprehensive Homeless Response System, the 88 cities are primarily responsible for Housing Creation and Street Management, with focused responses in the area of Prevention. Glendale, Long Beach, and Pasadena are responsible for Rehousing services as operators of their own CoC; additional analysis is required to evaluate the Prevention and Housing Creation programs in these cities.

Los Angeles Homeless Services Authority

On June 2, 1993, the City Council approved actions to enter into a Joint Exercise of Powers Agreement (JPA) with the County of Los Angeles to form the Los Angeles Services Authority (LASA), which later became LAHSA. The JPA was formed in response to a lawsuit in which the City sued the County over the County's obligations to serve the homeless. LAHSA formation was not a requirement of that lawsuit settlement, but rather recognition by the City and County that a regional approach to homelessness was needed. Independently, the lawsuit resulted in a settlement concerning County program operations. The JPA was an action independent of the settlement and was implemented as the City and County sought to improve the coordination of services for persons experiencing homelessness.

The original JPA established a commission to serve as the governing body for the JPA, comprised of 10 members: five appointed by the County Board of Supervisors and five appointed by the Mayor subject to confirmation by the City Council. Additionally, the JPA required that the County and City provide funding for LAHSA operations, identified programs to be operated by LAHSA, provided for the addition of new services, established interim operations during the formation period of LAHSA, provided oversight by the City and County, and identified reporting requirements.

The JPA was amended in 2001, requiring that one City appointee represent the Downtown business community; clarifying the roles and responsibilities of Attorney, Treasurer and Auditor/Controller; adding provisions related to Accounts and Reports; and revising details concerning funding contributions from each party. A provision was eliminated that obligated both parties to provide funding for innovative programs, as well as provisions requiring City and County approval before adding significant new programs to LAHSA's services.

JPA Section 4(b), Powers and Duties of the Authority, provides a key statement as to the purpose of LAHSA:

The Authority shall undertake such acts in furtherance of the programs and goals of County and City under this Agreement.

This seems to set the role of LAHSA as a system coordinator, with the City and County establishing the programs and policies that guide LAHSA's efforts. In other words, it places responsibility for homelessness solutions with the City and County, with LAHSA positioned to implement those solutions.

The City and County of Los Angeles Continuum of Care

A Continuum of Care (CoC) is a regional or local planning body required under federal law that coordinates housing and services funding for homeless families and individuals.

In 1995, HUD adopted regulations to implement the McKinney-Vento Homeless Assistance Act which provides federal funding to support homeless services. This was amended in 2009 by the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act to further consolidate funding and strengthen regional planning and coordination. These programs seek to coordinate funding within a region and to streamline the application process for these funds through a single application. These regulations include a requirement that a collaborative body of local service providers, governmental agencies (including the local governments), educational institutions, health care providers, and others working to support persons experiencing homelessness be formed, which are known as CoCs.

Nationally, most CoCs are counties, collections of counties, or even entire states. A few cities are stand-alone CoCs, with Chicago and Atlanta being two examples of city-only CoCs. In California, nearly all CoCs encompass either a single county or a collection of counties except in Los Angeles County. When CoCs were originally formed, the cities of Glendale, Long Beach, and Pasadena chose to form their own CoC independent of the City and County of Los Angeles CoC.

The main function of the City and County of Los Angeles CoC (LA CoC) is to coordinate policies related to the homelessness response system in the region, to determine the highest priorities for funding homeless services, and to prepare an annual funding request to be submitted to HUD. Regulations have also required that CoCs develop programs to monitor homelessness and to track actions and outcomes in homeless services. For example, CoCs are required to conduct a Point-in-Time count, as well as to operate a Homeless Management Information System (HMIS) and a Coordinated Entry System (CES). The LA CoC is responsible for these programs, with implementation delegated to LAHSA.

The LA CoC has three main components:

- the LA CoC,
- the LA CoC Board, and
- the CES Policy Council.

These three components are required by HUD under federal law and regulation concerning CoCs. Attachment D provides a listing of the membership of these three bodies.

A central component of the federal CoC program is that decisions concerning homelessness services planning and funding are made through a collaborative process. The members of the LA

CoC Board determine priorities for funding and prepare the federal funding application annually. This process is intended to guide not just federal funding, but funding from all entities participating in the Comprehensive Homelessness Response System. The intent is to ensure a comprehensive approach across all funding sources rather than a fragmented approach where individual, and possibly conflicting, policies are operating in the region.

Federal regulations authorize the CoC to designate a Collaborative Applicant to submit the funding application on their behalf. The LA CoC has designated LAHSA as their Collaborative Applicant. The result of the HUD regulations is that neither the County nor the City review or approve the policies and priorities set by the LA CoC Board or the LA CoC application for federal funding, nor do they have formal authority under federal law to review and approve the application and those policies and priorities. Since service providers comprise a significant portion of the LA CoC Board, it is essential that conflict of interest in application funding decisions are carefully managed.

Los Angeles Regional Homeless Advisory Council (RHAC)

The RHAC was established as a result of the City and County Comprehensive Homeless Strategies developed in 2017, and was formed to be an advisory body comprised of homeless service providers, philanthropy, and governmental agencies, with Home for Good and LAHSA serving as co-leads of the RHAC. The RHAC is not required by federal regulations under the HEARTH Act. As formed, the purpose of the RHAC:

“is to provide an enduring and consistent forum for broad-based, collaborative and strategic leadership on homelessness in Los Angeles County in alignment with Home For Good. The RHAC will facilitate wide understanding and acceptance of national and local best practices, and communicate goals, barriers and progress to community stakeholders.”

Membership of the RHAC is selected by LAHSA and Home for Good, with a broad range of governmental and non-governmental organizations represented. The RHAC meets periodically throughout the year, with meetings open to the public. There are 58 member organizations of the RHAC, which have been designated in the LA CoC Charter. The City is represented by one person each from HCID, Economic and Workforce Development Department (EWDD), the CAO, and LAPD. The other representatives are from the County, service providers, housing authorities, and other stakeholder organizations.

One of the unique features of the RHAC is that this body includes representatives from all CoCs in Los Angeles County, the only formal component of the Governance Structure in the regional Comprehensive Homelessness Response System where leadership from the Los Angeles, Glendale, Long Beach, and Pasadena CoCs are present. This provides an opportunity to coordinate fully across the entire County.

LA CoC and the RHAC

A confusing component of the region’s Governance Structure results from the 2017 action by LAHSA to combine the LA CoC and the RHAC. In 2017, a LAHSA Ad Hoc Committee on Governance conducted a review of the LAHSA organizational structure to ensure that it was

compliant with HUD regulations. One result of that review was that the RHAC was designated to also serve as the LA CoC. When LAHSA combined the LA CoC and the RHAC, such action was taken by the LAHSA Commission without review by the County or City.

HUD regulations anticipate that a CoC will be a decision-making body, and the CoC is expected to determine which powers the CoC Board holds. The LA CoC Charter was revised in 2017, when the LA CoC and the RHAC were combined, to explicitly state that the LA CoC/RHAC is not a decision-making body and that it delegates its authority to other agencies. As a result, the LA CoC and the RHAC as a combined body has no authority or responsibility, which may have implications with federal regulations.

LA CoC Board

HUD regulations require that a CoC include a Board that acts as a coordinating and decision-making body for the full CoC. The LA CoC has 17 members, including eight representing each of the Service Planning Area (SPA) leads and nine representing other stakeholder groups. There are no representatives from the City on the LA CoC Board; there are two representatives from the County. Membership on the LA CoC Board is determined through an application process initiated by the LA CoC Board Co-Chairs. The LA CoC Board assembles the application for funding under the HEARTH Act, and is responsible for other HUD requirements.

Coordinated Entry System (CES) Policy Council

HUD regulations require that each CoC establish an entity for Coordinated Entry that will consider and propose policies to prioritize the placement of persons experiencing homelessness into permanent housing. The Coordinating Entity can be the LA CoC Board, a subcommittee of the LA CoC, or some other entity. If some other entity is designated, the LA CoC Governance Charter must include language that formalizes the entity's authority. The CES Policy Council was formed in 2017 to serve this function.

The LA CoC Governance Charter indicates that the CES Policy Council is responsible for:

“establishing policies and procedures for a centralized or coordinated entry system (CES) in consultation with recipients of Emergency Shelter Grant (ESG) funds (i.e. CES policy oversight entity).”

A review of the CES Policy Council agendas, however, indicates that this body considers the full scope of the CES program. According to the CES Policy Council's webpage, it has the following responsibility:

“The CES Policy Council is the governing body that ensures consistency and quality by guiding strategic policy development, supporting implementation through alignment of practice and resources, and monitoring the effectiveness and efficiency of the system.”

The CES Policy Council had been reevaluating its purpose and developing bylaws to organize its operations, but that has not been completed. Membership (Attachment D) is comprised of 25 stakeholder groups and includes housing service providers, CoC members, public agencies,

persons with lived experience, housing authority representatives, and other partners. Each stakeholder group appoints or votes to elect their representative on the CES Policy Council. The City is represented by staff from HCID.

Decisions by the CES Policy Council are not reviewed or approved by either the LA CoC Board or the LAHSA Commission, nor are their actions presented for information purposes. The CES Policy Council appears to be autonomous in its policy setting role, and LAHSA implements its policies as adopted.

Service Planning Area Leads

LAHSA has structured its service areas consistent with the County's Service Planning Area (SPA) boundaries (Attachment E), which were adopted by the County Board of Supervisors in 1993. The County of Los Angeles is divided into eight large regions. SPA boundaries were based on census tracts, health districts, city boundaries, school districts, and police boundaries. Because the City of Los Angeles and Los Angeles Unified School District are so large, these geographies were disregarded in boundary formation. County departments organize their services according to these boundaries, and LAHSA aligns its programs with this County structure as well.

Several years ago, philanthropy initiated the SPA Lead system to help coordinate service providers within each SPA, to match persons experiencing homelessness with permanent supportive housing, to direct the CES in that region, and to serve as regional data coordinators. The system originated on a volunteer basis, but was converted to a contract system at a later date with associated funding to implement the work program. When the SPA Lead system converted to one that included funding, LAHSA conducted competitive procurement for some leads and made a sole-source determination for others. Currently, the SPA Lead system is funded with County Measure H funds exclusively and the County Homeless Initiative provides metrics for SPA Lead service delivery. SPA Leads are currently selected through a competitive procurement process for three-year contracts, but the next round of contracting is on hold until LAHSA completes its contracting modernization process.

Possible Changes to the LA CoC Governance Components

A number of changes to the LA CoC should be evaluated, including the following:

- **The RHAC**

Conflation of the LA CoC and the RHAC has created confusion and at this time, it is unclear what role the RHAC has in the Governance Structure. Although the title of the body indicates that it is an "Advisory Council," it is unclear who they advise. The RHAC does not report to the LA CoC Board, the LAHSA Commission, the City Council, or the County Board of Supervisors. The LA CoC Charter, supported by review of RHAC agendas, indicates that they are not a decision-making body. As many of the participants on the RHAC are also involved with other coordinating bodies, the RHAC may not be a necessary feature of the Governance Structure.

As noted, the RHAC was created under the Comprehensive Homeless Strategies adopted by the City and County and is not required by HUD regulations; the LA CoC is required as a body by HUD regulations.

The LAHSA Commission's Report on Governance suggests elimination of the RHAC, as it does not serve a specific purpose in the Governance Structure. The County governance report does not provide any comment on elimination of the RHAC. Actions concerning the future status of the RHAC should be reviewed by the County and City, since the RHAC was created under their authority and action.

- **LA CoC**

Additional consideration should be given to the structure and purpose of the LA CoC, which is a required element of federal regulations. The LA CoC Charter currently states that this body has no authority. This should be reevaluated. The LA CoC, as the federally designated organizing body, should have an active role in the Governance Structure.

Membership of the LA CoC should be further evaluated as well to ensure broad participation by all parties interested in participating in the regional Governance Structure.

- **LA CoC Board**

Additional consideration should be given to the structure of the LA CoC Board. Currently, Board members are not required to be members of the LA CoC/RHAC. It seems the Board should be representative of the LA CoC, not an independently configured body. Consideration should be given to the City's role on the Board as well. Additionally, there should be lines of communication, authority, and accountability between the LA CoC and the LA CoC Board to ensure alignment of policies and priorities. It is also unclear which actions the LA CoC Board has independent authority to approve, and which require concurrence by the LAHSA Commission.

Alternately, the LA CoC Board and the LAHSA Commission could be combined to streamline authority within the Governance Structure.

- **CES Policy Council**

The CES Policy Council is not currently required to present its policies to any other body for review and approval. Consideration should be given to ensure that either the LA CoC Board or the LAHSA Commission provide final approval of CES Policy Council recommendations. Further, such policies should be made available to the City and County for review.

Any reform to the LA CoC structural components should be considered in efforts to reform the Governance Structure should such the City and County seek to pursue such action.

Other Continuums of Care

As noted above, the cities of Glendale, Long Beach, and Pasadena each operate their own CoC. Each applies directly to the federal government for funding under the HEARTH Act, as well as the County for Measure H funding. Each is also responsible for its own Point-in-Time count, HMIS, and CES, though they coordinate with LAHSA and the LA CoC.

Assessment of the Current Governance Structure

There are a wide range of components to the Comprehensive Homelessness Response System in Los Angeles, providing a complexity that reflects the diverse populations served and the extensive governmental bodies represented. The system above is clearly missing at least two key parts:

- A role for elected officials
- Pathways to ensure clear alignment of policies across all elements that exist within the system

Further, as noted in this report and in the report provided by the LAHSA Commission Ad Hoc Committee on Governance, there may be elements of the system that are no longer necessary or are duplicative. Consolidation among the various coordinating bodies could generate efficiencies, clarity, and accountability in the system.

Finally, the various documents that explain the roles and authorities for all elements of the system are not adequate to fully describe the governance structure, to accurately assign responsibilities and authorities, or to identify who is responsible for holding the various elements accountable for their work.

IV. ALTERNATIVE GOVERNANCE STRUCTURES

This section reviews several alternative governance structures that have been identified for consideration. Many variations on these themes are possible. As noted above, the U.S. model for homeless services delivery is a P3 model. Regulations adopted by HUD would preclude development of government- and market-only models as such approaches would not qualify for federal funding.

This section begins with a review of several key considerations when evaluating Governance Structures:

- Consequences of Multi-level governance
- Essential requirements in a governance system
- Principles guiding the Homelessness Response System.

This section then identifies three primary options for Governance System structure.

Consequences of Multi-Level Governance

As noted, Governance involves the County, the City, and 87 other cities, all of which are governmental agencies with authorities granted under law. A range of other entities are provided authority under federal guidelines or the organizing documents of the LA CoC. The federal and State governments have adopted laws and regulations that require local agencies to implement programs within certain criteria. Further, these programs all require the participation of a wide range of advocates, advisory entities, and, significantly, service providers.

The federal CoC system is set up to ensure cooperation and coordination among all parties interested in homelessness, emphasizing collaboration, policy development, and expertise drawn from a wide range of participants – from academics and health care providers to persons with lived experience. This is structured to occur outside the influence of a political process. As a result, this is necessarily a slower, more deliberative process in a region as large and diverse as Los Angeles that seeks to develop consensus on policy development and program implementation across the entire Homelessness Response System. This is in contrast with elected officials who have the ability to take direct action to authorize funding for staff and to address issues of concern, whether or not informed by the collaborative process in the CoC. As elected officials are not directly linked to the LA CoC process, conflicts have emerged.

This disconnect in the Los Angeles system is most apparent in that there are no elected officials on the LACoC, no elected officials on the LAHSA Commission, and no direct path of communication between the LACoC and the City Council or County Board of Supervisors, such as active reporting or presentation of research, policies, or funding. LAHSA staff report to the City Council as requested, but do not report regularly concerning LACoC Board actions, information provided to the RHAC, decisions of the CES Policy Council, or actions of the LAHSA Commission or staff. Further, there is no reporting interaction between the County Board of Supervisors and the City Council on policy or program decisions or actions among

these bodies related to homelessness and no process to align or negotiate policy at this level. The other 84 cities are also not integrated into this structure.

The independent authorities that exist throughout the system complicate Governance over the system as an integrated whole. For example, the County is responsible for mental health services. According to a recent study by the California Policy Lab at UCLA, more than 20 percent of persons experiencing homelessness have a documented case history with the County Department of Mental Health (DMH), comprising at least 10,000 people living on the street. However, LAHSA does not have direct authority to provide persons experiencing homelessness with mental health services. LAHSA refers clients to DMH, but is not able to provide the service. LAHSA is dependent on DMH to provide that service. Independently, the LA CoC, the LAHSA Commission, or the City could adopt policies related to mental health, but those policies would not directly impact how the County Department of Mental Health implements its programs. Only the County Supervisors have such direct authority.

Consideration of Governance models, then, requires consideration of the tools available to either ensure cooperation amongst the parties or the ability to consolidate authority to ensure effective delivery of a full array of services to persons experiencing homelessness.

Essential Requirements in the Governance System

The critical question is how to structure governance for homelessness response services to ensure effective delivery of services, as well as accountability and transparency in the delivery of those services. Under State and federal law and regulation, the City, County, and LA CoC are the primary bodies responsible for policy development and service delivery. But a large array of other public agencies, private service providers, advocates, councils, committees, and other planning and advocate bodies have varying degrees of influence over the system. A Governance Structure needs to coordinate and align among all of these entities and establish clear lines of responsibility. And any decision-making body must be accountable for the decisions it makes or delivery of services.

The following criteria should be considered as critical components of any Governance Structure:

- Streamlined policy development and funding prioritization
- Development of consensus among all stakeholders, including elected officials across all jurisdictions
- Clear lines of responsibility and reporting
- Transparency
- Accountability
- Effective implementation of policies
- Meaningful measurement of results

The Governance Structure needs to ensure clarity in the roles and responsibilities among the County, the City, and the services providers, as well as the central coordinator. The Governance Structure must also reconcile the collaborative process required through federal CoC regulations and the legal authorities of local elected officials and agencies.

Additionally, the system needs to incorporate three key components:

- Policy Development
- Service Delivery
- Fiscal Management and Program Administration

The current system has dispersed Policy Development among all of the constituent governing bodies with minimal effort to coordinate and align those policies. Service Delivery is provided substantially by private non-profit service agencies, though the County has a significant service profile and LAHSA and the City have increased their roles in service delivery. Finally, Fiscal Management and Program Administration is predominantly focused within LAHSA, with all other governing entities and service providers necessarily handling their own responsibilities with regard to Fiscal Management. The Governance Structure of the Comprehensive Homeless Delivery System should consider the alignment of roles within these key components of the system.

Principles Guiding the Homelessness Response System

Finally, the Homelessness Response System requires a set of principles on which its policies will be based. It is essential that such policies are aligned among agencies participating in the system, and that all agencies participate fully in developing and refining these principles and determining how these principles will inform the implementation of policy development and program and service delivery.

Models for Governance

The options for a Governance Structure are as follows, and are discussed further below:

1. Create smaller regional coordinating entities, with the City as a stand-alone entity and the remainder of the County becoming one or more additional entities.
2. Transfer coordinating authority to a State agency.
3. Reform LAHSA and the LAHSA Commission by changing its configuration of appointees; reform the LA CoC and various committees to streamline the decision-making components in the Governance Structure; ensure greater accountability among these components; and other associated practices. Actions could also include consolidating components of the Governance Structure.

1. Smaller Regional Coordinating Entities

The County Board of Supervisors approved a Motion on September 1, 2020 to evaluate LAHSA Governance Structure changes, including directing County staff to review options related to breaking up LAHSA into two or more smaller entities. The cities of Glendale, Long Beach, and Pasadena each have their own CoC. The City of Los Angeles could be its own CoC focused exclusively within the City corporate limits. This would dissolve the City and County of Los Angeles CoC, forming two or more CoCs as a result, one of which would be the Los Angeles City CoC, with one or more CoCs representing the remainder of the County.

Conflicting information has been provided as to the role of HUD in the formation of a City-only CoC. We have received information that two cities in Los Angeles County sought to form their own CoC, leaving LAHSA, but that HUD did not favor that outcome. On the other hand, the HUD funding guidelines provide for a process to both combine and split CoCs. Discussion with HUD is required to fully understand the implications of splitting the LA CoC.

To implement a City-only CoC, the City could leave the LAHSA JPA and establish a coordinating program within a new or existing City department. The City department would be charged with forming a continuum of care board, hiring staff, developing policy and program priorities, developing and managing an expansive contract portfolio with service providers, and implementing HUD-required programs such as the Point-in-Time count. It would be necessary to develop a full staffing plan and budget and identify additional and separate funding sources for this solution.

The City could seek to continue a relationship with LAHSA with regard to HUD-required programs such as HMIS, CES, and the Point-in-Time count, but LAHSA would be a significantly different organization at that point and there would be a significant displacement of LAHSA staff. If the LA CoC were divided into two or several smaller CoCs, LAHSA could still have a regional coordinating role, though this would require additional review and discussion.

Establishing the City as its own CoC would have negative fiscal implications with regard to federal funding for both the City and the Los Angeles region as a whole. The point system employed by HUD emphasizes regional solutions for homeless services. De-constructing the LA CoC could negatively impact the region's competitiveness. Additional analysis would be required to determine funding impacts at the federal level.

Should the City be successful in forming its own CoC, costs to administer homeless services through a City department could be higher than those operated by LAHSA. City salaries and benefits are higher than those offered by LAHSA. Although federal funds are provided to cover administrative costs within a CoC, they are not adequate to cover the full cost of operating a homeless response system and the City could be obligated to provide General Funds or some other source of funds to pay the difference. A commission could be formed to provide oversight of the department and advice to the Council and Mayor.

As a Governance Structure option, this would be a P3 with a City department as coordinator. Unlike the current structure, the Council and Mayor would have the benefit of direct oversight and funding responsibility and accountability for homeless services. There could be a reduction in some pass-through administrative costs as well. The City would still rely on various County departments for services related to mental health, public health, etc., unless actions were taken to assume those responsibilities as well (as in Long Beach and Pasadena).

In addition to further discussions with HUD on feasibility and impact on federal funding, more analysis is required to determine whether a smaller City-only CoC would be more efficient. A review of the Glendale, Long Beach, and Pasadena CoCs and a full review of all available

funding sources would be needed to inform whether this option could be more effective for the City.

On the other hand, the County determines how Measure H funding is allocated. It is not clear how the County would determine allocations of Measure H funding to a City-only CoC, though it is possible that the City could receive more or less benefit from Measure H under this scenario. The County does provide some Measure H funding to Glendale, Long Beach, and Pasadena, though only for programs prioritized by the County Homelessness Strategy. The County does not currently report on distribution of Measure H funding geographically (and is not required to do so), so it is not clear how much funding the City generates or receives in benefits.

The City can leave the LAHSA JPA with 180 days notice to LAHSA and the County. Such an action would need to be coordinated with changes to the LA CoC and replacement of a Governance Structure that is compliant with the HEARTH Act.

2. Metro-Style State Agency

The Los Angeles Metropolitan Transit Authority (Metro) was created under State law in 1993 out of a merger of the Southern California Rapid Transit District and the Los Angeles County Transportation Commission. It is chartered under State law as a regional transportation planning agency. Metro constructs and operates bus, light rail, heavy rail, and bus rapid transit services. It provides funding and directs planning for rail and freeway projects within Los Angeles County. It also funds 27 local transit agencies as well as access paratransit services.

Membership on the Metro board is comprised of 13 voting members who are designated by State law. The current members include:

- the five Los Angeles County Board of Supervisors,
- the City of Los Angeles Mayor,
- three members appointed by the Mayor (which must include at least one Councilmember), and
- four city council members or mayors from cities other than Los Angeles, but within Los Angeles County.

There is additionally one non-voting member appointed by the Governor of California.

Because Metro was created under State law, an act of the legislature is required to change key components of Metro's governance structure. For example, changes in the number or designation of Metro board members requires an act of the legislature. To establish a Homelessness Response System agency similar to Metro, the City and County could pursue State law that would transfer regulatory authority for matters related to homeless services from the City and County to a regulatory agency authorized by the State. A structure established under State law might result in the transfer of additional authorities that are not currently available to LAHSA, such as mental health and health services, resulting in a greater alignment of services within the system.

As a Governance Structure option, a Metro-style agency would be similar to the current LAHSA structure in that both are quasi-governmental agencies. The difference is that Metro was formed under State law and LAHSA was formed through a JPA approved by the City and County. In addition, the Metro Board requires inclusion of elected officials, while the LAHSA JPA may include elected officials if the appointing authorities so choose. The LA CoC would need to remain in place, but implementation of this model would render LAHSA unnecessary. To ensure integration of the full scope of services needed to support persons experiencing homelessness, the State would need to transfer authority over some mainstream services from the County to the new agency.

3. LAHSA Reform and Realignment Alternatives

Another approach would involve the City and County agreeing to revise the JPA with regard to the LAHSA commission structure and/or the programs and services provided by LAHSA. The Governance Structure would remain a P3 with an independent, quasi-governmental coordinator. Reform would be focused on how the coordinator is empowered to conduct its work.

The JPA is a contract between the City and the County. However other governmental entities are eligible to join. This contract can serve as a powerful tool to ensure greater alignment of services with the system, clarify roles and responsibilities, determine how policy is to be developed and implemented, provide authority to act, and ensure accountability for the work and consequences for failure to perform.

Any reform to the JPA requires approval of both the City and County. For example, the City and County would need to approve action to allow other cities in Los Angeles County to join the LAHSA JPA. The following are possible areas of reform:

- LAHSA Commission Changes
The JPA currently allows the LAHSA Commission appointing authorities to include elected officials, though this has not been a practice of the County or City. There are many commission configurations possible, such as including elected officials and chief executive officers on the Commission, as well as methods and eligibility requirements to qualify commissioners. Attachment F provides examples.
- System Administrator
Section 4(b) of the JPA could be revised to clarify LAHSA's role in setting and implementing policy with regard to homeless services. This could range from no authority for policy development, placing LAHSA exclusively in the role of managing contracts and data, to lead authority for policy development, with all other entities aligning their programs and resources according to the priorities established by the LAHSA Commission.

As shown in Attachment B, the three main policy bodies for homeless services are the County, the City, and the LA CoC. The main question is who has responsibility to coordinate among these three bodies and ensure that there is

consensus on policy solutions, implementation of those solutions, funding for those solutions, and measurement of outcomes. Though LAHSA seems to have that coordinating responsibility, LAHSA is not clearly designated to fill that role.

One recurring theme that has been raised by stakeholders is whether or not LAHSA is the “Thought Leader” on homelessness policy for Los Angeles. Alternatively, LAHSA could be structured to focus their efforts solely on the administration of contracts to provide homeless services. This decision has significant practical implications on the way the County and the City make decisions.

A key example of this dynamic is the allocation process for Measure H funds. The County periodically conducts an outreach process to determine how much of the Measure H funding is allocated to the several priorities in the County Comprehensive Homeless Strategy. The County ultimately determines how much funding is allocated to LAHSA and the programs that will be funded, whether or not LAHSA and the LA CoC have identified those programs as priorities. The City conducts a similar process with its Homeless Emergency Aid Program (HEAP) and Homeless, Housing, Assistance and Prevention (HHAPP) grant funds. If a Thought Leader is to be identified and designated, they would necessarily need to lead in advising on the use of all funding and development of all programs.

Any reform to the Governance Structure needs to resolve the role for LAHSA in policy development and ensure clarity in that role.

- Other Cities

As noted above, 84 other cities are currently served through LAHSA. These cities, however, are not represented on the LAHSA Commission, nor do these cities provide funding to LAHSA. The City and the County could consider alterations to the JPA that would encourage other cities to participate in a leadership role at LAHSA, while at the same time contributing funding and aligning programs and policies. This could help develop wider acceptance and implementation of the interventions and solutions that address homelessness. For example, the LAHSA and County governance reports suggest establishing a LAHSA subcommittee comprised of representatives of the Councils of Governments as a means to increase participation by other cities in the LA CoC. Or, members of the LAHSA Commission could include representatives from the various Councils of Governments.

- Streamline Existing Governance Entities

There are many committees, councils, advisory bodies, and other entities involved in policy making at LAHSA. Some of these have no reporting responsibilities to the LA CoC Board or to the LAHSA Commission. Consideration should be given to reducing the number of these bodies; aligning their work efforts; and improving

lines of communication, review, and accountability to ensure that all stakeholders in the process are aware of the decisions being implemented across the system.

Options include:

- ▶ Consolidate the LA CoC Board and the LAHSA Commission
It may be possible to consolidate the LA CoC Board and the LAHSA Commission into a single governing entity. This would require changing the appointment authorities and the representation of the LAHSA Commission to be compliant with federal regulations, ensuring that the Board is comprised of a wide range of representatives from the homelessness response system.

- ▶ Eliminate the RHAC
As noted in the Governance Report approved by the LAHSA Commission, the RHAC may no longer serve its function and could be disbanded. Other methods may exist or should be developed to provide information and align policy and program implementation.

- Create an independent Office of Public Accountability
An independent office that is responsible for evaluating the Comprehensive Homelessness Response System may be an effective tool to evaluate the entire system and monitor the effectiveness and efficient implementation of services and programs.

- Delegation
Elements of the system delegate their responsibilities to other committees or agencies to conduct required work. This often is interpreted to mean full autonomy on the part of the party receiving the delegated work. Consideration should be given to a refinement of the concept of delegation to provide for delegation with review to ensure accountability for the work program.

- Elected Officials and Chief Executive Officers
The system does not currently include designated roles for elected officials or chief executive officers of key City and County departments. If the LAHSA Commission is not reformed to include elected officials or chief executive officers, it may be appropriate to create reporting responsibilities or some other process to ensure that they are informed and included directly in the Governance Structure. It should be noted that the City Charter does constrain the ability of Councilmembers from serving on some boards, so solutions to ensure greater Council involvement will need to consider those constraints.

V. NON-GOVERNANCE ISSUES

During the course of this review, a range of additional issues were raised that do not relate directly to governance but rather administration and program development. These issues, or variations of these issues, were raised in multiple interviews, indicating a general area of concern rather than an isolated issue. The preponderance of non-governance issues suggests that the Governance Structure may not be the only impediment in the homelessness response system.

We note that LAHSA has begun to evaluate and implement solutions to some of the issues identified below. For example, LAHSA has implemented new dashboards to present data on housing placements. Follow-up discussions with and presentation by LAHSA may be helpful in guiding those solutions. The first item below concerns improved communication, which was widely raised as the most significant issue of concern. The following is a review of this and other issues.

Improve Communication

LAHSA decisions and actions may seem opaque to the public and outside agencies, including the City. Programs and services in the homeless services sector are very technical, interweaving multiple concepts when developing programs, interventions, and solutions. Decisions are often based on extensive experience, review of available data, and consideration of a wide range of information, but the basis for decisions may not be sufficiently presented as support for actions recommended or taken. And as noted previously, the lack of reporting obligations and accountability among some components of the Governing Structure results in a lack of understanding. LAHSA would benefit from developing methods to improve the way it explains its work and how it develops solutions.

Further, LAHSA should ensure that it identifies issues within the City in real time with City leaders and staff, and then develop and implement solutions to those issues, rather than having the City develop programs that are then handed to LAHSA for implementation. LAHSA would benefit from improving its efforts to communicate its work to the public, governmental agencies, and elected officials.

The County's review of LAHSA Governance identified communication as a key issues as well. Service providers, County departments, and the Councils of Governments all cited the critical need for improved communications from LAHSA, indicating that the City's experience is not unique.

How the City participates in LAHSA committees and how information is reported to the Council and Mayor should also be addressed. For example, the City has representatives on bodies such as the RHAC and the CES Policy Council. It is unclear, however, how representatives of the City are able to develop and present the City's position on policy, and then how representatives convey the discussions at LAHSA back to City officials. Likewise, the City develops programs to serve persons experiencing homelessness without engaging LAHSA in program development. Program implementation is often delayed while City staff, LAHSA, and service providers develop program details after funding was approved.

Recent changes in leadership at LAHSA have resulted in a greater emphasis on communication with the City. New avenues to share information and coordinate services have been developed. Such efforts should be supported and encouraged. However, efficiencies need to be identified. A wide range of committees, interest groups, and other gatherings, often with the same people, meet on a regular basis yet clear communication is not widely distributed. The LA CoC, LAHSA, City, and County should evaluate all of these bodies to ensure not only that they are effectively structured to provide information, but that they should also include a broad range of stakeholders.

LAHSA Budget

The LAHSA JPA currently requires that LAHSA submit its full annual budget to the City and County for review prior to approval by the LAHSA Commission. The City does not have approval rights, but may provide comment. This provision of the JPA has not been enforced. LAHSA does present and discuss its funding requests of the City during the City's annual budget process, but this does not include consideration of the full LAHSA budget, including all federal, State, County, local, and private funding. At a minimum, the City should require that LAHSA comply with the JPA requirement that the full budget be submitted to the City for review and comment. A full picture of the sources and uses in the LAHSA budget would assist the City in allocating its limited funds appropriately.

Considering the substantial amount of public funding managed by LAHSA, it may be necessary for the LAHSA budgeting process to be formally and thoroughly detailed through requirements in the JPA. This could include elements related to timing and the scope of information provided in the annual budget. A provision should also require publishing the LAHSA budget on a stand-alone page on the LAHSA website, rather than incorporating budget information solely into the Commission agendas. We therefore recommend that the City pursue amendments to the JPA to require greater clarity on the reporting requirements for the LAHSA annual budget, including a requirement that the budget be posted on the Internet in a manner that allows for direct access by the public.

It is important to acknowledge that LAHSA does not receive funding from federal, State, County, and City agencies on a dependable schedule. This results in a high degree of contingency in its budgeting practices. Further, the City typically funds specific projects rather than general programs, creating additional uncertainty in its budgeting process.

One-time, Limited Funding

The LAHSA budget for FY 2020-2021 indicates that the agency has a budget of \$789 million with funds received from federal, State, County, and City agencies, as well as philanthropic organizations (Attachment G). Of those funds, 86 percent are either short-term or one-time funding sources, and several are dependent upon City, State, and federal annual funding determinations. The largest source of funding is received from Measure H, which increases the County sales tax by .25 percent for ten years. Measure H is currently in its fourth year and will require renewal by voters in 2026. The State has provided one-time funding allocations, first through the HEAP program and now the HHAPP program, to counties, cities, and CoCs. The City has allocated portions of its HEAP and HHAPP funds to LAHSA for specific programs to

be offered in the City. The 2020-2021 allocation of HHAPP funds has been significantly reduced compared to 2019-2020.

Reliance on these temporary sources of funds should be a matter of concern and urgency. The State's Little Hoover Commission recognized in 1989 that the State process for funding homelessness was complicated and inadequate; a February 2021 State Auditor report repeats those findings. Currently pending before the Legislature is AB 71 which would establish a permanent funding source for homeless services and construction of affordable and permanent supportive housing. The City has adopted a Resolution to support AB 71. This funding source could help establish greater certainty in the homelessness services sector. Other measures should be taken to ensure that funding streams are reliable and provide certainty to providers operating in the system.

Data and Metrics

A typical infrastructure or social infrastructure P3 will have extensive Key Performance Indicators to assess the project, both during construction and operations. The Key Performance Indicators inform whether the private sector has delivered the project effectively and maintains the facility. Failure to comply with the Key Performance Indicators leads to financial consequences. Such a system is not in place for homeless services, though there is great interest in developing meaningful metrics to measure program performance.

LAHSA collects a broad range of data through the implementation of its programs, but the City has had some difficulty receiving requested reports on the effectiveness of these programs. Further, there does not seem to be a full set of metrics available to clearly measure the effectiveness of programs and services. The City Council has approved several Motions seeking greater access to data and improved metrics to ensure that City funds are being put to effective use, but a full response to these Motions is pending.

The difficulties in providing meaningful data reflects several issues:

- LAHSA reports that they received over 16,000 data requests in 2020, and are unable to adequately and quickly respond. Further, the City and County do not align data requests to improve efficiency or agreement on program effectiveness.
- County departments, such as DMH, Department of Public Social Services (DPSS), and Department of Health Services (DHS), have their own data systems and are not currently inputting significant data into HMIS. Public Housing Authorities also maintain their own data systems. This reduces the ability to effectively measure outcomes for people receiving assistance.
- There are limited scoping efforts to develop and structure meaningful program metrics among the agencies in the Governance Structure before implementing programs.

- LAHSA may not have the data necessary to respond to the data requests it receives.

Further complicating matters is that the State is in the process of developing a Homeless Data Integration System and all CoCs in the State will be expected to add data to that system. This will help collect data on local and Statewide efforts to combat homelessness, but could lead to additional confusion and complexity for local agencies.

Finally, as a recipient of federal funding through the LA CoC, LAHSA must provide reports to HUD. The data requirements for HUD are different from those required at the local level.

Considering the importance of data and metrics in measuring the effectiveness of the homelessness response system and the allocation of resources within the system, additional assistance could help the City and LAHSA develop data and metrics to meet the City's needs. The California Policy Lab at UCLA has been working to evaluate homelessness in Los Angeles and has worked extensively with LAHSA's HMIS data. The City and the California Policy Lab currently have a Memorandum of Understanding to cooperate on research related to poverty and social programs. The California Policy Lab is available to assist the City in reviewing metrics associated with its homelessness funding sources and programs, including the HEAP and HHAPP grants, Consolidated Plan, and the Enhanced Comprehensive Homeless Strategy. We recommend that the City request the assistance of the California Policy Lab to help the City and LAHSA refine and improve data and metrics associated with these programs.

Contracting

Nearly every stakeholder interviewed for this report raised concerns with the LAHSA contracting process, with regard to contracts between the City and LAHSA and between LAHSA and service providers. Further, on November 23, 2020, a coalition of service providers informed the County and LAHSA of several contracting concerns that challenge their ability to provide services in a timely manner.

During the interview process, the contract process was described as complicated and inflexible, particularly with new programs. Concern was also raised that local service providers have greater difficulty qualifying for and winning contracts with LAHSA. Finally, communication regarding contracting practices, procedures, and outcomes should be improved. An October 2, 2020 report to the Board of Supervisors requested that County staff follow-up on contracting issues raised by the County Auditor-Controller in 2018. Among the issues raised at that time include inadequate contract data management, proposals evaluated by multiple evaluation committees, insufficient staffing, and a need to increase outreach to enhance competition.

The City's Housing and Community Investment Department (HCID) manages the contract between the City and LAHSA. HCID reviewed the County's governance report and the County Auditor-Controller reports, and determined that the City experiences many of the same issues. In particular, HCID reported that:

- It is not receiving accurate, timely, disaggregated performance data describing the results of how City funds are used; and
- Subrecipient contracting and expenditures reconciliation do not keep pace with the approvals and urgency expected by Council and Mayor.

One issue in the complexity of contracting for homeless services is the number of agencies involved with a single contract. Funds often pass through several agencies before funding direct services. Multidisciplinary Teams, for example, are funded by the City with outreach services provided by agencies such as LA Family Housing and Homeless Outreach Program Integrated Care System (HOPICS). To reach these agencies, however, funds are transferred from the City to LAHSA, then to the County Department of Health Services, and then to the service agency. A similar process occurs with funding provided through SPA Leads, where governmental funds are received by LAHSA, contracted and transferred to SPA leads, who then contract with smaller service agencies. At every step, contracts are needed to document terms for the use of funds and staff is needed to process and monitor those contracts and funds.

Another concern is that service providers often do not receive funds at the beginning of a fiscal year, only a letter of intent. This results from timing of governmental funding approvals, coupled with the time required to complete contracts for services. This impacts service providers in that they do not have funds in place to continue services and are required to carry a line of credit until funds are distributed. This may give an advantage to large organizations and disadvantage small and new organizations. In a related matter, it is important to ensure that service providers are in alignment with program policies and funding priorities. Contracts are the primary vehicle to document and communicate such requirements.

Finally, the governmental funding process and the contracting processes do not align in a manner that provides certainty to either LAHSA or service providers. Funding from federal, State, County, and City sources is approved and allocated sporadically throughout the year for multiple programs. This creates uncertainty that constrains hiring and service delivery. Additional complications arise when LAHSA receives funds without having participated in program development. The City will, from time to time, direct funds to LAHSA without confirming that the agency has staffing to implement the program, without confirmation from the LAHSA Commission that the agency is able to implement the program, or without full program development by LAHSA staff or service providers.

LAHSA has initiated a contracting and procurement reform process, presenting initial findings to the LAHSA Commission in December 2020. In that meeting, LAHSA staff presented several key challenges:

- Time to complete an RFP process hurts persons experiencing homelessness and service providers
- Time to complete an RFP limits flexibility
- Award timing becomes unpredictable, forcing programs to shut down
- Reliance on provisional government funding creates uncertainty

- Processes discourage small and new providers from bidding
- Uncertainty makes it difficult to retain staff
- The process does not promote equity
- The process does not lead to accountability for provider performance.

In addition, LAHSA has engaged HCID in discussions to develop improved contracting processes between the City and LAHSA.

We recommend that the CAO, CLA, HCID, City Attorney, and LAHSA evaluate and report on actions that would result in a more efficient, transparent, and accountable contracting process between the City and LAHSA and between LAHSA and service providers. The review should evaluate efforts to expand capacity in the service provider sector to meet existing needs, not only among existing service providers but in support for expanding the service provider pool. HCID has identified the following specific improvements to consider:

- Establish a consistent format for all City funding approvals to identify additional detail for LAHSA, including expected program start dates, term, locations, and performance metrics. (Recent approvals have included as little detail as "\$313,000 for Service Provider A for Outreach".)
- Establish a consistent data reporting format for the City to use to measure progress on City-funded programs.
- Establish an expectation that LAHSA present total program budgets to the City to show how City funding is leveraged alongside other resources.
- Establish timeliness measures that City-appointed Commissioners can use to gauge operational improvements in executing subrecipient agreements, disbursing payments, reconciling expenditures with the City, etc. And, LAHSA should initiate subcontract processes on the date of the Mayoral concurrence with Council approval, not upon execution of contract amendments with HCID, to expedite contracting.
- Disburse \$15-20 million in General Funds as an advance to LAHSA on July 1st at the start of the new fiscal year through a reserve fund loan, instead of in August upon Controller's transfer of funds to HCID in the new fiscal year.

As a P3 service delivery model, accountability measures are needed to ensure that work is conducted effectively and that services are delivered. The recent failure of two major service providers in Los Angeles raises questions about contract monitoring and the ability of all governmental and quasi-governmental agencies, including LAHSA, to identify warning signs with service providers that are in trouble. LAHSA should also be directed to evaluate its contract award and monitoring procedures to ensure that it can adequately gauge the health of its service providers and identify and act on issues of concern before they result in the loss of services and service providers.

Capacity and Turn-Over

Programs to provide services have been growing significantly, most notably with funding provided through Measure H. Concern has been raised that LAHSA and service providers do not have the capacity to expend funds in a timely manner. One of the possible constraints is that there may be significant staff turn-over in these organizations.

LAHSA has implemented programs to help service providers build their capacity, providing technical assistance, hiring support, and a Centralized Training Academy. LAHSA also provides a central employment opportunities website that lists available jobs among service providers. LAHSA is working with recruiters to help fill essential positions among community service providers.

LAHSA is often asked or directed to implement small, pilot programs to test new innovations in homelessness service delivery. These programs typically have smaller budgets and no staff. They also have higher administrative demands to monitor and implement relative to the total funding provided for the program. These types of programs have tested the administrative and service capacity of LAHSA and service providers as well.

Additional information is needed, however, to evaluate these issues and the solutions implemented to date. We recommend that LAHSA be requested to report on capacity within LAHSA and service providers to meet program demands, as well as solutions to address any issues identified. The report should provide a status on efforts to address employee retention and solutions, if needed, to address any issues of concern.

Outreach

There are significant outreach services provided throughout Los Angeles County operated by governmental agencies, LAHSA, and private sector service providers. Concerns have been identified with the hours of operation for outreach services; overlap among outreach providers; coordination among outreach providers; the responsibilities of outreach providers; restrictions on outreach efforts resulting from government regulations; the collection of data through outreach activities; and funding restrictions that limit the effectiveness of outreach services. As an example, the City, the County, LAHSA, and service providers all conduct outreach services of some sort. The City and County directly fund some outreach programs conducted by service providers, while others receive funding directed through LAHSA. This significantly complicates reporting, designation of required duties, and coordinated implementation of policies and communication to persons experiencing homelessness.

Stakeholders expressed concerns such as the following:

- they did not understand the work that some outreach teams provided or why such work was deemed necessary;
- the hours of outreach operations seemed limited; and
- that funding sources restricted effectiveness of outreach.

LAHSA has worked diligently to improve coordination among the various outreach programs operating in Los Angeles, but the significant and wide ranging concerns raised across the board by all stakeholders suggests that more work must be done in this area.

The Council has already conducted hearings on this subject matter. Reports from LAHSA are pending in response to Motions (Raman-Martinez and Koretz-Buscaino) requesting reports on the performance of homeless outreach programs and data concerning program efforts. Discussions concerning the implementation of outreach programs should be continued.

Geographic Focus

As noted earlier, SPAs are a key organizing feature of the Los Angeles homelessness response system, which divide the county into eight service areas. SPAs are primarily used by County service agencies in their program operations, and LAHSA has adopted this organizing structure. SPA alignment, however, may result in a bias within LAHSA toward a County-focused response system that is not capable of responding to local, community needs. Also, SPAs are too large to be effective as reporting districts when agencies seek to develop community-based programs or apply for State and federal funding, as they are too large to effectively describe local conditions. Interviews have repeatedly indicated that LAHSA lacked important local knowledge, and was not able to develop and implement strategies to address local, community needs.

It may be appropriate for LAHSA to develop a response system that more effectively responds to unique community needs. This could be structured to serve City Council districts, although these geographies include many distinct communities that could benefit from focused solutions as well. Development of a service solution for smaller geographies could also serve as a model to enhance service delivery to the other 84 cities served by LAHSA. We recommend that LAHSA be requested to report further on enhanced community-level tools.

VI. ADDITIONAL REPORTS AND NEXT STEPS

This report identified several areas of research that may be needed to further the Council's understanding of the Comprehensive Homelessness Response System, including a review of other CoCs in the Los Angeles area and a review of regional efforts related to Prevention and Housing Creation. Report recommendations would instruct staff to evaluate and report on these subjects.

This report also makes several recommendations related to data systems and metrics development to improve accountability, transparency, and program implementation; improvements to contracting practices by LAHSA and the City to ensure greater efficiency in the delivery of services; and staffing capacity and turnover at LAHSA and its service providers. Should Council approve these recommendations, staff would begin work immediately to address these issues.

Finally, this report recommends a limited set of revisions to the LAHSA JPA to improve reporting practices on the LAHSA budget.

Next Steps Regarding Governance

If the Council chooses to move forward with more comprehensive reforms to the Governance Structure for the Comprehensive Homelessness Response System in Los Angeles, the following instructions to staff should be adopted to initiate that work. Council may choose one or more of these instructions, as Council may wish to pursue more than one option at this time.

Option 1 – Smaller Regional Coordinating Entities

As noted above, this option would establish the City as its own CoC. Discussions would be required with HUD, the County, and LAHSA concerning the processes necessary to implement such a plan. The following actions would initiate this process:

- Instruct the CLA to assess/analyze the Glendale, Long Beach, and Pasadena Continuums of Care, including their structure, activities, and effectiveness compared to LAHSA;
- Instruct the CLA, with assistance of the CAO, HCID, Mayor, City Attorney, and other departments as needed, to report on the necessary steps to form a City of Los Angeles Continuum of Care, including elements such as responsibilities, authorities, structure, funding, federal compliance requirements, timing, and staffing.

Option 2 – Metro-Style State Agency

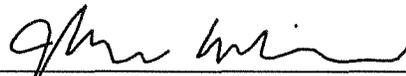
As described above, this would be a State-mandated agency rather than a locally formed agency. As such, legislation would be required to create such an entity. Discussions would be needed with State agencies and elected officials, as well as HUD, the County, and LAHSA.

- Instruct the CLA, with assistance of the CAO, HCID, Mayor, City Attorney, and other departments as needed, to report on the necessary steps to form a State-mandated homeless services agency for Los Angeles County, including discussions with HUD, California Department of Housing and Community Development, County of Los Angeles, and LAHSA.

Option 3 – Reform LAHSA Governance

This option would reform and refine the LAHSA governance structure to streamline governing structures; enhance authority, accountability, and transparency; revise the Commission appointment authority; and other related actions.

- Instruct the CLA, with assistance of the CAO, HCID, Mayor, City Attorney, and other departments as needed, to work collaboratively with the County of Los Angeles and LAHSA to develop proposed amendments to the LAHSA Joint Exercise of Powers Authority Agreement, and submit an interim report in 90 days and a final report in 180 days, as discussed in this report.



Analyst

ATTACHMENT A

**RECENT STUDIES OF
HOMELESSNESS IN
CALIFORNIA**

RECENT STUDIES OF HOMELESSNESS IN CALIFORNIA

Extensive review of the Comprehensive Homelessness Response System is underway not only in Los Angeles, but across the State. Since the introduction of Motion (Martinez-O'Farrell), several studies and reports have been issued concerning issues such as program funding, program development, and governance over homeless services. The following summarizes several of these key studies.

It should be noted that California has been struggling for decades to develop systems and resources adequate to address homelessness. A June 1989 Little Hoover Commission study, "Meeting the Needs of California's Homeless: It Takes More Than a Roof," made these two comments relevant to current constraints on the homelessness system:

- "Because of diverse funding sources and the resulting diffused leadership, services provided for the homeless are fragmented."
- "Because there is no cohesive approach to a statewide housing policy, many actions at various levels of government drive up the cost of housing and/or discourage the availability of adequate affordable housing."

The 1989 Little Hoover Commission report included 13 recommendations addressing issues related to consolidation and coordination of programs and funding, improvement of data collection to inform program development, amending statutes to more effectively provide treatment for mental illness, identifying State land for the use of homeless facilities, and addressing slow-growth initiatives and fee structures that limit the availability of affordable housing. Several of these critiques were repeated in the February 2021 report by the State Auditor.

The following recent studies address many of these same issues.

Governor Newsom's Council of Regional Homeless Advisors

In May 2019, Governor Newsom convened the Governor's Council of Regional Homeless Advisors to identify solutions to prevent and reduce street homelessness; break down barriers to the construction of more housing; and connect more people to mental health and substance use treatment. This effort was led by Mayor Darryl Steinberg and former Los Angeles County Supervisor Mark Ridley-Thomas and eleven other representatives from across the State.

On January 13, 2020, the Governor's Council issued a 40-point Crisis Response Strategy that addressed a wide range of topics, principally addressing solutions in the areas of Prevention and Housing Creation. Prevention programs focus on issues such as expanded rental protections and the prevention of evictions; increased financial resources for persons at risk of homelessness and development of interim housing; and reforms to mental health and substance use programs. Housing Creation recommendations addressed regulatory reform; improved planning by local agencies for housing development; and creation of regional housing development agencies.

The COVID-19 pandemic altered the trajectory of State legislature as emergency response to the pandemic required immediate attention. The new 2021 legislative session, however, may produce solutions that address the recommendations made by the Governor’s Council.

San Gabriel Valley Council of Governments, December 2020

In September 2020, the San Gabriel Valley Council of Governments (SGV COG) convened representatives from its member cities to consider issues associated with the homelessness crisis. Noting the Board of Supervisor’s Motion to evaluate LAHSA Governance, the SGV COG determined that it should provide input on the subject as it relates to the San Gabriel Valley. The result of their effort was a White Paper released in December 2020.

The SGV COG White Paper identified the lack of a collaborative relationship with smaller cities as a major concern with LAHSA, as well as limited funding for homeless programs, poor communications with LAHSA, and a lack of transparency. The White Paper provides two recommendations:

1. Increase representation from other cities at LAHSA, such as reform of the LAHSA Commission to be a Metro-style Board or to include representatives from the SPAs or Councils of Governments or formation of a secondary Board comprised of elected officials.
2. Establish more autonomy within the current system so that the SPA leads and cities within those SPAs have a greater say in the way that funds are used to serve persons experiencing homelessness in its region.

The White Paper concludes that should reforms such as these fail to increase representation by other cities, the San Gabriel Valley region should consider forming its own Continuum of Care independent of LAHSA.

Auditor of the State of California, February 2021

The Auditor of the State of California released a report on February 11, 2021 entitled “Homelessness in California – The State’s Uncoordinated Approach to Addressing Homelessness Has Hampered the Effectiveness of its Efforts.” The State Auditor reviewed the State Homeless Coordinating and Financing Council, as well as five Continuums of Care (CoCs) across the State (not including the LA CoC).

In their analysis, the State Auditor determined that the State’s approach to combating homelessness is fragmented. In the past three fiscal years, at least nine State agencies administered and oversaw 41 different programs that provided funding to address and prevent homelessness in California. No single State entity in California oversees efforts to address homelessness or is responsible for developing a statewide strategic plan.

Homeless Council

In 2017, the State established the Homeless Coordinating and Financing Council (Homeless Council) which includes representatives of State agencies, advocacy groups for the homeless, and

other stakeholders. The statute that created the Homeless Council assigned 18 goals, including coordinating existing funding, creating a statewide data system, and establishing partnerships with stakeholders to develop strategies to end homelessness. Without a finalized and adopted Statewide action plan that: a) includes its statutory goals and timelines, b) has plans to coordinate existing homelessness funding and services, c) and is updated regularly, the Homeless Council will not be able to fulfill its main purposes. However, Homeless Council staff stated that the council has not set priorities or timelines for achieving all 18 statutory goals. The Homeless Council has not finalized an action plan that their staff believes will serve as the council's strategic plan.

The Homeless Council does not currently have the authority to require spending information from other State agencies and has not been able to track program spending to date. In addition, Homeless Council staff explained that it needs additional statutory authority to collect expenditure data from other State agencies that could be useful in streamlining its collection of this information. As a result, the State continues to lack a comprehensive understanding of its spending to address homelessness. Although the Homeless Council is well positioned to provide guidance to CoCs, state law lacks a definite requirement to develop guidance or disseminate best practices to CoCs or a mechanism to enforce them.

Data

The State is making an effort to establish a Statewide data warehouse. In November 2020, the Business, Consumer Services and Housing Agency, in which the Homeless Council resides, contracted with a firm to design, develop, implement, and support HDIS, the Homeless Data Integration System. According to the contract, HDIS will provide a Statewide data warehouse to produce an unduplicated count of those experiencing homelessness in California, gain insights into the characteristics of people experiencing homelessness, determine patterns of service use, evaluate the impact of services, and identify gaps in services. To accomplish this, Homeless Council staff explained that HDIS will collect, match, and remove duplicate records from all California CoCs' Homeless Management Information Systems. Homeless Council staff stated that it plans to implement the system in March 2021 and that HDIS will provide a number of benefits, including access to statewide and local homelessness data that CoCs can use to make data-informed decisions.

Report Recommendations

To ensure that the State effectively addresses the Statewide issue of homelessness:

- The Legislature should provide the Homeless Council with the authority and responsibility to work with all State agencies that administer programs that provide State and federal funding for addressing homelessness to collect and track funding data on all homelessness programs, including the amount of funding available and expended each year, the types of activities funded, and types of entities that received the funds.
- The Legislature should require the Homeless Council to prioritize its statutory goals, with an emphasis on giving higher priority to coordination of Statewide

efforts to combat homelessness. The Legislature should further require the Homeless Council to finalize its action plan and ensure that the plan documents the State's approach to addressing homelessness in California and that the action plan is updated regularly.

- The Legislature should require all State entities that administer State funding for homelessness to ensure that recipient service providers enter relevant data into their CoC's HMIS, as law allows, as a condition of State funding.

State Legislative Analyst Office, February 2021

The State Legislative Analyst's Office (LAO) released a report on February 5, 2021 explaining the major proposals related to homelessness and housing in the Governor's 2021-22 budget. The Report also raises issues and concerns with the proposals and provides context to California's homelessness and housing crisis, including:

- Californians spend more on housing than the rest of the nation;
- Around 2.5 million low-income households are cost burdened, spending more than 30 percent of their income on housing;
- The amount of resources supporting existing affordable housing programs is not sufficient to assist all households in need;
- In 2019, more people experienced homelessness in California than any other State;
- 72 percent of California's homeless population is unsheltered; and
- The greatest concentration of the State's homeless population is in Los Angeles County – 37 percent.

Findings

The Governor's Budget proposals focus on one-time solutions; the LAO recommends that a long-term strategy and investment in homelessness would make more impact and would be more meaningful. Furthermore, the LAO is not able to fully assess the proposals since some of the implementation legislation has not been introduced.

Homelessness Proposals

The 2021-22 budget proposes the allocation of \$1.75 billion in one-time General Fund revenues for three major proposals related to homelessness: a) Homekey Program; b) Support for residential facilities serving vulnerable adults and seniors; and c) support for behavioral health infrastructure.

- A. Homekey Program (\$750M): The 2021-22 budget proposes \$750 million in General Fund revenues to continue the Homekey Program to be administered through the State Housing and Community Development Department. The Governor is requesting early action from the Legislature to authorize \$250 million in FY 2020-21.
- B. Residential facilities serving vulnerable adults and seniors (\$250M): Adult Residential Facilities and Residential Care Facilities, often referred to as board and care facilities, serve adults and seniors who cannot live safely on their own. As of 2019, there are 12,000 facilities that serve 190,000 residents. Some of these facilities are closing due to financial challenges.

The Governor's budget proposes \$250 million in General Fund revenues for acquisition and rehabilitation of these facilities with a focus on expanding housing for low-income seniors who are experiencing or are at risk of homelessness.

- C. Behavioral Health Infrastructure (\$750M): Many individuals experiencing homelessness have significant behavioral health needs. In California, counties play a major role in the funding and delivery of public community behavioral health services. The Governor's budget proposes \$750 million in General Fund revenues to provide grants to counties for the acquisition and rehabilitation of properties to expand behavioral health treatment resources with counties providing match funds. The proposal would produce at least 5,000 beds.

The LAO provides a framework for a Homelessness Plan to increase likelihood that the State's resources are used in a way that result in meaningful reduction in homelessness:

- Identify goals;
- Identify solutions that align with goals;
- Set clear State and local responsibilities;
- Identify State governance structure;
- Establish funding strategy; and
- Develop rigorous oversight mechanism.

Housing Proposals

The Governor's proposals for housing reflect his interest in addressing the State's housing and affordability crisis by dedicating resources toward these issues. Similar to homelessness, the housing proposals are largely one-time solutions. Additionally, the proposals provide additional enforcement to local governments to comply with State's housing laws. The 2021-22 Governor's budget includes major proposals such as: a) funding for housing related infrastructure, b) affordable housing tax credits, c) implementation of AB 3088, d) compliance with State housing laws, and e) deferred maintenance of farmworker housing. Some of the Governor's key proposals are summarized here:

- Housing related infrastructure (\$500M): The Infill Infrastructure Grant (IIG) program provides funding for infrastructure that supports higher density affordable and mixed-income housing in locations designated as infill. The Governor is proposing \$500 million in one-time General Fund revenues to focus on projects with high a percentage of environmental remediation costs. The Governor's budget proposes bill language to extend the liquidation date for the IIG program to provide sufficient time for grantees impacted by COVID-19.
- Affordable Housing Tax Credits (\$500M): In addition to the \$100 million annually that the State makes available for housing tax credits, the Governor's budget proposes \$500 million for tax credits to builders of rental housing affordable to low-income households. This is the third consecutive year in which the Governor has proposed a one-time expansion of the State's housing tax credit, for a total of \$1.5 billion in tax credits.

- Implementation of AB 3088 (\$11.7M) – Eviction Moratorium: The Tenant, Homeowner, and Small Landlord Relief and Stabilization Act of 2020 provides eviction protections to tenants. Under the legislation, no tenant can be evicted before February 1, 2021 because of rent owed due to a COVID-19-related hardship experienced between March 4, 2020 and August 31, 2020, if the tenant provides a declaration of hardship. The law also specifies that for a COVID-19-related hardship that occurs later—between September 1, 2020 and January 31, 2021—tenants must pay at least 25 percent of their rent due to avoid eviction. Tenants still are responsible for paying unpaid rents to landlords, but those unpaid amounts cannot be the basis for an eviction. The date was extended to June 30, 2021. A State rental assistance program was also established. The Governor’s budget proposes \$11.7 million one-time General Fund revenues to trial courts for the implementation of AB 3088 in anticipation of the increased workload.

LAHSA Ad Hoc Commission on Governance, February 2021

The LAHSA Commission established an Ad Hoc Committee on Governance in February 2020 to examine issues associated with the structures that govern LAHSA’s operations and relationships with key partners in the region. The Commission retained a consultant with the Center on Budget and Policy Priorities to evaluate the regional governance system and to report with recommendations to better define and improve roles, responsibilities, and accountability within the system. The result of the review is a report dated February 24, 2021 that was presented to and approved by the LAHSA Commission titled “Los Angeles Homeless Services Authority: Report on Governance.” LAHSA has transmitted this report to Council for consideration.

The report highlights two key factors driving a need to review LAHSA governance. First, LAHSA is evolving from a grants administrator role into a systems administrator role. While the former role left substantial decision-making authority with the City and County, the latter provides LAHSA with greater responsibility with regard to policy development. Second, LAHSA has experienced significant growth in funding and staffing, resulting in capacity and functionality challenges. LAHSA has had a 728 percent growth in its budget and a 252 percent growth in its staffing over the last five years.

The evaluation process included review of foundational documents and nearly 50 interviews with approximately 100 people. Interviews ranged widely across the Homelessness Response System, including representatives from LAHSA, Councils of Government, business leaders, philanthropy, City and County staff, housing authorities, LA CoC leadership, HUD staff, and elected officials, among others. Importantly, the consultant interviewed members of the Lived Experience Advisory Board.

The report identifies three key phases in the effort to evaluate and re-imagine LAHSA. The first step addresses organizational capacity and function through strategic planning. LAHSA has engaged in these efforts for over two years, resulting in operational improvements. The second step identifies this review of LAHSA Governance as an opportunity to assess and improve the immediate Governance Structure and to make immediate improvements. The third step would be to assess the regional homelessness system to identify broad ranging solutions and reforms.

Within this framework, the report recommends several actions:

1. LAHSA should complete the implementation of its operational changes.
2. LAHSA should work within the LA CoC and its organization to establish clarity in decision-making authority.
3. The RHAC should be dissolved.
4. Extraneous work groups should be dissolved and the system restructured to be comprised of representatives based on appropriate subject matter expertise.
5. Clarify and build stronger connections among LAHSA Commissioners and elected officials, including the City Council, and the creation of position descriptions for LAHSA Commissioners.
6. Convene key elected officials to address homelessness programs while the third step review of the regional homelessness system is conducted.
7. Undertake a system-level review of the regional homelessness system, including mainstream services and housing systems.

The report highlights the importance of engaging persons with lived expertise in all areas of the governance structure, as well as focusing on Justice and Racial Equity.

County of Los Angeles, March 2021

On March 2, 2021, a County report was released entitled Revisiting the Los Angeles Homeless Services Authority's Structure and Function. The report was prepared by the County Homeless Initiative and prepared in coordination with the County Auditor-Controller (A-C), County Counsel, the Los Angeles Homeless Services Authority (LAHSA), and various County Departments (the Workgroup). The report was provided in response to two Board actions from February and September of 2020 to review LAHSA's structure. The Workgroup's actions resulted in this report, which, includes analysis from a 2018 report from the A-C on LAHSA's fiscal operations.

A. Stakeholder Interviews

A summary of the comments (categorized as Areas of Improvements) from stakeholder interviews with County staff, service providers, and local governments is set forth below.

County Departments

Interviews were conducted with staff from seven County departments/agencies, that have substantial interaction with LAHSA, including the following:

- County Departments of: Children and Family Services; Health Services; Mental Health; Public Health; Public Social Services, the Workforce Development, Aging, and Community Services; and Los Angeles County Development Authority.

The departments/agencies expressed several positive attributes of LAHSA, such as LAHSA's willingness to collaborate, and their staff's dedication. However, the departments/agencies also

identified several areas of improvement to enhance performance, such as:

- Data Collection – Better coordination of data sharing is needed to improve provision of services, including sharing LAHSA’s HMIS data;
- Client Referral – The client referral process needs to be simplified to ensure more equitable provision of resources to homeless individuals;
- Staff Turnover – Staff turnover at LAHSA has delayed communication and information sharing; and
- LAHSA Structure:
 - ▶ An improved LAHSA structure can lead to better provision of services;
 - ▶ The 50/50 split of LAHSA Commissioners between the City and County does not reflect the County’s larger investment of funds;
 - ▶ LAHSA needs to clarify and deliver on their role as the lead policy maker, and their function as a Continuum of Care needs to be reexamined;
 - ▶ LAHSA needs to focus more on non-housing services; and
 - ▶ The needs of smaller cities needs to be addressed.

Service Providers

Interviews were conducted with several service providers that work with LAHSA. Comments (areas of improvement) from these interviews focused on the following:

- Contracting – Speed up contracting approval and eliminate errors made by LAHSA staff;
- Communication – Inconsistent messaging from different divisions within LAHSA impacts providers’ operations.

Local Governments

Interviews with local governments involved outreach to the Councils of Governments representing much of Los Angeles County, as well as the cities of the Antelope Valley. Their comments (areas of improvement) addressed:

- Communication – There is a lack of communication with individual cities, including knowledge of housing vacancies, and availability of services in the COG’s area;
- Accountability – There is a lack of accountability and service provision to the homeless by LAHSA;

- Governance Structure – LAHSA’s Commission needs to be reformed to better serve all cities; and
- Contracting – Contracting execution is an excessively long process.

B. Analysis of LAHSA Performance

This section of the County report includes an analysis of LAHSA’s performance from 2017 through 2020.

C. Potential Changes to LAHSA and Amendments to the JPA

The various individuals and organizations consulted in the development of this report and the CEO, A-C, and County Counsel Workgroup, identified a number of potential changes that could improve LAHSA's governance and operational structure, performance, accountability, and transparency. These potential changes are set forth below.

Potential Amendments to the JPA Agreement are as follows:

- Change or expand representation on the LAHSA Commission by:
 - ▶ Increasing County representation;
 - ▶ Adding representation from other cities; and/or modeling the LAHSA Commission after other entities such as the Los Angeles County Metropolitan Transportation Authority.
- Modify LAHSA operations by:
 - ▶ Altering LAHSA’s scope of work to include clearer expectations and accountability;
 - ▶ Requiring more frequent reporting on financial activities; and/or;
 - ▶ Creating a structure to coordinate LAHSA-funded services in each Service Planning Area.

Other Potential Changes (Not related to the JPA)

- The County could shift any portion of the Measure H and/or other County funding currently administered by LAHSA to a new or existing County Department;
- Departments/agencies that provide homeless services could be directed to use LAHSA’s HMIS to enhance the collection and sharing of data; and
- The LAHSA Commission could establish ad hoc committees, with representatives from COGs and LAHSA service providers, to develop mechanisms to ensure consistent, complete, and timely communication to all stakeholders.

ATTACHMENT B

**CURRENT CITY PROGRAMS
in PREVENTION, HOUSING
CREATION, AND STREET
MANAGEMENT**

CURRENT CITY PROGRAMS IN PREVENTION, HOUSING CREATION, AND STREET MANAGEMENT

As noted in Section 2, Prevention, Housing Creation, and the public health and safety component of Street Management are the lead responsibility of State, County, and City government. LAHSA has expertise to advise and support efforts in these areas, but leadership is provided by governmental agencies.

The City and County have a wide range of programs that have assisted families, but there have been new initiatives recently to enhance Prevention and Housing Creation programs. Further, there have been programs implemented during the COVID pandemic to help people remain in their housing. The following describes recent work by the City in those areas that are outside LAHSA's prime area of focus, namely Prevention, Housing Creation, and the public health and safety component of Street Management.

Prevention

Long-standing federal, State, County and local programs provide a broad social safety net that is intended to provide basic services. These programs, though do not meet the demand for such services, especially during a pandemic. As a result, extensive poverty, lack of health and mental health services, institutional racism, the criminal justice system, and a range of other barriers limit the resources that are available to keep families and individuals housed with adequate resources to meet basic needs. It may be appropriate to improve efforts among governmental entities to coordinate these programs more effectively.

The City has programs, funded through the Housing and Community Development Block Grant Consolidated Plan for example, that provide assistance. Programs such as the FamilySource Centers seek to help families, while the WorkSource Centers seek to provide employment assistance to adults and the YouthSource Centers provide job training programs for youth. The City also funds a system of domestic violence and human trafficking services and facilities. In addition, the BusinessSource Centers provide assistance to small businesses. In the last year, the City Council has initiated several additional efforts to increase Prevention services, most notably the following.

Summit on Poverty

On September 20, 2019, the Housing and Community Investment Department (HCID) convened the City's first summit on Poverty Prevention, in partnership with Councilmember O'Farrell. Summit participants represented a cross section of experts and included the following: individuals with lived experience; service providers; policy makers; philanthropic organizations; the private sector; academic experts; health care providers; and elected officials. The report, released by HCID, states that the Summit participants noted the systemic inequalities, discrimination, and complexities in coordinating accessible and lasting solutions to affect poverty reduction. Participants with lived experience expressed the importance of educating the public

on how to receive services and navigate the system, building personal connections, and the need for investment in communities. The Summit highlighted the following issues:

- Limitations of the Federal poverty definition and the need to better define and understand causality of poverty in Los Angeles;
- A lack of coordination among the City, County, and private sector regarding poverty prevention services; and
- The need for comprehensive asset/resource mapping; streamlining of social services, job pipelines, and financial education; and relevant strategic place-based investments, sustainable financing, and coordination of funding streams.

The HCID report had two main recommendations, which have been adopted by Council:

1. Commit to reducing poverty by 2030 and set poverty reduction goals to enhance pathways toward economic resilience; and
2. Align current Citywide poverty reduction efforts and develop a strategic plan to include cross-sector partners.

A report is pending concerning next steps to implement recommendations from the Poverty Summit.

Citywide Prevention Program

On December 11, 2019, Council approved actions to fund the Citywide Homelessness Prevention Program to assist eligible households to maintain safe, stable permanent housing through supportive services, financial assistance, and coaching to build a secure future. The program will be implemented in two phases, with eight FamilySource Centers (FSC) in the first phase of the Program. These eight FSCs (16 in Phase 2) have been selected through a Request for Information that was available to the current FSC operators. Recently, each of the selected FSCs hired a “Family Stability Adviser” who is located in each of the eight FSCs. Households with income less than 50 percent of the Area Median Income (AMI) are eligible for the program. Applicants would be assessed at intake for their vulnerability for being at high risk of homelessness, using criteria established by HCID, in partnership with LAHSA, in a manner that incorporates academic research and the vulnerability index tool.

Services at these FSCs include, but are not limited to:

- Long-term case management;
- Temporary cash assistance, such as security deposit, rental assistance, utility assistance, and move-in expenses;
- Financial education workshops and coaching;

- Credit counseling; and
- Public benefit access.

Eviction Defense

In 2018, the City Council adopted Motion (Koretz-Wesson: CF 18-0610) instructing HCID to report on the feasibility of establishing a Right to Counsel/Eviction Defense Program (EDP) to provide legal assistance and rental assistance for individuals facing evictions. Since then, Council has approved funding for this program, while HCID developed details for program implementation.

On August 26, 2020, a Motion (Martinez, O’Farrell-Wesson: CF 20-1084) was introduced authorizing \$8 million in COVID-19 CDBG funds to HCID for a one year COVID-19 Emergency EDP and to allocate \$1.9 million of the unencumbered funds from the previous EDP Program to the newly created COVID-19 EDP for eviction defense. On September 23, 2020, Council approved the HCID recommendations, as amended, with the following program elements:

- Education and public awareness for landlords and tenants;
- Pre-Eviction and Ongoing Legal Assistance;
- Rental assistance;
- Support services for tenant stability;
- Evaluation/monitoring; and
- Eviction data collection

This framework is unique to the City of Los Angeles, but aligns with L.A. County’s newly adopted Eviction Defense Program and will include contracted services provided by nonprofit legal service organizations, community based organizations (non-legal), and FamilySource Centers. The program design will emphasize prevention and encourage tenants and landlords to seek assistance at the first signs of any eviction-related issues, rather than waiting until a 3-day/15-day notice or unlawful detainer has been filed.

Housing Creation

The City has had a focused housing development and preservation program since 1992 with the creation of the Los Angeles Housing Department, now HCID. The City has invested billions of dollars in the development of affordable housing over that time. In 2012, as a result of the elimination of the State’s redevelopment agencies, the City lost a significant source of funds for affordable housing. In November 2016, voters approved Proposition HHH, which invests \$1.2 billion in the development of permanent supportive and affordable housing. Since 2017, the City has funded the construction of 7,071 PSH units with Proposition HHH, and a total of 9,501 PSH and affordable units from HHH and non-HHH housing units in over 150 projects.

Although Proposition HHH initiated an unprecedented level of housing development activity, it is a small contribution toward the total number of affordable housing units needed in the City and the region. The Southern California Association of Governments (SCAG) has nearly completed its housing allocations under the 6th Cycle of the Regional Housing Needs Assessment (RHNA). In that analysis, the SCAG region needs 1,341,834 units, of which 782,325 (58%) need to be affordable. In the City of Los Angeles, 455,565 units are needed, with 259,201 (57%) being affordable.

Under State law and regulation, a unit qualifies as “affordable” under the RHNA only if that unit is under contract or covenant for restricted rent. As a result, market-only interventions do not create affordable housing.

With regard to the specific housing needs of persons experiencing homelessness, in early 2020, LAHSA produced a Homeless Services Systems Analysis that reports on the number of interim units, rapid rehousing slots, and permanent housing units needed to achieve a “functional zero” end to homelessness. That analysis determined that Los Angeles County needs the following units, above and beyond those already funded through efforts such as the City’s Proposition HHH and the State’s No Place Like Home:

Unit Type	Existing	In Construction	Needed	Optimum (Total Need)
Permanent	19,990	10,405	11,717	42,112
Rapid Rehousing	8,399		5,311	13,710
Interim	7,132	3,511	307	10,950

However, since permanent housing takes time to construct, a “surge” of interim housing is being developed until the system has created enough permanent housing to meet demand. Current actions by the City, County, and LAHSA to expand interim housing and rapid rehousing within the next 18 months would effectuate this surge. But additional effort is required to secure funding and develop the additional permanent units required to help meet this need.

As a regional governance matter, however, housing solutions are left to local jurisdictions to execute, and adequate funding to produce the 782,325 affordable housing units (covenanted and contracted) required under RHNA has not been provided. State data concerning housing production in California, both market and affordable, indicate that most jurisdictions have not produced housing at the rate needed to meet demand. While there are insufficient funds from the State and federal governments for the development of affordable housing, penalties for not meeting housing needs are being considered. In 2019, Governor Newsom proposed withholding State transportation funds from cities that do not meet housing production goals. And State

legislators have introduced several bills that would essentially govern land use through State law rather than local regulation.

Although some jurisdictions, like the City, have actively pursued the development of housing, the overall lack of production could result in the State taking stronger action to require cities to build housing. It may be appropriate for the City to identify ways for the region to develop governance structures that promote more robust housing development in order to avoid more draconian measures from the State.

Street Management – Public Health and Safety

Street Management has two main components, with different responsible agencies. LAHSA’s role in Street Management relates to outreach efforts to reach persons experiencing homelessness. These efforts seek to help persons experiencing homelessness access services and housing, as well as basic comfort while living on the street. Local agencies, however, have Street Management responsibilities related to public safety and health, such as keeping the public right-of-way clear of debris and ADA accessibility. These responsibilities are not assigned to LAHSA, but there is a coordination and cooperation component with LAHSA.

Council is investigating issues related to public health and safety laws through Motion (Rodriguez-Huizar, CF 19-0513). As noted in the preliminary report on this matter, every local jurisdiction has its own laws regarding issues such as storing property on the public right-of-way and sleeping outside. Additional research is currently underway to identify protocols for implementing these laws in these jurisdictions.

ATTACHMENT C

**CURRENT
HOMELESS SERVICES
GOVERNANCE STRUCTURE**

HOMELESS RESPONSE SYSTEM



Governance

LA City Mayor
+ City Council

LA County Board
of Supervisors

Continuum of
Care Board



System Coordination

Research
& Data

Policy &
Engagement

Coordinated
Entry System (CES)

GOVERNANCE



LA City Mayor
+ City Council

LA County Board
of Supervisors

LA City Council
Homelessness &
Poverty
Committee

LAHSA COMMISSION
FINANCE, CONTRACTS & GRANTS
MANAGEMENT
PROGRAMS & EVALUATION
POLICY & PLANNING

LA County
Supervisory
Homeless
Deputies

Homeless
Strategy
Committee

HHH Admin
Oversight
Committee

Measure H Citizens
Oversight Advisory
Board

HHH Citizens
Oversight
Committee

Homeless Initiative
Implementation

Continuum of Care Boards

Los Angeles

Long Beach

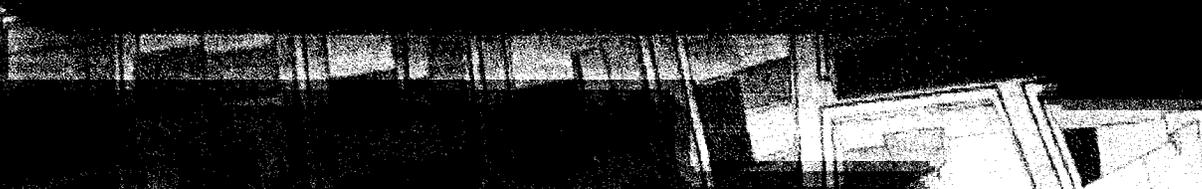
Pasadena

Glendale

SYSTEM COORDINATION



Homeless Policy Research Institute (HPRI)	CES Policy Committee	Veterans Housing Alliance (VHA)	Homeless Coalitions
Homeless Analysis Collaborative (HAC)	CES Leadership Team	Centralized Training Academy	Council of Government (COG) Homeless Committee
Homeless Count Advisory Board (HCAB)	CES Matchers	Permanent Supportive Housing Provider Forum	Regional Homeless Advisory Council (RHAC)
Homeless Management Information System (HMIS) Collaborative	CES Case Conferencing		Home For Good Policy Team
			Home For Good Funders Collaborative
			Home For Good...



ATTACHMENT D

MEMBERSHIP ROSTERS

- LAHSA Commission
- LA CoC/RHAC
- CoC Board
- CES Policy Council

**Membership of the
Los Angeles Homeless Services Authority
Commission**

Appointed by the County of Los Angeles

Jacqueline Waggoner
Sarah Dusseault
Noah Farkas
Lawson Martin
Irene Muro

Appointed by the City of Los Angeles

Wendy Greuel (Chair, 2021)
Kelli Bernard
Mitch Kamin
Booker Pearson
Kelvin Sauls

**Membership of the
Los Angeles Continuum of Care/
Regional Homelessness Advisory Committee**

Member	Agency	Sector
Abigail Marquez	Housing and Community Investment Department	Public
Adam Murray	Advocates United	Advocate/TA Orgs
Alisa Orduna	Westside Cities Council of Government	Public
Alison Hurst	At-Large Provider Representative	Provider
Andrew Thomas	LA Business Improvement District Consortium	Business Community
Angela Chandler	LAUSD	Education
Benita DeFrank	San Gabriel Valley Council of Governments	Public
Brenda Wiewel	University of Southern California	Education
Carlos VanNatter	HACLA	Public
Carol Crabson	SPA 1 Provider Representative	Provider
Cheri Todoroff	LA County Department of Health Services	Public
Chris Ko	Home For Good	Philanthropy
Christine Mirasy-Glasco	SPA 5 Provider Representative	Provider
Darlyne Pettinicchio	LA County Probation Department	Public
David Howden	Advocates United	Advocate/TA Orgs
Deon Arline	LA County Department of Public Services	Public
Dora Leong Gallo	At-Large Provider Representative	Provider
Emily Martinuik	Corporation for Supportive Housing/Speak UP!	Community
Geff Deedrick	LA County Sheriff's Department	Public
Hazel Lopez	SPA 4 Provider Representative	Provider
Heidi Marston	LAHSA	LAHSA
Ivet Samvelyan	Glendale CoC	Public
Jaime Garcia	Hospital Association of Southern California	Health System
Jaime Pacheco-Orozco	EWDD	Public

Member	Agency	Sector
Jennifer Kottke	LA County Office of Education	Education
Jennifer Loew	LA Metropolitan Transportation Authority	Public
Jennifer O'Reilly-Jones	Pasadena CoC	Public
Jennifer Vanore, Ph.D.	Funders Together LA	Philanthropy
Jerrid McKenna	San Fernando Valley Council of Governments	Public
John Horn	SPA 2 Provider Representative	Provider
Judy Cooperberg	At-Large Provider Representative	Provider
Judy Montenegro	Gateway Cities Council of Governments	Public
Malcom Bennett	Property Owner Association	Business Community
Maria Funk	LA County Department of Mental Health	Public
Marion Sanders	SPA 6 Provider Representative	Provider
Mary Agnes Erlandson	SPA 8 Provider Representative	Provider
Matthew McGahran	VA Greater LA Healthcare System	Public
Maury Pearl	LA Community College District	Education
Meg Barclay	CAO	Public
Megan McClaire	LA County Department of Public Health	Public
Myk'l Williams	Housing Authority of the County of LA	Public
Neil Haltrecht	LA Business Leaders Task Force on Homelessness	Business Community
Nina Vaccaro	Community Clinic Association of LA County	Health Systems
Phil Ansell	LA County Office of the Chief Executive Officer	Public
Piper Kamins	Funders Together LA	Philanthropy
Reba Stevens	LAHSA LEAB	Community
Reverend Stephanie Jaeger	CLUE Representative	Faith Community
Roberta Medina	LA County Department of Children and Family Services	Public

Member	Agency	Sector
Teresa Chandler	Long Beach CoC	Public
Vanessa Sedano	SPA 7 Provider Representative	Provider
Wayne Windman	South Bay Cities Council of Governments	Public
Wendy Greuel	LAHSA	LAHSA
Zachary Hoover	LA Voice	Faith Community
Vacant	SPA 4 Provider Representative	Provider
Vacant	University of California, LA	Education
Vacant	LA Police Department	Public
Vacant	LA Business Leaders Task Force on Homelessness	Business Community
Vacant	SPA 3 Provider Representative	Provider

**Membership of the
Los Angeles Continuum of Care
Board**

Carol Crabson	SPA 1	Antelope Valley Domestic Violence Council
Kris Freed	SPA 2	Los Angeles Family Housing
Jan Cicco	SPA 3	Cicco Solutions
Erika Hartman	SPA 4	Downtown Women's Center
Christine Mirasy-Glasco	SPA 5	Upward Bound House
Cristina Nieto	SPA 6	HOPICS
Steve Lytle	SPA 7	The Salvation Army
Shari Weaver	SPA 8	Harbor Interfaith Services
Brenda Wiewel	University	University of Southern California
Emily Bradley	Funder	United Way of Southern California
Josh Decell	*	Brilliant Corners
Melissa Schoonmaker	School Dist.	Los Angeles County Office of Education
Myk'I Williams	Public Housing Agcy	Los Angeles County Development Authority
Paula Lantz	Advocate	Retired
Suzette Shaw	Lived Experience	
Vacant	At-large	
Vacant	At-large	

* Service Provider and Rental Property Owner/Manager

CES Policy Council Members

	Seat (by Stakeholder Group)	Representatives Selected by Stakeholder Group
CES Housing Service Provider	CES Lead Agency, Adult	Hazel Lopez, The People Concern
	CES Lead Agency, Families	Vacant
	CES Lead Agency, Youth	Samuel Gonzalez, Hathaway-Sycamores
	Non-Lead CES Agency	Chris Contreras, Brilliant Corners, selected by RHAC
	Non-Lead CES Agency	Michael Graff-Weisner, Chrysalis, selected by RHAC
	Non-Lead CES Agency	Amy Turk, Downtown Women's Center, selected by RHAC
Continuum of Care	Glendale Continuum of Care	Ivet Samvelyan, City of Glendale
	Long Beach Continuum of Care	Vacant
	Los Angeles Continuum of Care	Nathaniel VerGow, LAHSA
	Pasadena Continuum of Care	Jennifer O'Reilly-Jones, City of Pasadena
Lived Experience	Lived Experience Advisory Board	Gloria Johnson
	Homeless Youth Forum of Los Angeles	Cristina Maricic
Public Agency	LA County Department of Child and Family Services	Gail Winston
	LA County Department of Health Services	Cheri Todoroff
	LA County Department of Mental Health	Maria Funk
	LA County Department of Public Social Services	Lisa Hayes

	LA Housing + Community Investment Department	Brittanya Murillo
	U.S. Department of Veterans Affairs	Matthew McGahran
Public Housing Authority	LA County Development Authority	Myk'l Williams
	Housing Authority of the City of LA	Miriam Aquino
	Public Housing Authority Community	Donyielle Holley, City of Pomona
Other Partners	Domestic Violence Community	Carielle Escalante, Rainbow Services, selected by the City of Los Angeles Domestic Violence Alliance
	Housing Developer Community	Vacant
	Philanthropy	Andrea Iloulian, Hilton Foundation, selected by Funders Together to End Homelessness
	United Way, Home for Good	Chris Ko

As of September 4, 2020

ATTACHMENT E

**LOS ANGELES COUNTY
SERVICE PLANNING AREAS**

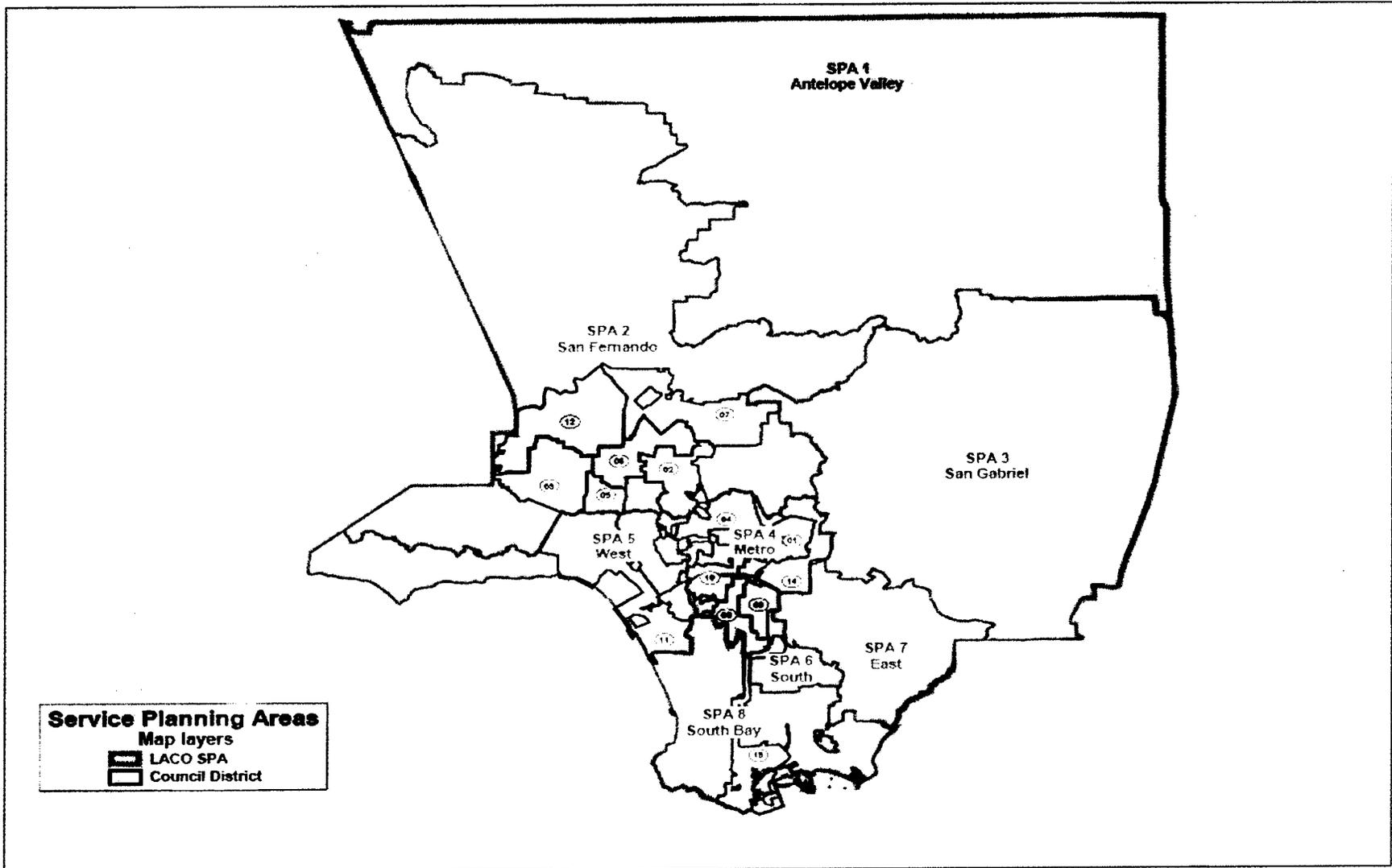
SPA BOUNDARIES

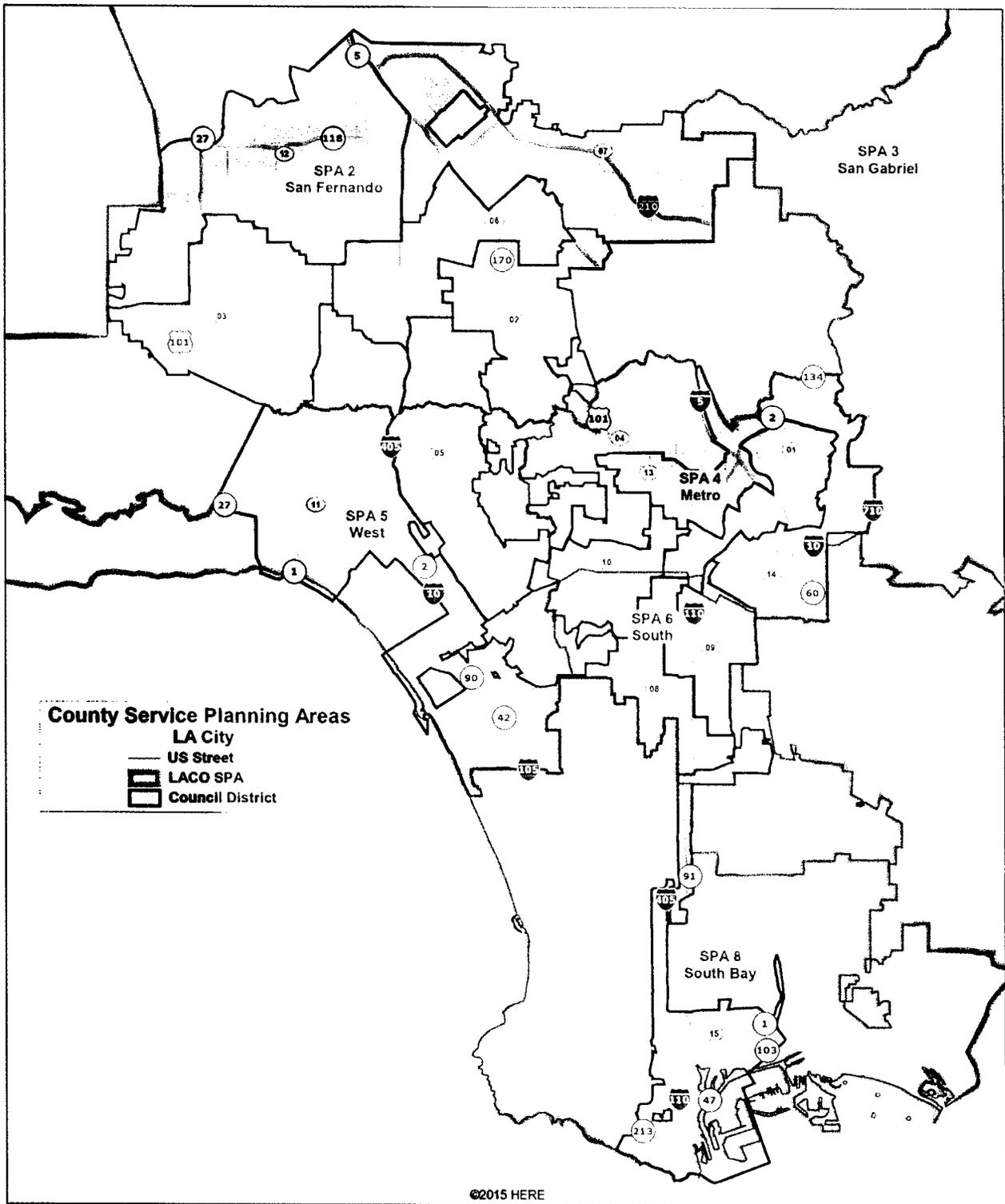
The County has provided the following description of the factors used to determine the boundaries of the Service Planning Areas.

In 1992, the Children's Planning Council identified the differing geographic service regions of major county departments administering programs for children as one of the most significant barriers to creating more integrated and comprehensive services across the county. To address this issue, the Council convened representatives of key county departments serving children and families, school systems, related health and human service systems with specific regional geographic boundaries, and technical experts to discuss the possibility of establishing common boundaries. This committee agreed to attempt to avoid dividing natural geographic or cohesive ethnic communities, but concurred that the most critical goal was to identify boundaries for planning to which county departments could agree. Criteria adopted for this effort were to:

- Retain census tracts
- Keep health districts intact
- Keep city limits intact, with the exception of the City of Los Angeles
- Attempt to keep school-district boundaries intact, with the exception of the Los Angeles Unified School District
- Attempt to keep police districts intact, with the exception of the Los Angeles Police Department
- Attempt a comparable population size for each service planning area

The resulting regional map was approved by the Board of Supervisors on November 16, 1993, creating eight service planning areas (SPAs) to be utilized by the major county departments serving children and families in their planning, coordination of services, and information- and data-gathering activities. Other non-county entities such as United Way, Regional Centers, and Child Care Resource and Referral networks were also asked to join this common effort.





ATTACHMENT F

**ALTERNATIVE LAHSA
COMMISSION MEMBERSHIP
CONFIGURATIONS**

ALTERNATIVE LAHSA COMMISSION MEMBERSHIP CONFIGURATIONS

There are many configurations of Commission appointments possible. The number of commissioners, who appoints them, how they are appointed and confirmed, and the qualifications for appointment are factors for consideration. The following provides several of the configurations that have been proposed.

- ▶ The JPA could be revised to require that a portion (or all) of the LAHSA Commission be comprised of Supervisors, Councilmembers, and the Mayor. Ensuring that City and County elected officials, and not their designees, participate on the Commission may ensure more direct negotiation and agreement on key issues. It should be noted that inclusion of City Councilmembers may have challenges and possibly require a revision to the City Charter.
- ▶ Similar to the Board of the Metropolitan Transportation Authority, the Commission can be a mix of elected officials from several cities, including the City of Los Angeles, and the County, as well as members of the public.
- ▶ Alternatively, the LAHSA Commission could be comprised of the chief executive officer of City and County departments, such as the General Manager of HCID or the Los Angeles Community Development Authority (LACDA). Designating chief executive officers, rather than elected officials, may have a similar result in providing a forum for direct negotiation and agreement on key issues.
- ▶ Another option would be to structure the LAHSA Commission in a manner similar to the City's Board of Public Works, with members who are appointed to a full-time, paid position. This would add funding that could otherwise be used for services.
- ▶ If Commissioners remain as public appointed officials, qualifications could be established to be considered for appointment. The JPA does not provide any guidance or requirements as to the qualifications of LAHSA Commission members. Revisions could establish criteria concerning LAHSA Commission member experience as a prerequisite to eligibility to serve. For example, the JPA could require an appointee who has lived experience, which is not currently required.
- ▶ The JPA does not currently allow the City Council to appoint members to the LAHSA Commission. Revisions could allow the City to distribute LAHSA

Commissioner appointment between the Mayor and the Council.

- ▶ The number of Commissioners could be changed. The JPA currently calls for 10 Commissioners. This could be increased or decreased.

ATTACHMENT G

LAHSA BUDGET (2020-2021)

LOS ANGELES HOMELESS SERVICES AUTHORITY
2020-2021 Unallocated Analysis
Q2 Budget Allocation Report

	Authorized Budget	Committed (RFP/Reserved)	Obligated (Subrecipients)	Allocated
Federal				
Housing and Urban Development (HUD)				
Continuum of Care (CoC)	\$33,288,892	\$ -	\$ -	\$33,288,892
Total Federal	\$33,288,892	\$ -	\$ -	\$33,288,892

State of California				
The Business, Consumer Services and Housing Agency (BCSH)				
CoC Homeless Emergency Aid Program (HEAP)	\$53,672,542	\$ -	\$2,643,095	\$51,029,447
Homeless Housing, Assistance, and Prevention (HHAP)	66,271,041	-	14,229,860	52,041,181
COVID19 Emergency				
CAL OES				
FEMA	3,224,376		3,224,376	
California Department of Housing and Community Development (HCD)				
California Emergency Solutions and Housing Grant	6,848,397	791,475		6,056,922
Total State of California	\$130,016,356	\$791,475	\$20,097,332	\$109,127,549

County of Los Angeles				
Chief Executive Office				
Homeless Prevention Initiative (HI One-Time)	\$412,000		\$412,000	
Homeless Strategy Initiative (Measure H)	222,306,355	702,665	1,881,799	219,721,890
General Funds (GF)	8,207,000		771,036	7,435,964
Homeless Services Fund (HSF)	3,412,343			3,412,343
County HHAP	9,401,000	2,705,756		6,695,244
COVID-19 Recovery Plan	50,000,000			50,000,000
County CRF for WSP	2,470,000			2,470,000
County CRF for PRK	24,700,000		4,870,087	19,829,913
Total Chief Executive Office	\$320,908,698	\$3,408,421	\$7,934,922	\$309,565,354

	Authorized Budget	Committed (RFP/Reserved)	Obligated (Subrecipients)	Allocated
Los Angeles County Development Authority				
Emergency Solutions Grant - County (ESG)	1,857,987		67,244	1,790,743
Emergency Solutions Grant - County (ESG), Carryover	166,750			166,750
Emergency Solutions Grant - State (ESG)	1,108,264			1,108,264
Emergency Solutions Grant - State (ESG), Carryover	518,424			518,424
Emergency Solutions Grant-State ECG-CV	5,113,940		5,113,940	
Emergency Solutions Grant-Federal ECG-CV	40,571,213			40,571,213
Total LACDA	\$49,336,578		\$5,181,184	\$44,155,394
Department of Public and Social Services				
Single Allocation (SA)	\$410,000			\$410,464
Housing Support Program (HSP)	15,120,000			15,120,000
Total Department of Public and Social Services	\$15,530,000			\$15,530,000
Department of Child and Family Services (DCFS)				
Independent Living Program (ILP)	2,871,556			2,871,556
Department of Workforce Development, Aging and Community Services (WDACS)				
Home Safe Program (HSP)	1,780,549			1,780,549
Total County of Los Angeles	\$390,427,381	\$3,408,421	\$13,116,106	\$373,902,853

City of Los Angeles				
Los Angeles Housing + Community Investment Department (HCID)				
General Fund (GF)	\$41,210,002	\$100,001	\$1,496,631	\$39,613,371
Emergency Solutions Grant (ESG), ConPlan 45	1,510,943			1,510,943
Emergency Solutions Grant (ESG), ConPlan 46	-			-
Community Development Block Grant (CDBG)	252,200			252,200

	Authorized Budget	Committed (RFP/Reserved)	Obligated (Subrecipients)	Allocated
HEAP	19,209,485			19,209,485
COVID19	19,683,703			19,683,703
HHAPP	18,309,059		4,140,465	14,168,594
COVID19 - (ESG-CV)	112,115,477			112,115,477
COVID19 - (ESG-CV) Recovery Housing				
COVID19 - (ESG-CV) Street Outreach				
State CRF & GF	8,655,000			8,655,000
Roadmap "County Service Commitment Funds"	13,629,620			13,629,620
Total City of Los Angeles	\$234,575,488	\$100,001	\$5,637,096	\$228,838,392

Other				
Hilton Foundation	\$165,000			\$165,000
Kaiser Permanente (COVID-19)	200,000			200,000
California Community Foundation (CFG)	10,000			10,000
Corporation for Supportive Housing (CSH)	47,500			47,500
Total Other	\$422,500			\$422,500

TOTAL ALL FUNDING SOURCES **\$788,730,617** **\$4,299,897** **\$38,850,534** **\$745,580,186**

Source: Agenda for the LAHSA Finance, Contracts, and Grants Management Committee, March 18, 2021.