

AGENDA AND NOTICE OF THE MEETING OF THE HOMELESSNESS COMMITTEE

Wednesday, June 2, 2021 -- 8:00 AM

Teleconference Meeting

Zoom Link: https://zoom.us/s/95651898798

Livestream Link: https://youtu.be/aKi6_sDZKCI



Chair
Becky Shevlin
City of Monrovia

Vice-Chair
Margaret Clark
City of Rosemead

MEMBERS

- Arcadia
Baldwin Park
Claremont
Duarte
Glendora
Irwindale
Monrovia
Pasadena
Pomona
Rosemead
South El Monte
West Covina
LA County Supervisorial District #1

Thank you for participating in today's meeting. The Homelessness Committee encourages public participation and invites you to share your views on agenda items.

MEETINGS: Regular Meetings of the Homelessness Committee are held on the first Wednesday of each month at 8:00 AM at the West Covina Council Chambers Meeting Room (1444 W. Garvey Avenue S., West Covina, CA 91790). The Meeting agenda packet is available at the San Gabriel Valley Council of Government's (SGVCOG) Office, 1000 South Fremont Avenue, Suite 10210, Alhambra, CA, and on the website, www.sgvkog.org. Copies are available via email upon request (sgv@sgvcog.org). Documents distributed to a majority of the Committee after the posting will be available for review in the SGVCOG office and on the SGVCOG website. Your attendance at this public meeting may result in the recording of your voice.

CITIZEN PARTICIPATION: Your participation is welcomed and invited at all Committee meetings. Time is reserved at each regular meeting for those who wish to address the Board. SGVCOG requests that persons addressing the Committee refrain from making personal, slanderous, profane or disruptive remarks.

TO ADDRESS THE COMMITTEE: At a regular meeting, the public may comment on any matter within the jurisdiction of the Committee during the public comment period and may also comment on any agenda item at the time it is discussed. At a special meeting, the public may only comment on items that are on the agenda. Members of the public wishing to speak are asked to complete a comment card or simply rise to be recognized when the Chair asks for public comments to speak. We ask that members of the public state their name for the record and keep their remarks brief. If several persons wish to address the Committee on a single item, the Chair may impose a time limit on individual remarks at the beginning of discussion. The Committee may not discuss or vote on items not on the agenda.

AGENDA ITEMS: The Agenda contains the regular order of business of the Committee. Items on the Agenda have generally been reviewed and investigated by the staff in advance of the meeting so that the Committee can be fully informed about a matter before making its decision.

CONSENT CALENDAR: Items listed on the Consent Calendar are considered to be routine and will be acted upon by one motion. There will be no separate discussion on these items unless a Committee member or citizen so requests. In this event, the item will be removed from the Consent Calendar and considered after the Consent Calendar. If you would like an item on the Consent Calendar discussed, simply tell Staff or a member of the Committee.



In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the SGVCOG office at (626) 457-1800. Notification 48 hours prior to the meeting will enable the SGVCOG to make reasonable arrangement to ensure accessibility to this meeting.



MEETING MODIFICATIONS DUE TO THE STATE AND LOCAL STATE OF EMERGENCY RESULTING FROM THE THREAT OF COVID-19: On March 17, 2020, Governor Gavin Newsom issued Executive Order N-29-20 authorizing a local legislative body to hold public meetings via teleconferencing and allows for members of the public to observe and address the meeting telephonically or electronically to promote social distancing due to the state and local State of Emergency resulting from the threat of the Novel Coronavirus (COVID-19).

To follow the new Order issued by the Governor and ensure the safety of Board Members and staff for the purpose of limiting the risk of COVID-19, in-person public participation at the Homelessness Committee meeting scheduled for June 2, 2021 at 8:00 a.m. will not be allowed. To allow for public participation, the Homelessness Committee will conduct its meeting through Zoom Video Communications. To participate in the meeting, download Zoom on any phone or computer device and copy and paste the following link into your browser to access the live meeting: <https://zoom.us/j/95651898798>. You may also access the meeting via the livestream link on the front of the agenda page.

Submission of Public Comments: For those wishing to make public comments on agenda and non-agenda items you may submit comments via email or by phone.

- Email: Please submit via email your public comment to Samantha Matthews at smatthews@sgvcog.org at least 1 hour prior to the scheduled meeting time. Please indicate in the Subject Line of the email “FOR PUBLIC COMMENT.” Emailed public comments will be part of the recorded meeting minutes. Public comment may be summarized in the interest of time, however the full text will be provided to all members of the Committee prior to the meeting.
- Zoom: Through Zoom, you may speak by using the web interface “Raise Hand” feature. Wait to be called upon by staff, and then you may provide verbal comments for up to 3 minutes. Public comment is taken at the beginning of the meeting for items not on the agenda. Public comment is also accepted at the beginning of each agenda item.

Any member of the public requiring a reasonable accommodation to participate in this meeting should contact Samantha Matthews at least 48 hours prior to the meeting at (626) 457-1800 or at smatthews@sgvcog.org.

PRELIMINARY BUSINESS

1. Call to Order
2. Pledge of Allegiance
3. Roll Call
4. Public Comment (*If necessary, the Chair may place reasonable time limits on all comments*)
5. Changes to Agenda Order: Identify emergency items arising after agenda posting and requiring action prior to the next regular meeting (*It is anticipated that the Committee may take action on these matters*)

CONSENT CALENDAR (*It is anticipated the Committee may take action on the following matters*)

6. Homelessness Committee Meeting Minutes 05/05/2021 – Page 1
Recommended Action: Approve.
7. Homelessness Committee Election
Recommended Action: Appoint the following SGVCOG Homelessness Committee Officers for FY 21-22 (effective July 1, 2021):
 - *Chair: Becky Shevlin*
 - *Vice Chair: Margaret Clark*

PRESENTATIONS (*It is anticipated the Committee may take action on the following matters*)

8. We're Not Giving Up: A Plan for Homelessness Governance in Los Angeles – Report by the Pat Brown Institute for Public Affairs Cal State LA – Samantha Matthews, Management Analyst, SGVCOG – Page 4
Recommended Action: For information only.

ACTION ITEMS (*It is anticipated the Committee may take action on the following matters*)

9. State and County Homeless Funds – Samantha Matthews, Management Analyst, SGVCOG – Page 68
Recommended Actions:
 - (1) *Recommend Governing Board add the Tiny Home Shelter Program to the SGVCOG Pilot Program; and*
 - (2) *Recommend Governing Board re-allocate \$150,000 in excess funding from the Green Path Careers Pilot Program to the Tiny Home Shelter Pilot Program.*

UPDATE ITEMS (*It is anticipated the Committee may take action on the following matters*)

10. Green Path Careers Pilot Program – Wendy Angel, Program Director, Emerald Cities Los Angeles – Page 71
Recommended Action: For information only.
11. State Budget and Legislative Updates – Paul Hubler, Director of Government and Community Relations, SGVCOG and Samuel Pedersen, Management Aide, SGVCOG – Page 72
Recommended Action: For information only.
12. LA Alliance for Human Rights et al. v. City of Los Angeles et al. – Samantha Matthews, Management Analyst, SGVCOG – Page 92
Recommended Action: For information only.

LIAISON REPORTS (*It is anticipated the Committee may take action on the following matters*)

13. San Gabriel Valley Regional Housing Trust
14. San Gabriel Valley Consortium on Homelessness
15. LA County Homeless Initiative
16. United Way Everyone In
17. Union Station Homeless Services

CHAIR’S REPORT

ADJOURN



SGVCOG Homelessness Committee Unapproved Minutes

Date: May 5, 2021

Time: 8:00 AM

Location: Zoom teleconference

PRELIMINARY BUSINESS

1. Call to Order
The meeting was called to order at 8:01 AM

2. Pledge of Allegiance

3. Roll Call

Members Present

A. Verlato, Arcadia
M. Carrillo; Baldwin Park
J. Leano, Claremont
J. Schulz, Duarte
K. Davis, Glendora
M. Ortiz, Irwindale
B. Shevlin, Monrovia
W. Huang, Pasadena
D. Holley, Pomona
M. Clark, Rosemead

Members Absent

West Covina
LA County Dist. 1

Guests

C. Todoroff, Homeless Initiative
M. Berkson, LAHSA
T. Egan, SGVCOG Lobbyist

SGVCOG Staff

M. Creter
S. Matthews
C. Sims
A. Bordallo
B. Acevedo
K. Ward
S. Pedersen
P. Hubler

4. Public Comment: A. Hall, a representative of Rhino Insurance Agency, provided information on Rhino which provides security deposit insurance as an alternative to lump-sum security deposits.
5. Changes to Agenda Order: Agenda items 8 and 9 will be switched in order to accommodate presenter's schedule.

CONSENT CALENDAR

6. Homelessness Committee Meeting Minutes – 04/07/21
Recommended Action: Approve.

There was a motion to approve consent calendar items 6 M/S: (M. Ortiz/A. Verlato)

[Motion Passed]

AYES:	Arcadia; Baldwin Park; Claremont; Duarte; Glendora; Irwindale; Monrovia; Pomona; Rosemead
NOES:	
ABSTAIN:	
ABSENT:	West Covina; LA County District 1

PRESENTATIONS

7. Los Angeles County Homeless Initiative (HI)
 C. Todoroff introduced herself to the Committee and provided a brief overview of funding and strategy updates that will be implemented in the coming months. Congratulations were extended to C. Todoroff on her appointment as Interim Executive Director of HI.

8. LAHSA Updates on Project Roomkey (PRK), Project Homekey (PHK), & COVID-19 Recovery
 M. Berkson, LAHSA’s Director of Policy and Systems highlighted several PRK extensions, expansions, and placements. She shared that 1,260 COVID-vulnerable people experiencing homelessness from SPA 3 have participated in PRK. The discussion transitioned to PHK updates as the sites are now being turned into permanent supportive housing sites. An additional round of PHK funding from the state is expected to further increase supply of supportive housing in Los Angeles County.

UPDATE ITEM

9. LAHSA White Paper/Reform
 R. Cole provided updates and led a discussion on the progress LAHSA reform is making at the County and the City of Los Angeles levels. Context was given around the types of frustrations Cities in the San Gabriel Valley have had in working with LAHSA. He concluded that we are waiting for the County to grasp the need for change.

10. Tiny Home Emergency Pilot Shelter Program
 B. Acevedo, San Gabriel Valley Regional Housing Trust (SGVRHT) Administrator provided a general overview of the program and highlighted updates on shelter vendor selection and upcoming RFPs.

11. FY 21-22 Measure H Funding Recommendations
 S. Matthews gave updates on the HI draft FY 21-22 Measure H funding recommendations, which would provide funding to the SGVCOG for housing and homelessness programs beginning in January 2022. Cities were encouraged to submit letters of support to the County for the draft Funding Recommendations.

- 12. State Budget and Legislative Updates**
P. Hubler provided an update on expected upcoming State bills and budget allocations related to homelessness, the state budget, and when the legislature will decide which bills will be taken up during this session. He provided an update on SB 15 (Portantino), which is intended to incentivize the conversion of vacant commercial properties into affordable or workforce housing by providing grants to cities. The SGVCOG met with Senator Portantino's staff and bill sponsors to request changes to the bill, particularly on shifting the 7-year window of funding eligibility to allow for better participation. P. Hubler and T. Egan also provided updates on the SGVRHT state and federal budget allocation requests. Senator Rubio has requested a \$15 million State budget earmark for the RHT, and the RHT has requested a \$10 million federal budget earmark from the Department of Housing and Urban Development (HUD) annual appropriation. Cities were encouraged to submit letters of support for these requests.
- 13. Mental Health Legislative Updates**
S. Pederson announced that the agenda packet included an update on the eight bills SGVCOG staff is tracking during the current legislative session. An update on AB 988 was given verbally as it was not previously included in the agenda packet.
- 14. LA Alliance for Human Rights et al. v. City of Los Angeles et al.**
S. Matthews provide an update on the case in which Judge Carter granted an injunction ordering the City of Los Angeles and the County to offer housing or shelter to all people experiencing homelessness in Skid Row. The order also called for the City of LA to put \$1 billion into an escrow account. Both the City and County announced that they will be appealing the order, and sought a stay of the order, which would delay it from going into effect and would freeze the order until the appeal is decided. On April 25, Judge Carter denied the request for a stay of the order to offer housing or shelter but agreed to stay the order targeting the money and instead gave the City 60 days to develop a plan showing how the \$1 billion would be spent.

LIAISON REPORTS

- 15.** Liaison reports from San Gabriel Valley Regional Housing Trust and San Gabriel Valley Consortium on Homelessness were included in an email to the Committee.

CHAIR'S REPORT

Chair B. Shevlin commended the new 8:00 AM start time and closed with comments highlighting the importance partnerships and regional coordination with and between agencies to tackle the issue of homelessness.

ADJOURN

The meeting was adjourned at 10:00 AM.

DATE: June 2, 2021

TO: Homelessness Committee

FROM: Marisa Creter, Executive Director

RE: **WE'RE NOT GIVING UP: A PLAN FOR HOMELESSNESS GOVERNANCE IN LOS ANGELES – REPORT BY THE PAT BROWN INSTITUTE FOR PUBLIC AFFAIRS CAL STATE LA**

RECOMMENDED ACTION

For information only.

BACKGROUND

On May 19, the Pat Brown Institute for Public Affairs Cal State LA released “We’re Not Giving Up: A Plan for Homelessness Governance in Los Angeles,” a report calling for a new, independent entity with greater accountability to address homelessness in Los Angeles County. The report, which was presented to the Committee for Greater LA, is included as Attachment A.

To develop the report, the Committee for Greater LA’s Ad Hoc Homelessness and Housing Action Team engaged Raphael J. Sonenshein, Ph.D., Executive Director of the Pat Brown Institute to undertake an independent study of the governance structure that oversees homelessness in LA County.

The goal of this report was to identify the current problems of the current governance structures and to recommend solutions to improve the system. The SGVCOG White Paper on LASHA governance reform is cited in the report. The report’s author maintains that the magnitude of the homelessness crisis in LA calls for increased collective action and accountability.

The report identifies the primary problem of LA County homelessness governance as the “absence of a center, a magnetic force that can draw our disparate best efforts to a common mission.” The report proposes a new entity, referred to as the Center, to serve as the main office in the system to address homelessness. The proposed entity would include a Governing Board of seven members, with two representatives of non-City of Los Angeles municipalities. The full make-up of the Board would be as follows:

- Ex officio Co-Chairs:
 - Mayor of the City of Los Angeles
 - Chair of the LA County Board of Supervisors
- Chair of the Oversight Board (described below)
- Chief Executive Officer (CEO) of the Center
- State representative, designated by the Governor
- Representatives of non-LA city governments

REPORT


The Center would also include an Oversight Board of 15 to 21 members nominated by the CEO and confirmed by the Governing Board and would include individuals from the following sectors and backgrounds:

- Philanthropy, Business, Labor
- Public School System Leadership
- Lived Experience and Lived Expertise
- University and Government Researchers
- Leaders of civic, provider, and faith-based organizations

The proposed Center would develop and implement a unified strategy to advance measurable outcomes on homelessness, establish milestones for those outcomes, and regularly communicate the results of those outcomes to stakeholders, people experiencing homelessness, and the public.

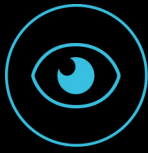
Samantha Matthews, SGVCOG Management Analyst will provide a presentation on the report and discuss next steps.

Prepared by: 
Samantha Matthews
Management Analyst

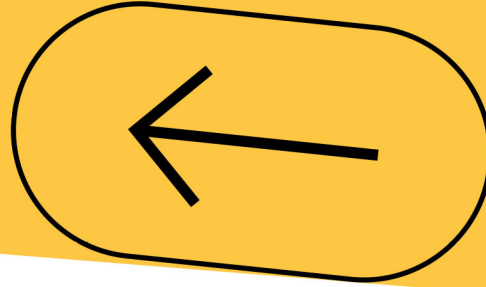
Approved by: 
Marisa Creter
Executive Director

ATTACHMENTS

Attachment A – Report



WE'RE



NOT GIVING UP:

A plan for
homelessness
governance in
Los Angeles



NO GOING BACK LA



**PAT BROWN INSTITUTE
FOR PUBLIC AFFAIRS**
Unleashing the Power of Participation



LAND ACKNOWLEDGMENT

This initiative is an attempt to counter the legacy of deeply ingrained systemic racism resulting in a disproportionate impact of homelessness on communities of color, especially African Americans. We would be remiss in this effort if we failed to acknowledge that our very systems were built on foundations of stolen land and stolen labor.

This is especially the case in Downtown Los Angeles, which rests on the ancestral and unceded lands of the Tongva people (also known as Yaavitam). We acknowledge their elders, past, present, and future, for their cultural resilience. They are the original caretakers of this land on which the central governing institutions of the City and County of Los Angeles are constructed and where homelessness and inequity are so widespread.

Today, we see disproportionate rates of homelessness in our Native American Indian as well as Black communities.

We value these materials developed by the Los Angeles City-County Native American Indian Commission: <https://lanaic.lacounty.gov/wp-content/uploads/2019/03/Healthy-LA-Native-Infographic.pdf>

There is much work to be done.



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**THE COMMITTEE
FOR
GREATER LA**

COVID-19 has revealed layers of underlying systemic inequities that have oppressed communities of color in Los Angeles County for generations. The September 2020 report produced by the Committee for Greater LA (CGLA), *No Going Back: Together for an Equitable and Inclusive Los Angeles*, shines a light on these disparities and begins to chart a course towards a more equitable LA County with wide-reaching and ambitious policy recommendations. As expansive as *No Going Back LA* is, a report in and of itself cannot hold leaders accountable, track progress towards mutually agreed-upon outcome goals, or foster the civic conversations needed to produce real systemic change. Focused and persistent collective attention is needed to successfully influence policy in order to create more equitable outcomes. This is the ongoing charge of the Committee for Greater LA and its signature initiative, *No Going Back LA*.

The Committee for Greater LA assembled a group of 15 civic leaders in April 2020, at the start of the COVID-19 pandemic to prioritize the recovery of LA County's most marginalized communities. The Committee worked in partnership with the UCLA Luskin School for Public Affairs and the USC Equity Research Institute to produce the *No Going Back* report.

The Committee is a cross-sectoral group of Angelenos who share a vision that our region's response to the COVID pandemic can advance systems change and dismantle the institutions and policies that have perpetuated institutional racism. *No Going Back LA* evolved from this report into an ongoing agenda for systems change powered by the Committee for Greater LA.

To date, the Committee has reached more than 1,000 community stakeholders in fields ranging from government, the nonprofit sector, education, academia, business and the private sector over the course of more than 50 stakeholder meetings and briefings. The Committee's current operating framework centered around Action Teams and a theory of change designed to deliver results that prioritize tangible outcomes in the lives of the most marginalized Angelenos. Our goal is sweeping systems change to ensure vulnerable and marginalized communities will be better off than they were before the crisis – there is #NoGoingBackLA.



The Committee for Greater LA

(continued)

The Committee for Greater LA

- Miguel Santana
CHAIR
Committee for Greater LA
PRESIDENT AND CEO
Weingart Foundation
- Fred Ali
Committee for Greater LA
- Raul A. Anaya
PRESIDENT
Greater Los Angeles Bank of America
- Monica Banken
DEPUTY
LA County Supervisor Kathryn Barger
- Charisse Bremond-Weaver
PRESIDENT AND CEO
Brotherhood Crusade
- Cynthia Buiza
EXECUTIVE DIRECTOR
California Immigrant Policy Center
- Cécile Chalifour
WEST DIVISION MANAGER
JP Morgan Chase Commercial Banking
- Lian Cheun
EXECUTIVE DIRECTOR
Khmer Girls in Action
- Debra Duardo
SUPERINTENDENT
Los Angeles County Superintendent of Schools
- Sarah Dusseault
IMMEDIATE PAST BOARD CHAIR
Los Angeles Homeless Services Authority Commission
- Anna Hovasapian
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LA City Council President Nury Martinez
- Dr. Andrea Garcia
BOARD CHAIR
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- Michael Kelly
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The Los Angeles Coalition for the Economy and Jobs
- Gita Murthy
CEO
Gita Murthy Consulting
- Hoang Nguyen
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- April Verrett
PRESIDENT
SEIU Local 2015
- Jacqueline Waggoner
PRESIDENT
Solutions Division, Enterprise Community Partners



**The Committee
for Greater LA**
(continued)

**Financial support for the Committee for Greater LA
has been provided by the following institutions:**

- Annenberg Foundation
- Ballmer Group
- Bank of America
- The Eli and Edythe Broad Foundation
- California Community Foundation
- The California Endowment
- The California Wellness Foundation
- Conrad N. Hilton Foundation
- The Getty Foundation
- The John Randolph and Dora Haynes Foundation
- The Smidt Foundation
- Weingart Foundation



May 19, 2021

#NotGivingUp

Dear Concerned Angelenos,

More than year ago, as the first waves of COVID-19 were hitting Los Angeles County, philanthropic leaders convened the Committee for Greater L.A. to ensure that, as our communities and institutions navigated this once in a millennium crisis, we would remain focused on the historic inequities that set the stage for unnecessary loss primarily borne by communities of color.

In September of 2020, the Committee for Greater L.A. released a report entitled *No Going Back LA: Together for an Equitable and Inclusive Los Angeles*. The report issued a searing analysis of the deeply entrenched layers of structural racism that the pandemic worsened. At the heart of this document are a broad range of policy recommendations, that if implemented, would begin to mitigate the historic inequities that for far too long have negatively impacted Angelenos living in our region's most marginalized communities.

From the beginning, the Committee intended for the report to be a catalyst for further action and a continued remaking of our systems. We promised that our collective work was not a report to be shelved but a mandate for action. In fact, our mantra is our purpose: No Going Back LA! This mandate calls on us to use this crisis as an opportunity for structural change on the most important challenges of the day.

This new report on homelessness is the first significant policy recommendation following the original landmark report. No policy issue is more pressing than the rapidly escalating crisis of people experiencing homelessness and our failure to create a comprehensive system to reverse its trajectory.

We engaged Dr. Raphael Sonenshein, Executive Director of the Pat Brown Institute at Cal State L.A., to take a critical and objective look at all the different systems that can lead to homelessness and impact unhoused Angelenos. While Dr. Sonenshein is not an expert in homelessness, he is a political scientist and a renowned authority on issues relating to Los Angeles governance, power, and collective action. Dr. Sonenshein had full independence to engage in his research. He carefully gathered the perspectives of many, including elected officials, service providers, national experts, and unhoused individuals. He also built upon the recommendations of the other reports on governance by the City of Los Angeles, Los Angeles Homeless Services Authority (LAHSA) and Los Angeles County.

Dr. Sonenshein concludes that no matter how many Angelenos are doing tireless work to help our region's most vulnerable, L.A.'s public sector entities still lack a shared set of quantifiable goals and a consensus on the mission and scale of the work specific to addressing the region's homeless population. His report recommends a recalibration of the governance structure resulting in a more coordinated and strategic approach among the State, County of Los Angeles, cities, and the service providers responsible for responding to the crisis. Central to his recommendation, Dr. Sonenshein recommends the creation of an executive board comprised of elected officials from the region—from the County, cities and State—and led by a CEO. This powerful board will be guided by influential and informed community stakeholders, experts, service providers, individuals who are unhoused or have been unhoused, and others.



We recommend that the Board start on a path to at least a five-year run and be established as a nonprofit organization funded by philanthropy, state, and private revenue. The work of responding to the crisis is its primary task. However, to be more effective in the future, it should consider transitioning into a public agency with support from multiple governments. If needed, voter support could be sought to develop and bolster its authority.

In short, we want to actually fix the problem. We recommend a governing board with a to-do list. The first action must be to set a bold outcome-driven goal. We support a goal to solve unsheltered homelessness in the next five years and set clear accountability on housing goals so that we have permanent housing to meet the scale of the need associated with the mission.

The governing board should also address the following:

- Imbed the work to dismantle structural racism in every aspect of the safety-net and housing system.
- Build consensus on consolidating and removing the many oversight layers of LAHSA.
- Create accountability across mainstream systems from mental health and substance use treatment to incarceration.
- Establish a proactive results-oriented approach to current litigation.
- Prioritize and coordinate the spending of new state and federal resources to meet our big goals.
- Consider a Right to Housing framework.
- Develop a focused approach to encampments and best practices that balances the rights of the unhoused and housed.

This framework is intended to clarify and empower the core group of leaders who hold authority, set big outcome-driven goals, create accountability, and empower experts, practitioners and the unhoused to act in concert with one another to address this humanitarian crisis that has been building over generations.

To disrupt, dismantle and rebuild the systems that allow neighbors to fall into and languish in homelessness, we must set a common table to leverage change. Systems change work is tedious, hard and has no easy answers. It requires internalizing change throughout the system based on clear goals and by always placing people at the center. While we could make a pronouncement to have the state take over the crisis and have the federal government step in, we understand that nothing will really change until we make clear where the responsibility lies and create an environment for sustained change that allows experiments and rewards innovation.

We acknowledge that there will be skepticism to this recommendation. It is justified. We did not get to this crisis overnight. The road to this point is paved with broken promises and new initiatives that fill us with hope when adopted but fail to fully reach their objectives. The truth is that homelessness is not a statistic, and it will not be solved by a single proposition, revenue stream, vote, initiative, or leader. Our proposal alone will not end homelessness. It will require political courage and a shared commitment to come together under a coordinated plan based on outcomes and a clear definition of roles.



We respectfully submit this proposal to advance a more focused plan and effort. As members of the Committee for Greater L.A., we are not ready to give up and are committed to doing whatever it takes to end homelessness. It is worth fighting for. We invite you to join us, share your ideas and engage.

We would like to thank Raphe and his team for their thoughtful and insightful approach. We also thank Robin Engel and the team at Star Insights for keeping us organized and on task. Finally, we are deeply appreciative of the advice, insights and recommendations of the dozens of individuals who contributed to the final recommendations and for their steadfast commitment to ending homelessness in Los Angeles County.

Thank you for committing to stay in this fight,

Miguel Santana, Chair, Committee for Greater LA; President and CEO, Weingart Foundation

Fred Ali, Committee for Greater LA

Sarah Dusseault, Chair, Ad Hoc Committee on Governance, LAHSA Commission

Dr. Andrea Garcia, Board Chair, United American Indian Involvement

Andrea Iloulian, Senior Program Officer, Domestic Programs, Conrad N. Hilton Foundation

Michael Kelly, Executive Director, The Los Angeles Coalition for the Economy and Jobs

Vy Nguyen, Director of Special Projects and Communications, Weingart Foundation

Jacqueline Waggoner, President, Solutions Division, Enterprise Community Partners



We're Not Giving Up:

A Plan for Homelessness Governance in Los Angeles

■ **Raphael J. Sonenshein, Ph.D.**

EXECUTIVE DIRECTOR

Pat Brown Institute for Public Affairs

Cal State LA

Presented to the Committee for Greater LA

May 2021



EXECUTIVE SUMMARY



We actually have too much leadership, all too often scattered and freelancing; too much data, not forged around outcomes; too much informal, unaligned coordination... but we most truly need alignment of money and institutions around a common mission with agreed-upon and impactful outcomes.

The ongoing homelessness crisis in Los Angeles has elevated calls for a better governance structure to address this devastating issue. Los Angeles combines an already fragmented system of general governance with a fragmented governance approach to homelessness. Any new governance structure must be customized around these distinctly Los Angeles features.

We often assume the problems in homelessness governance can be solved with more leadership, more data, restructured government institutions, more coordination, more city-county collaboration, and more money. This independent report commissioned by the Committee for Greater LA challenges these assumptions.

We actually have too much leadership, all too often scattered and freelancing; too much data, not forged around outcomes; too much informal, unaligned coordination. Formal city-county collaboration, as currently devised, is too inconsistent to carry the community's effort in the long term. We definitely need more money and should improve existing institutions, but we most truly need alignment of money and institutions around a common mission with agreed-upon and impactful outcomes.

The actual governance problem in Los Angeles is the absence of a center, a magnetic force that can draw our disparate best efforts to a common mission.

A centering structure customized for Los Angeles will focus the community and the stakeholders around a common mission, will develop and win consensus for shared outcomes, and will put elected leaders at the city and county levels in the central, but not exclusive role of leadership without creating a time-consuming process to create a new formal authority.

The centering entity will replace scattered and freelancing leadership, masses of uncoordinated data, inconsistent city-county collaboration with a focused, consensus-building approach that will foster alignment of institutions around common objectives. Rather than setting out to "fix" agencies, it will realign their work around a common mission and hold all participants accountable for helping to achieve the mission. In that process, much organizational fixing is likely to occur.

This new, independent entity known as the Center will be led by a CEO, governed by a board mostly of elected officials, from the county, the city and state, and overseen by a powerful board of key community stakeholders. As a "start up", the Center will begin as a nonprofit organization funded by local philanthropy. If necessary, it can transition to a public agency with support from multiple governments. If required, voter support will be sought through a ballot measure to develop and bolster the Center.

The Center's first task will be to build community consensus around a well-designed mission and outcomes plan. From there it will work nonstop to be the voice of the Los Angeles homelessness effort, keeping the community informed, and advocating for new policies to address not just the symptoms but the underlying policy causes of homelessness.

INTRODUCTION



Public frustration is deepening as, despite major improvements in helping people into housing, the crisis not only continues, but seems to get worse.

Los Angeles has been called “the homelessness capital of America.”¹

Every day, we see people without housing, on the streets, in the parks, on the trains, often viewed as outcasts. And these are only the people who are visibly unsheltered. Even the great improvements that have been made in recent years have been swamped by the new inflow of people onto the streets.

Those who work to address homelessness, the unhoused and unsheltered people themselves, residents and business owners, are deeply frustrated. Many have lost confidence in our ability to effectively address this tragedy.

Public frustration is deepening as, despite major improvements in helping people into housing, the crisis not only continues, but seems to get worse.

Now more than ever, the crisis of people who are unhoused is a matter of life and death. A recent UCLA study found a large spike in Los Angeles County in COVID-19 deaths among unhoused and unsheltered people under the age of 65 relative to those who are housed.² Data from the LA Department of Public Health found a rise of deaths from a variety of causes among unhoused individuals in both 2019 and 2020.³

Homelessness is more than the visible problem of unhoused people living, and far too many dying, on the street. Homelessness is nested within another set of crises, often less visible but no less devastating:

- Racial inequity due to decades of systemic racism and housing discrimination in particular has resulted in homelessness disproportionately affecting African Americans. While comprising less than 9% of the county’s population, African Americans represent approximately 40% of the unhoused.⁴ The role of government policies in creating these conditions of inequity, particularly in housing, is a core underlying factor that must be reversed.⁵

1 Joel John Roberts. 2014. Where is the Homeless Capital of America? *Huff Post* (May 2) analyzed and critiqued this widely accepted statement. www.huffpost.com/entry/who-is-the-homeless-capit_b_4886379

2 Kathryn M. Leifheit, Lelia H. Chaisson, Jesus Alejandro Medina, Rafik Wahbi, and Chelsea L. Shover. Elevated mortality among people experiencing homelessness with COVID-19. Posted March 8, 2021 <https://www.medrxiv.org/content/10.1101/2021.03.05.21253019v1.full.pdf> in advance of peer review due to the urgency of vaccination programs serving people experiencing homelessness (PEH).

3 Los Angeles County Department of Public Health. 2021 (January). Recent Trends in Mortality Rates and Causes of Death Among People Experiencing Homelessness in Los Angeles County. http://publichealth.lacounty.gov/chie/reports/HomelessMortality2020_CHIEBrief_Final.pdf

4 LAHSA Report of the Ad Hoc Committee on Black People Experiencing Homelessness 2018, p.9 <https://www.lahsa.org/documents?id=2823-report-and-recommendations-of-the-ad-hoc-committee-on-black-people-experiencing-homelessness>

5 See Richard Rothstein, 2017. *The Color of Law: A Forgotten History of How Our Government Segregated America*. Livelight. Also, Rothstein, The Black Lives Next Door. *New York Times* opinion article, August 14, 2020. <https://www.nytimes.com/2020/08/14/opinion/sunday/blm-residential-segregation.html>



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About Measures HHH and H

Measure HHH, passed by Los Angeles city voters in November 2016, authorized the city to borrow up to \$1.2 billion over 10 years to partially subsidize the development of up to 10,000 housing units for those experiencing homelessness. In March 2017 Los Angeles County voters passed Measure H to increase the sales tax by ¼ cent to provide supportive services for the unhoused and other services, with estimated funding of more than \$350 million yearly over 10 years. Both measures passed the imposing two-thirds majority vote requirement.

- A crisis of economic inequity, with an economy characterized by low-wage employment, often in industries vulnerable to COVID-19, low incomes and high rents creates profound vulnerability. Even a relatively strong economic recovery is unlikely to fundamentally alter these disparities without new government policies.
- A continuing lack of affordable housing and a legacy of federal, state and local policies hamper efforts to provide housing options for working class Angelenos in the face of rising rents and exploding housing costs.
- The historic gaps in the social safety net, for too long tolerated as a feature of American life, but now laid bare during an epidemic, have disproportionately affected communities of color and those facing economic calamity. As we emerge from the pandemic, we may find ourselves in an even worse situation as past rent becomes due and government supports decline.⁶
- A multisystem crisis, in which people exit other institutional systems and enter homelessness, makes this a multilayered challenge. Incarceration is one of these systems, and movements to seek alternatives to incarceration now overlap with efforts to address homelessness.⁷ The mental health system is another critical factor affecting both people entering and, if fortunate, exiting homelessness.

But we also face cascading political challenges:

- A political crisis within Los Angeles, as deep and growing divisions about how to address homelessness threaten to tear communities apart.
- A democracy crisis, and not just in Los Angeles, with democracy facing authoritarian challenges, posing the urgent question whether democratic institutions at all levels of government can solve the most glaring problems that we face.

In the past, voters have demonstrated a willingness to support major public expenditures to address homelessness, particularly in 2016 and 2017 with the passage of Measures HHH and H. We cannot assume that similar measures, or extensions of the existing ones, will continue to inspire public support. Progress toward addressing homelessness can and must demonstrate that these investments are well worth making.

At the same time, the homelessness challenge bears within it the seeds of renewal and opportunity. Considerable, at times astonishing progress has been made, even as water continues to pour over the side of the ship.

⁶ Blasi, Gary. *UD Day: Impending Evictions and Homelessness in Los Angeles*. UCLA Luskin Institute on Inequality and Democracy, 2020. <https://escholarship.org/uc/item/2gz6c8cv>

⁷ Los Angeles County Alternatives to Incarceration Work Group Final Report. *Care First, Jails Last*. https://ceo.lacounty.gov/wp-content/uploads/2020/10/1077045_AlternativestoIncarcerationWork-GroupFinalReport.pdf



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Los Angeles can and must find a way to systematically address homelessness and communicate that approach to key stakeholders and to the community. This is a moment, one that holds both maximum peril and maximum opportunity, and one that we dare not miss.

Even as there is deep frustration that the crisis is not only not abating, but seems to be getting worse, people of goodwill, dedicated organizations in all sectors including elected and appointed officials, philanthropy, the nonprofit arena, and business, and many in the unhoused communities themselves are working day and night to address it.

If we can harness public will, the efforts of those working within the homelessness services system, and major resources from federal and state government to fully address homelessness, these efforts will finally prevail.

For far too long, the complex challenge of homelessness has been seen not as a federal responsibility but as a task for cities and counties, and to a much lesser degree, the states. That may be changing, and just in the nick of time.

A new administration in Washington, DC is committing major resources to the rebuilding of America’s states and localities and their safety nets in ways that may provide a short window to envision and implement successful programs to address our most pressing problems. The State of California is weighing in with proposed new funding to address homelessness, adding to the urgency of the region finding its most coherent and effective path forward to maximize these opportunities.

Los Angeles can and must find a way to systematically address homelessness and communicate that approach to key stakeholders and to the community. This is a moment, one that holds both maximum peril and maximum opportunity, and one that we dare not miss.

Governance Can Help

Governance is an important part of how democratic communities can address their most serious crises. The potential contribution of governance is often underappreciated and even misunderstood. While there is no single definition of governance, this one from the Institute on Governance will suffice for this report:

“Governance is how society or groups within it, organize to make decisions.”⁸

Think of good governance as providing a structure within which people and organizations in and outside government can do their best work toward a common goal. Where there are compassion and the political will to address the problem, effective governance can ensure that these assets are harnessed toward a common objective. We can assess how progress is being made or falling short, and communicate this information (even when there is bad news to share) with stakeholders and the community.

⁸ <https://iog.ca/about/>



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(continued)



Frustrations both in the homelessness policy world and in the community at large are drawing people to ask: *Is there a better way to make decisions on this vital issue?*

At one time, governance was synonymous with government, and governance simply meant how the formal powers of government are allocated and coordinated.⁹ Today, we place government both above and alongside the civic infrastructure, the nonprofit community, the private sector, and the grass roots. While government remains a principal, necessary, even central force in governance, it is linked to a broader civic infrastructure.

Governance can:

- Create a structure by which decisions can be made effectively and accountably.
- Increase the chances that the best policy ideas will emerge, be thoroughly analyzed, and if seen as likely to lead to success, be implemented and evaluated.
- Create and sustain a mission that the community can buy into and will be eager to help implement.
- Create a framework for shared data, information, goals, and best practices and promote a setting for shared learning and adaptation.
- Align authority and responsibility so that those with the power to make change are held responsible for what they can control and contribute to the overall mission.

Governance cannot:

- Solve all structural/organizational problems within governmental and non-governmental agencies, such as inefficiency, bureaucratic competition and inertia, and weaknesses in personnel.
- Offer or impose a completely new policy that will magically solve the problem.
- Surmount deep seated differences of politics and philosophy.

When it comes to the issue of homelessness, governance is having a moment in Los Angeles. Ideas and suggestions are swirling, creating an opportune time for pursuing the best possible structural reform. Frustrations both in the homelessness policy world and in the community at large are drawing people to ask: *Is there a better way to make decisions on this vital issue?*

⁸ <https://iog.ca/about/>

⁹ R.A.W. Rhodes. Governance and Public Administration. https://www.researchgate.net/profile/R-A-W-Rhodes/publication/246335680_Governance_and_Public_Administration/links/5a11be7d458515cc5aa9c6a9/Governance-and-Public-Administration.pdf

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This study is different among current Los Angeles governance studies in its focus on the systemic aspects of governance.

Here are some recent studies and reports related to how we are organized to address homelessness:

- A study by the Ad Hoc Governance Committee of the Los Angeles Homeless Services Authority (LAHSA)¹⁰
- A set of recommendations from LA County staff to the Board of Supervisors¹¹
- A study by the LA City Council's Chief Legislative Analyst¹²
- A proposal from the San Gabriel Valley Council of Governments¹³
- Audits of LAHSA and Prop HHH by the LA City Controller¹⁴
- A set of reforms called for by U.S. District Court Judge David Carter for actions to be undertaken by the City and County¹⁵
- A plan developed by the United Way of Greater Los Angeles for a ballot measure to create a regional housing authority¹⁶

Where this study is different among current Los Angeles governance studies is its focus on the systemic aspects of governance.

The Project

This project grew out of the work of the Committee for Greater LA. The Committee's pathbreaking report *No Going Back LA* was released in September 2020.¹⁷ It addressed the multiple, overlapping equity crises facing Los Angeles in the midst of and in the wake of the COVID-19 pandemic, and offered 15 sets of transformational policies for LA's future.

The first set of policies the Committee identified for implementation were homelessness and housing. The Committee drew particular attention to problems of governance. The Committee's Ad Hoc Homelessness and Housing Action Team reached out to me and the Pat Brown Institute at Cal State LA where I am executive director. They asked me and the PBI team to undertake an independent study of the governance challenge regarding homelessness in Los Angeles.

10 Oliva, Ann. Los Angeles Homeless Services Authority: Report on Governance. <https://www.lahsa.org/documents?id=5153-lahsa-report-on-governance>

11 County of Los Angeles Chief Executive Office. *Revisiting the Los Angeles Homeless Services Authority's Structure and Function*. 2021. http://file.lacounty.gov/SDSInter/bos/bc/1076881_RevisitingtheLAHomelessSvcAuthority_sStructure_Function.pdf

12 City of Los Angeles. Chief Legislative Analyst. 2021 (May). *Los Angeles Homeless Services Authority Governance*. Council file 20-0045. https://clkrep.lacity.org/onlinedocs/2020/20-0045_rpt_cla.pdf

13 San Gabriel Valley Council of Governments. *United We Stand: Supporting a comprehensive, coordinated structure and strategy to meet the homelessness crisis in Los Angeles County*. A White Paper, January 21, 2021. <https://www.sgvco.org/homelesswhitepaper>

14 Galperin, Ron. *Strategy on the Street: Improving Los Angeles Homeless Services Authority Outreach Program*. 2019; Galperin, Ron. *The High Cost of Homeless Housing: Review of Proposition HHH*. 2019. <https://lacontroller.org/audits-and-reports/strategy-on-the-streets/>

15 *LA Alliance for Human Rights, et al v. City of Los Angeles, et al*. <https://ca-times.brightspotcdn.com/47/f7/c117263f4f03b6be5f1b5bef207d/injunction.pdf>

16 LACAHS Los Angeles County Affordable Housing Solutions Agency. Fact Sheet https://drive.google.com/file/d/1t6e-ru61-KI3FtalVcz33YmOIo_J7eIs/view?usp=sharing

17 Committee for Greater LA. *No Going Back*. 2020. <https://nogoingback.la/the-report-executive-summary/>



Introduction (continued)

The goal was to identify the problems of governance and to recommend solutions to best improve the system.

I am not an expert in homelessness policy. Rather my expertise is in governance, particularly in the Los Angeles region.¹⁸ I was recruited to undertake this journey as a set of fresh eyes, focusing only on governance. The principles of good governance transcend a single policy issue and can hopefully be applied to guide this particularly complex one toward resolution.

The chair of the Action Team, Miguel Santana, was the leader of the Team. He facilitated the incorporation of the views of the Action Team members, assured my independent role, and was available at my initiative as a valued thought partner.

Fred Ali and the other members of the Action Team were sources of ideas, advice and inspiration. They joined in the excitement of trying to do something big and impactful. I am grateful for their encouragement and support.

The work of the Committee, of which this report is a part, was supported by a number of philanthropic donors listed on page *vi*. We are grateful for their belief in this overall effort.

This report has two major parts: **The Governance Problem** and **The Governance Solution**. In Part One, I walk through the governance problems that hamper the resolution of the homelessness crisis in Los Angeles. In Part Two, I propose a new plan to center the system so that governance can contribute to a solution. Part Two concludes with a specific plan to implement the new Center.

Our Team and Our Methods

The work began in January 2021. The Institute research team included three advanced MPA students at Cal State LA.¹⁹ The PBI staff acted as project managers, editors, visual specialists, and bibliographers.²⁰ The Committee's project team provided consistent and creative support.²¹

The research drew on a range of studies and reports. I explored various literatures, on governance in general, and the much smaller literature on governance of homelessness. In addition, books and newspaper and magazine

18 I served as executive director of the City of Los Angeles Appointed Charter Reform Commission, have advised other charter reforms in the region, and have written three books on the politics and governance of Los Angeles (bio at end of report).

19 Shantay Armstrong (governance, racial equity and lived experience), Ashley Oh (structures of homelessness governance), and Sarah Hauffen Salgado (models in other places).

20 Project managers Tatiana Fernandez-Castro and Diana Albarran; visualization specialists Annie Thach and Glenn Wong; bibliographer, Vanessa Trisstain; editors Max Baumgarten, Nathan Chan, and Randi Aho; assistants Viviana Villafuerte and Monserrat Ramirez.

21 Robin Engel, Conor Guzmán, and Neel Galapati of Star Insights. I also thank Vy Nguyen of the Weingart Foundation.



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There were common themes: deep frustration with the obstacles to success, the lack of shared information, the absence of a common mission, the sense of wheels spinning in different and not often complementary directions; that everyone is in charge, and no one is in charge.

articles proved useful in identifying how jurisdictions inside and outside the United States have governed homelessness, and what lessons their experiences might hold for Los Angeles.

I had the opportunity to speak extensively with local and national experts, who were uniformly generous in sharing their experience and knowledge with me.²² Their wisdom informs this work. At the outset, I had conversations with several experts on homelessness policy. These conversations soon expanded to include more than 75 stakeholders from among scholars, elected and appointed officials, leaders of nonprofit organizations, and others (Appendix A). I explored their views of governance issues, and as my work evolved, I tested out preliminary hypotheses on them. I had the opportunity to speak individually with each of the members of the Action Team.

These conversations helped me as I challenged some of my own assumptions about the governance problem and its possible solution. Every conversation was different, and I sometimes had occasion to go back and clarify something I had read or encountered. I was particularly helped by conversations with the Lived Experience (LE) and Expertise communities of people who have experienced homelessness in Los Angeles.

We spoke on a confidential off-the-record basis. My partners talked thoughtfully and candidly about issues of governance regarding homelessness. They often directed me to more reports and studies and to other people who further deepened the research. I am particularly grateful for the insights of those who have conducted their own governance studies of homelessness in Los Angeles.

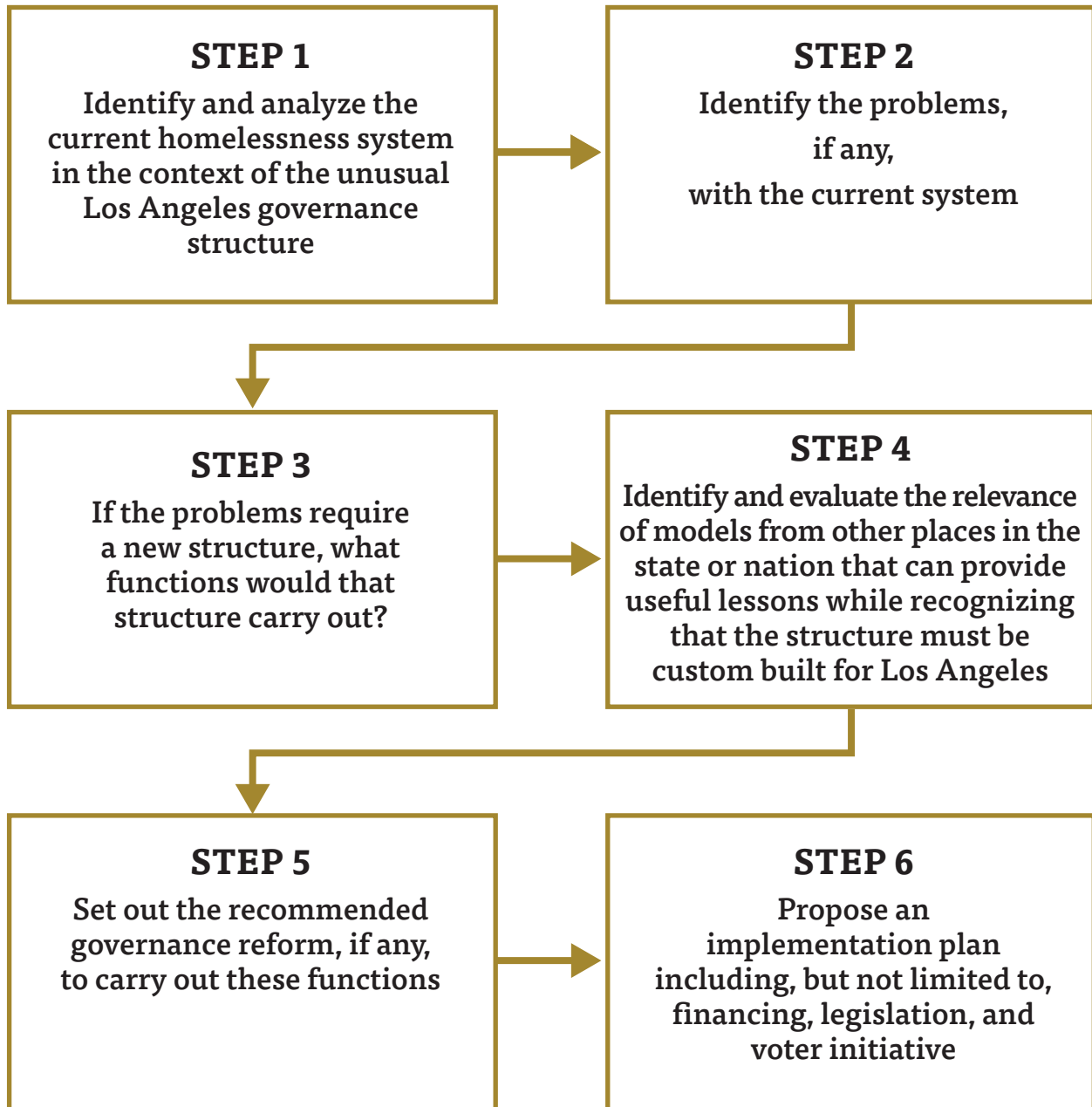
From very different sectors, there were common themes: deep frustration with the obstacles to success, the lack of shared information, the absence of a common mission and the sense of wheels spinning in different and often not complementary directions. I heard time and again that everyone is in charge, and no one is in charge.

While the conversations were immensely helpful, those with whom I spoke bear no responsibility for the analysis and recommendation within this report. For those decisions, I take full responsibility. I hope that the recommendation presented here will respond to the frustration I so often heard and that is widespread in the community. I also hope it will reward the hopes that have been invested in this journey of designing a better governance structure.

²² I especially acknowledge Carol Wilkins, who was the first expert I consulted and who became a continuing source of information and feedback throughout the project. I also frequently communicated with Dennis Culhane, Phillip Mangano, and Bill Pitkin.

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I have followed a stepwise process in exploring the problem of governance and in reaching a recommendation:



**PART ONE
The Homelessness
Governance
Problem**



Any structure for addressing homelessness must focus on what will work for Los Angeles, given its unique government challenges and its specific homelessness governance issues.

The Los Angeles Governance Challenge

Any structure for addressing homelessness must focus on what will work for Los Angeles, given its unique governance challenges and its specific homelessness governance issues.

In a study of Continuums of Care (CoCs)²³ around the nation, Jennifer Mosley observed that the largest metropolitan areas have problems in addressing homelessness that are different from most other jurisdictions: “Large complex networks (for example, the CoCs serving Los Angeles or New York City) should be structured differently than small, less diverse networks (such as CoCs serving smaller, suburban counties).”²⁴

And as we will see below, even among the great cities of America, Los Angeles cannot be easily compared to New York City in addressing homelessness. Gotham City is a mayor-centered, joint city-county, hierarchical system, which is quite unlike the structure that operates in Los Angeles.²⁵

The obstacles Los Angeles faces to cross-sector governance (which is essential in addressing homelessness) dwarf those facing most other local government systems in the nation. Los Angeles has a host of local governments that are very different from each other structurally and are rarely incentivized to work together.²⁶ That common description actually understates the day-to-day challenges of local governance in the region when an issue requires collective action.

In many ways, this dispersed governing structure was intentional, planned by middle-class Progressive reformers a century ago. They were determined to prevent local governments in the West and Southwest from becoming like the great urban centers of the East and Midwest, where partisan political machines centralized power often through mobilizing the votes and support of growing immigrant communities.²⁷

The megalopolis of greater Los Angeles faces homelessness without the centralized authority and the political cultures supporting that structure that

23 “A Continuum of Care (CoC) is a regional or local planning body that coordinates housing and services funding for homeless families and individuals.” It is required by the U.S. Department of Urban Development (HUD) for the receipt of certain federal funds. Source: National Alliance to End Homelessness. <https://endhomelessness.org/resource/what-is-a-continuum-of-care/>

24 Jennifer E. Mosley. 2021. Cross-Sector Collaboration to Improve Homeless Services: Addressing Capacity, Innovation, and Equity Challenges. *ANNALS, AAPSS*, 2021 (January), p. 250.

25 New York City may be the only city in the nation in which the city charter grants all residual powers (those not formally allocated to any office) to the mayor and not the city council or to no particular office as in Los Angeles.

26 Raphael J. Sonenshein and the League of Women Voters of Los Angeles. *Los Angeles: Structure of a City Government*. 2006.

27 Amy Bridges and Richard Kronick. Writing the Rules to Win the Game: The Middle-Class Regimes of Municipal Reformers. *Urban Affairs Review* 34 (5) May 1999: 690-706.



**The Homeless
Governance Problem**
(continued)

can be found in New York City and Chicago, the very cities whose systems were the targets of Progressives.

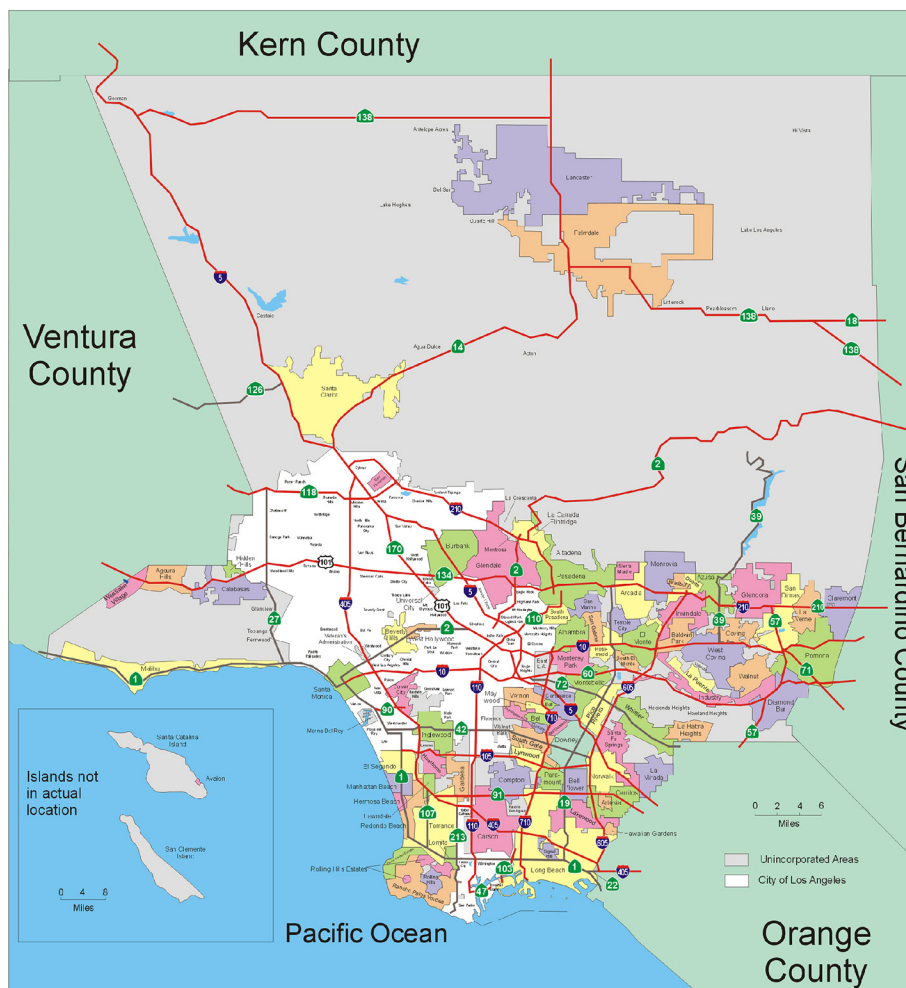
These differences and obstacles can be set aside momentarily in a wildfire emergency, or around a great event such as a celebration, or durably on a single policy like transportation and even air pollution. Yet, beyond an initial press conference touting a new era of cooperation, collaboration is far harder to achieve with an issue as persistent, complex, and multi-faceted as homelessness.

Size and Misalignment

Size alone makes governance in Los Angeles County a challenge. With more than ten million residents, Los Angeles is the largest county in the nation and by itself would be the tenth-largest state, ahead of Michigan. The City of Los Angeles, with more than four million residents, is the nation's second-largest city.

A *single* Los Angeles County supervisorial district, each holding more than two million people, would be the fifth-largest city in the nation, behind only New York City, Los Angeles, Chicago, and Houston, and considerably larger than Phoenix.

The Homeless Governance Problem
 (continued)



Los Angeles Almanac. www.laalmanac.com/geography/ge30ba.php. Reproduced with permission.

The map above vividly shows the array of local governments within the county. The gray areas, largely to the north, are unincorporated county territory, governed directly by the Board of Supervisors. The space in white is the somewhat jagged-looking City of Los Angeles. The multicolored structures represent the 87 other incorporated cities, the great majority of which can be found in the southern and eastern corners of the county.

If the two leading bodies, the city and county, had similar governing structures, it might be a bit easier to work together. It can be difficult to align the mayor-council system of the City of Los Angeles with the five elected county supervisors who share both executive and legislative authority and have no single chief executive.

Most, though not all, of the 87 other cities, operate on the council-manager system, some with elected mayors and others with rotating mayors from within the council. In those cities, day to day direction is often in the hands of a city manager appointed and removed by the city council.



**The Homeless
Governance Problem**
(continued)

When it comes to executives, we have an elected mayor in LA city and a number of other larger cities; a five-member county board that shares executive authority; and the bulk of cities with an appointed executive, the city manager, with or without an empowered mayor.

Homelessness policy faces the further challenge that both social services and land use are required to address homelessness. These critical functions are held in separate governments. Social services are largely provided by the county through departments of mental health, public health, social services, and child and welfare services.

Meanwhile, the 88 cities have control of their own land use. In the City of Los Angeles, this involves a large, opaque, and often resistant system for approving developments. If land use is dispersed among 88 municipalities, it is further fractured within the City of Los Angeles by the informal practice of deferring to individual city councilmembers for land use matters in their district.

Within the City of Los Angeles, the mayor has significant authority but is constrained by the most powerful city council in the nation.²⁸ The council members, only 15 in number, differ from councilors and alderwomen and aldermen in New York City and Chicago, with 51 and 50 members respectively, in systems dominated by the mayor.

Cross-sector collective action is not impossible in Los Angeles. We have experienced collaboration in areas characterized by a single mission and a strong role for the state government such as transportation and air pollution. The combination of issue complexity in homelessness and divergent governmental structures, though, frustrates reformers.

Aligning the accountability of these structures toward a common mission is hard work. It certainly requires more than the faith that all this unruly classroom of proud and experienced giants needs is an old-school teacher with a ruler and a firm hand.

²⁸ John Mollenkopf and Raphael J. Sonenshein, "New York City and Los Angeles" in David Halle and Andrew A. Beveridge, eds., *New York and Los Angeles: The Uncertain Future*, Oxford U. Press, 2013.

The Homeless Governance Problem
(continued)



A disjointed system of governments, combined with a disjointed governance program for homelessness, creates a situation that makes systematic, cross-sectoral collaboration toward common ends a near impossibility.

The Los Angeles Homelessness Policy Structure

Grafted onto these existing governance structures—extremely difficult to pull together around common purposes—is a fragmented governance structure for homelessness policy. This structure has evolved for over nearly 30 years but has not been able to surmount the challenges that already exist for cross-sector collaboration in Los Angeles governance.

The combination of a disjointed system of governments interacting with a disjointed governance program for homelessness creates a situation that is making systematic cross-sectoral collaboration toward common ends a near impossibility.

A relatively small number of governments, departments, and agencies play a direct, central role in the governance of homelessness in LA County (Figure 1).

The key governments in homelessness policy are the County and City of Los Angeles. While housing is largely the province of the City, that is not all the City does. The City performs the daily, street-level governance of homelessness, which is where the rubber meets the road.

The city council’s role is often as the “first political responder”, meaning that residents who are unhappy contact their councilmembers first and foremost.

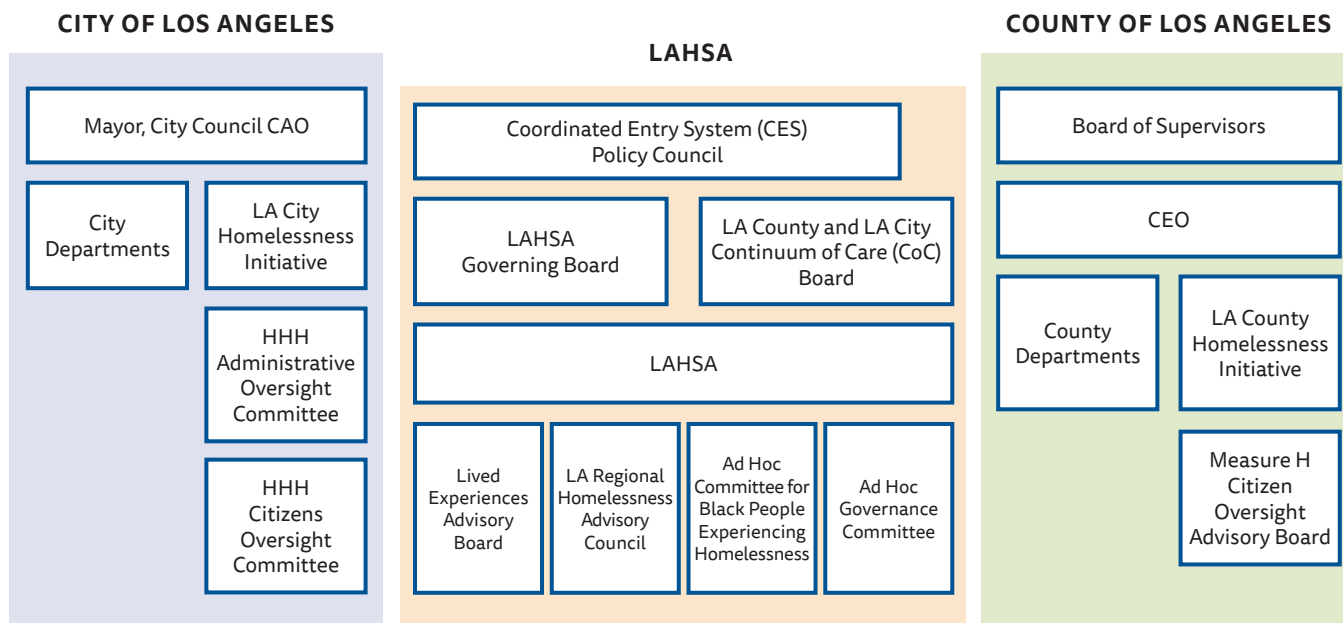


FIGURE 1: Current structure for governance of homelessness in Los Angeles County

In a further complication, Los Angeles City and County and a number of other cities have their own local Public Housing Authorities (PHAs) that administer all public housing and Section 8 voucher programs. PHAs are part of the local Continuum of Care (CoC) but also have a direct reporting relationship to the federal Housing and Urban Development Department.



**The Homeless
Governance Problem**
(continued)

A 2013 PBI survey found that by a more than 3-to-1 margin, city voters would regard a problem with city services as best addressed to the councilmember, not the mayor.²⁹

Councilmembers are often buffeted by contradictory demands on homelessness from the most active residents of their districts, including business owners, social justice advocates, and neighborhood councils. While some want homeless encampments closed as soon as possible, others advocate for the right of people to live on the street. There are also those who believe that residents of these encampments should not be removed without having access to permanent housing.

Under the city charter, as amended in 1999, the mayor has executive authority over city departments. Most of them report to the mayor through general managers who are under the authority of mayor-appointed commissions. A key role is played by the City Administrative Officer (CAO), who supports the mayor (and to a lesser degree the council) in developing the city budget. CAOs have often been behind the scenes players in homelessness policy both within the city and in negotiations with the county.

On the county side, the five supervisors play varying roles in the homelessness issue, with some members more active than others. As a body that combines legislative and executive authority, the supervisors must reach a majority of three votes to set policy. The role of Board Chair rotates among the members.

Individual supervisors are assigned to be the lead for individual departments, and often assign deputies to help them carry out this large responsibility. The Board appoints and removes a Chief Executive Officer (CEO). Under current Board policy, the CEO is the formal reporting authority for department heads. But the ultimate power is in the hands of the supervisors.

Massive county departments, run by appointed executives who report to the Board of Supervisors through the CEO, are subject not only ultimately to each Supervisor, but also to federal and state agencies for how they spend their budgets.³⁰ While these departments play the main role in providing social services for people experiencing homelessness, homelessness is not their main task.

The passage of Measure HHH and H ushered in some changes to this governance system. HHH authorized the sale of bonds to be used for specific purposes (mostly capital expenditures for supportive housing) and for other

29 Michael Finnegan, "Poll Shows Garcetti Gets High Marks at 100 Day Mark," *Los Angeles Times*, October 10 2013. <https://www.latimes.com/local/lanow/la-me-ln-garcetti-poll-approval-20131006-story.html> Only 8% of voters reported they would contact the mayor, while 27% chose the city council.

30 While city departments also receive considerable federal and state aid with strings attached, the county has historically had the larger share of its funding from outside agencies.

The Homeless Governance Problem (continued)



There is nothing keeping the City of Los Angeles, the 87 other cities, including three with their own Continuum of Care Boards, and LA County from operating separately from each other in addressing homelessness.

homeless facilities. H authorized revenues that can be used for a wider range of program costs (also including capital but mostly staffing, supportive services, and other ongoing annual costs). Control over HHH rests with the City of Los Angeles. Measure H is in the county's hands.

While the city and county have found ways to work together, there is still a perceived lack of mutual appreciation. For example, some city officials say that county leaders do not grasp the direct grassroots pressures on homelessness that they experience, while some county officials note that they have put an unrecognized level of funding and the work of social service departments into addressing homelessness.

Three cities have their own independent programs for homelessness, with their own Continuums of Care: Glendale, Long Beach, and Pasadena. They can qualify to directly receive funding from the U.S. Department of Housing and Development (HUD).

Pasadena and Long Beach are also among an even smaller number of cities in California that have their own public health departments.³¹

These core governance structures are independent of one another. There is nothing keeping the City of Los Angeles, the 87 other cities, including three with their own CoC, and the County from operating separately from each other in addressing homelessness.

LAHSA's Role

The only governance body that is shared by the City and County of Los Angeles in the homelessness arena is the Los Angeles Homeless Services Authority (LAHSA). LAHSA is a joint powers authority that was created in 1993 as a way to settle an ongoing lawsuit by the City against the County regarding provision of social services.

LAHSA's responsibilities have increased since its creation, especially since Measure H brought it new funding. It now has a large array of roles including serving as the lead agency for the Continuum of Care, coordinating and managing over \$800 million in federal, state, county, and local funds, and providing services to people experiencing homelessness. It also funds more than 100 nonprofit agencies providing services, including outreach. LAHSA plays a major role in connecting people experiencing homelessness with shelter, transitional and permanent housing.³²

³¹ Pomona, La Verne and Claremont have their own mental health system through Tri-City Mental Health Center, which plays a central role in implementing the homeless response system in the east San Gabriel Valley.

³² <https://www.lahsa.org/about>



**The Homeless
Governance Problem**
(continued)



The fact is that LAHSA was never designed, nor has it evolved into, the kind of entity that can knit together the fragmented threads of LA governance in homelessness policy.

LAHSA is governed both by an appointed commission and by the CoC committee that is required by HUD for the receipt of funding to local governments. LAHSA's commission has five city and five county appointed board members.

LAHSA also has various advisory committees, including the Lived Experience Advisory Board, the Ad Hoc Committee for Black People Experiencing Homelessness, the Ad Hoc Governance Committee and the Regional Homelessness Advisory Council (RHAC).³³

In 2015, the Board of Supervisors established its own Homeless Initiative, which rests within the CEO's office. The head of the Homeless Initiative reports to the Board through the CEO and since 2017 has made recommendations for the allocation of Measure H funding to county departments, to LAHSA, and to other entities (including cities).

LAHSA and county departments are designated as the lead agencies for particular target activities, for which they receive Measure H money. LAHSA is a major recipient of these Measure H funds; it receives roughly half of all allocations.

While LAHSA's role and funding have expanded, it cannot play the systemic role of coordinating the overall homelessness effort. And it often gets caught in the middle between the city and county.

Some county officials seem to think LAHSA is too city-oriented. Some LA City officials, especially councilmembers, express frustration that LAHSA cannot help them address homelessness in their own districts (even as we note that some demands are unrealistic and that LAHSA is unable to fulfill them).

The fact is that LAHSA was never designed nor has it evolved into the kind of entity that can knit together the fragmented threads of LA governance in homelessness policy.

When things go badly, LAHSA has often been the one that both sides blame. Yet, it does not have the authority (even with lots of money through Measure H) to be able to defend itself or resist political pressures from its parent governments to implement at times short-term programs and plans that are not part of a long-term planning process and that can change suddenly and without warning.

The report of LAHSA's Ad Hoc Committee on Governance found significant operational and administrative problems in LAHSA that need to be fixed along with a better governance structure of its own. But it concluded that LAHSA's future depends on a stronger regional system that can tie together the overall mission. According to the Ad Hoc Committee, such a regional force could help align LAHSA's work in a more effective direction.

³³ Ann Oliva's study of LAHSA, *op. cit.*, conducted for LAHSA's Ad Hoc Committee on Governance, provides invaluable history and analysis of LAHSA's past and present roles.



**The Homeless
Governance Problem**
(continued)



**While city-county
collaboration is
valuable, we don't
need another formal
city-county
collaboration.**

The recommendation made in this report will hopefully fill that space in a manner that helps LAHSA achieve its full potential. It may also help LAHSA and other agencies to identify and fix organizational problems within LAHSA that could interfere with its potential role in achieving community-wide goals.

Analysis of the Governance Structure on Homelessness

The current governance structure for homelessness is not working as it should and is not on a path toward correction.

While there are numerous policy successes from various sectors of the system, the current structure does not provide a systematic approach. A better governance structure could offer a foundation to build on successes and to communicate how those fit into a broader strategy.

Beyond this broad conclusion, I was determined to dig deeper and to question my own assumptions about the nature of the governance problem in Los Angeles. A number of surprises emerged from my research that cast the problems of governance in a clearer light.

As a lay observer of the homelessness issue, I began this journey with several tentative assumptions about the governance problems in this system:

- A lack of collaboration between the City and County of Los Angeles
- A lack of leadership
- A lack of coordination
- A lack of data
- A lack of money
- A lack of organizational improvements in existing agencies

While there is merit in each these “lacks,” I have concluded that they are insufficient to either describe the governance problem in its full scope, or to guide us to a better structural solution. Even if each and every one of these problems were to be fixed, we might not be much better off than we are now.

While city-county collaboration is valuable, we don't need another formal city-county collaboration

Many observers have focused on the lack of a formal structure that would tie the city and county together toward a common purpose. Occasionally, the state has played a role in surmounting city-county mutual isolation, such as the creation of the Metropolitan Transportation Authority in 1993. On other occasions, city-county bodies have been created on issues of common concern.³⁴

³⁴ Sonenshein and LWVLA, Structure..., Chapter 8.



**The Homeless
Governance Problem**
(continued)



The obstacles to city-county collaboration are not due to ill will or misrule ... they are the results of ... structural differences between the two governments, amplified by their massive size, and by the multiple complexities of the homelessness issue.

Homelessness has not easily tied the City and County together. In 1993, the city and county themselves, under pressure from a city lawsuit against the county demanding more funding for services, formed a Joint Powers Authority known as LAHSA. Each side promised to provide resources to LAHSA, which was envisioned as a sort of coordinating body between the two. As noted above, LAHSA was neither designed nor supported to be such a coordinating body, nor was it a vehicle for shared city-county efforts.

At other times, philanthropy and other civic stakeholders, especially the Home for Good led by United Way of Greater Los Angeles, intervened to bring the city and county to the table.³⁵ This effort reached a high point in 2015 through 2017 around the development of and mobilization for two ballot measures that became known as Measure HHH (City of Los Angeles, 2016) and Measure H (Los Angeles County, 2017).

Both ballot measures passed with more than the required two-thirds majority, and new funds flowed into addressing homelessness. When the city and county issued compatible homelessness initiatives on the same day, long-term collaboration seemed assured.

While the new money fostered a major upsurge in housing now beginning to come on line and more services provided from the county, it did not create a new era of collaboration. Measure HHH was a city project and Measure H money flowed through the county's own homelessness initiative. There was little mutual accountability between city and county. The great spirit of 2015 through 2017 devolved back into the mutual isolation, occasional collaboration, and a common feeling of not being appreciated for contributions made.

These obstacles to city-county collaboration are not due to ill will or misrule. They are the results of a combination of the structural differences between the two governments amplified by their massive size, and by the multiple complexities of the homelessness issue.

Reinvesting in a new Joint Powers Authority around homelessness is likely to be time consuming and still bring only temporary improvements in the city-county relationship. The cost of that approach will be the loss of momentum, as the detailed negotiations of a common structure are worked out only to find the reality of a return to a very mixed relationship. Importantly, other stakeholders (smaller cities, COGs, and others) often find themselves excluded from power agreements between the City of Los Angeles and Los Angeles County.

³⁵ Inouye, Irene Hirano. *Scaling Up: How Philanthropy Helped Unlock \$4.7 Billion to Tackle Homelessness in Los Angeles*. 2021. University of Southern California. https://s3-us-west-1.amazonaws.com/uwglacms-prod/media/filer_public/8a/cd/8acd5957-e187-42f3-aca2-f7b9b88d2bef/usc-case-study.pdf



**The Homeless
Governance Problem**
(continued)



A look under the hood of the governance car would likely reveal rubber bands, extra hoses, and clips going who knows where to keep the car running but no consistent system to set the direction of the vehicle.

The state of California is highly unlikely to intervene to force a better city-county relationship. Unlike in New York, where the state government has intervened in a major way in New York City governance, there is great reluctance in Sacramento to play such a dominating role in Los Angeles governance. The state is not going to ride to the governance rescue.

The city and county must be in a central, leading role in any new system of governance around a shared mission, whether or not they are allies or partners with each other on a day-to-day basis. We need a structure that will work effectively even when the city and county are not on the same page. While collaboration between the two governments is always a great asset, its temporary absence should not block progress.

While we have plenty of coordination, we lack systematic cross-sector collaboration.

A lack of coordination is not the fundamental problem. In fact, there is an extremely high degree of informal coordination among a host of participants in the homelessness policy system. Conversation after conversation revealed a surprisingly dense network of personal and professional interactions across boundaries, leading to solutions to particular, even isolated problems in homelessness.

Yet, this (over)reliance on informal coordination often generates new problems. We end up with a morass of intersecting relationships and agreements unconnected to an overall mission. What if the person with whom you are working to solve pieces of the problem retires or is reassigned? What if you leave?

While these “workarounds” often occur at the staff level, even the elected officials have their own connections with their peers and/or staff to help get things done. The problem is a lack of systematic collaboration around a common mission.

A look under the hood of the governance car would likely reveal rubber bands, extra hoses, and clips going who knows where to keep the car running but no consistent system to set the direction of the vehicle.

We have plenty of leadership, coming from all directions and going every which way; we lack a mission and a direction toward which leaders can contribute.

With the great public attention to homelessness, leaders in all sectors have incentives and pressures to present ideas or approaches that will solve the problem once and for all. In a systematic governance structure, this would be all to the good. But when the system is deeply fragmented, it creates instead a tendency toward freelancing.



**The Homeless
Governance Problem**
(continued)



The homelessness system suffers from data problems that interfere with getting to the next outcome-based level. We are not short of data. We are flooded with data. What we don't have is credible, shared data that are driven, above all, by outcomes.

Freelancing is not a bad thing in itself, if this creative intervention flows into a common mission toward shared goals. In fact, it is a worthy approach in a place like Los Angeles where there are many talented and creative people, and where institutions and people work best when encouraged to roam freely.

In the current circumstance, freelancing leads to jarring shifts of direction, multiple battle plans, mixed messages to and from stakeholders and to the wider community, and a general sense of chaos and uncertainty.

The homelessness system suffers from a series of data problems that interfere with getting to the next level, based on outcomes. We are not short of data. We are flooded with data. We don't have credible, shared data that are driven, above all, by outcomes.

We do not have a full picture of the size of the unhoused population. While this is a problem in many cities and counties across the country, the situation here is exacerbated by "data silos." Sources of data are kept in mutually-isolated agencies following their own valid rules and regulations, which are often required by federal and state law.

As a result, those in the field with whom I spoke expressed frustration with obtaining the information and data they need to make decisions and to address and solve problems.

The need to demonstrate success to funders, whether in government or in philanthropy, also pushes participants in the system to measure outputs, not outcomes. Governmental and private funders have to be brought into the conversation to help us enhance the measurement of broad outcomes system wide.

More data will not solve this problem, but instead will reinforce the problem as new data flow into the same institutional structures as before. We need a much more robust ability to convert data from all sources into a common enterprise that will generate movement toward outcomes with a common mission and strategy.

When we think about racial equity in addressing homelessness, the question of outcomes must be expanded beyond the numbers. To be fair, quantitative data has made and continues to make a great contribution in highlighting the vastly disproportionate impact of homelessness on African Americans, showing the differential impact of policies that reinforce racial inequity on communities of color. The numbers can tell us who is most vulnerable to becoming unhoused.

But there are outcomes for which the numbers are insufficient.

Historical analysis can give us context that quantitative data alone cannot. Data without context leave us vulnerable to missing the deeper institutional trenches that we need to confront in order to successfully address homelessness. The thorough analysis by a UCLA team of the history of homelessness



**The Homeless
Governance Problem**
(continued)



The unhoused are people, not numbers, and an outcome system only designed to produce results on a column of figures becomes another way to not really see people who are unhoused.

in Los Angeles should be required reading for today’s policymakers.³⁶ Richard Rothstein has unraveled the historical roots of the government policies that systematically embedded racial inequity in housing.³⁷ In a similar vein, this historical approach is a strength of Judge David O. Carter’s 110-page order released on 20 April 2021.³⁸

Outcomes must be qualitative as well as quantitative. The unhoused are people, not numbers, and an outcome system only designed to produce results on a column of figures becomes another way to not really see people who are unhoused. People come to be unhoused from many different places and in many different ways. This is a large part of what makes homelessness policy so complex.

In my conversations with people within the Lived Expertise community, I heard a range of concerns that crossed questions of race and also how challenging it is for unhoused people to connect with places where decisions are made.³⁹ As we measure outcomes, incorporating these perspectives will be essential.

This is where the voices of people who are currently unhoused, as well as those who have been there before, can help shape policy and evaluate outcomes. And because of the overrepresentation of African Americans among unhoused people, effective outcomes will require new ways of addressing the experience of race and racism.

These approaches will also help to address the inequities facing other communities of color. The opportunity for people who are unhoused to convey their individual life situations, regardless of the necessary requirements for common ways to categorize them, calls on the skills of oral history and trusted conversation partners.⁴⁰

We definitely and urgently do need more money to address homelessness. We don’t have a way to align funding to achieve outcomes within an overall strategy that can encourage further investment in the Los Angeles effort.

Tens of thousands of people are unsheltered and they do not have enough income to pay rent. The overall system needs to have enough money to provide more buildings, staff, food, including shelter beds or rooms, housing subsidies,

36 Sheeley, Kirsten Moore, Katz, Alisa Belinkoff, Klein, Andrew, Richards, Jessica, Verri, Fernanda Jahn, Vestal, Marques, Yaroslavsky, Zev, and Nelson, Kyle. The Making of a Crisis: A History of Homelessness in Los Angeles. 2021. <https://luskincenter.history.ucla.edu/wp-content/uploads/sites/66/2021/01/LCHP-The-Making-of-A-Crisis-Report.pdf>

37 Rothstein, op. cit.

38 <https://ca-times.brightspotcdn.com/47/f7/c117263f4f03b6be5f1b5bef207d/injunction.pdf>

39 I thank Bill Pitkin, consultant to the Weingart Foundation, for setting up and facilitating these productive conversations. The LAHSA study on Black People Experiencing Homelessness is a unique resource on these questions, and its appendix of interviews is invaluable.

40 Kerr, Daniel. “We Know What the Problem Is”: Using Oral History to Develop a Collaborative Analysis of Homelessness from the Bottom Up. The Oral History Review, 301, 27-45. Taylor & Francis, Ltd, 2003. <http://www.jstor.org/stable/3675350>



**The Homeless
Governance Problem**
(continued)



**Alignment towards
outcomes is essential.
If overlooked,
a significant
opportunity will
be wasted.**

and services. But each of these problems reflect a common characteristic: the absence of a centered system, one that pursues a unified mission with set goals that can be consistently evaluated.

Before HHH and H, those investments were at the scale of pilot projects for a few hundred people at a time. The added resources have helped the system grow to assist thousands more people each year. Yet, we need to assist tens of thousands of people.

Measures HHH and H demonstrated that money does make a tremendous difference in the system's ability to produce results. However, money can both support and impede cross-sector collaboration toward a common mission.

The availability of these revenues did create substantial collaboration between the city and county, which entered into an MOU to coordinate investments in housing capital (with HHH), operating subsidies (with housing authority vouchers), and county services (enabled in part by H). But the momentum around Measures HHH and H did not create the structure or cohesion for ongoing alignment. As a result, it increasingly seems that each recipient of new dollars goes its own way without shared strategies and accountability.

With the impending inflow of federal, state, and local funding for homelessness, money alone will neither create a strategy nor a plan with clear outcomes. Alignment toward outcomes is essential. If overlooked, a significant opportunity will be wasted.

Finally, there is considerable interest in fixing existing governing institutions, particularly LAHSA.

The various efforts to reform LAHSA, improve its governance and operations, and achieve its full potential are worthy of support. The main task now, however, is to address the need for a broad mission, based on outcomes, that can unify the community around these outcomes.

The best way to help LAHSA and other organizations to make their potential contribution to the overall effort is to create a centered mission and plan to which they can align their work and make necessary internal improvements to get there.

The lack of a centering mechanism or entity has contributed to the amassing of data without coherence, the scattering of leadership, the lack of a sense of how money is shaping outcomes, and informal coordinating workarounds. Anything short of creating a new, impactful center to the system will only mean more spinning of wheels and more frustration.

Regarding the need for a centering mechanism today, that space is now empty.

**The Homeless
Governance Problem**
(continued)

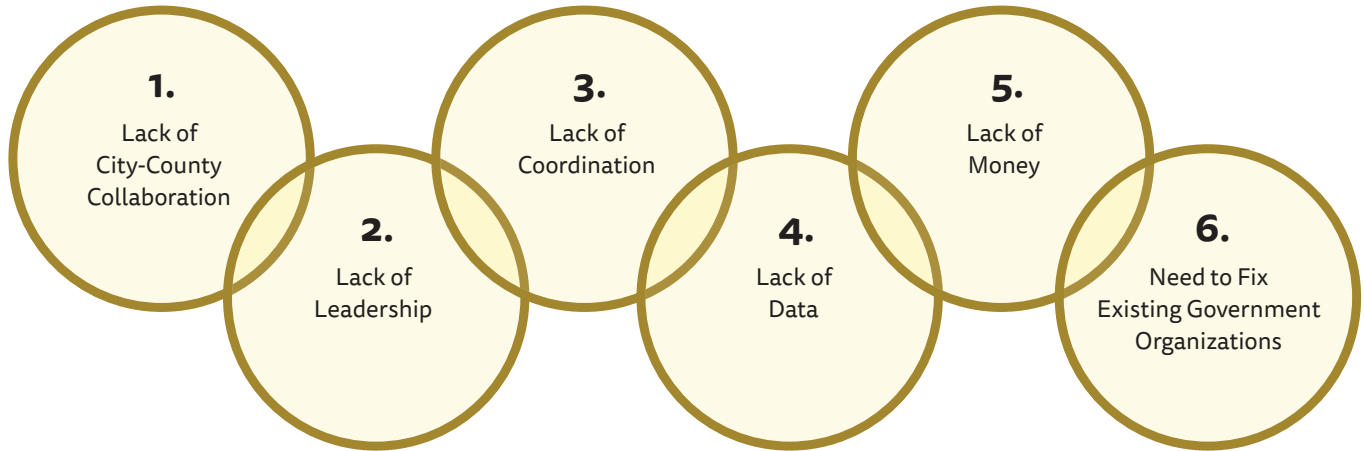


FIGURE 2: Assumptions about Governance Problems

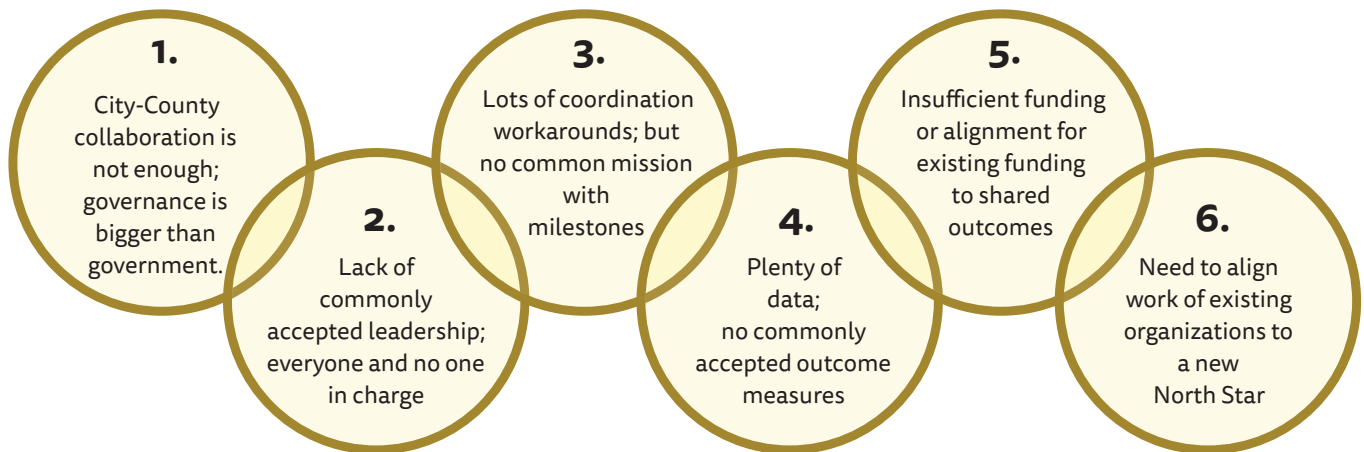


FIGURE 3: The actual Governance Problems

**The Homeless
Governance Problem**
(continued)



FIGURE 4: This is what a centering entity must do



**PART TWO
The Governance
Solution**

A New Centering Entity

Based on the problems identified in Part One of this report, I recommend the creation of a centering entity that will serve as the home base of the system to address homelessness in Los Angeles. The Center will develop consensus around a common mission and set of outcomes. No such centering entity exists in Los Angeles today.

This entity will be custom designed for Los Angeles, while borrowing ideas and experience from other cities and counties around the nation.

We in Los Angeles are not the only ones struggling with how to improve governance of homelessness. Nations, states, counties, and cities are looking into different ways to create and sustain “cross-sector collaborations” in addressing homelessness.

In 2019, the European Union conducted a survey of its 35 member and candidate states, and found that only Finland had experienced an actual decline in the unhoused population.⁴¹ A study of cross-sector homelessness collaborations in Scotland found a hodgepodge of local programs, with those that had common missions and measurement of progress toward goals achieving better outcomes in addressing homelessness.⁴²

In the United States, homelessness has largely been treated as a local issue, which has placed immense burdens on city and county governments. Some national leadership has been exercised, including the catalytic role of the U.S. Interagency Council on Homelessness. The Council has helped seed experimentation, and has developed a widely-adopted objective: to make homelessness, “rare, brief, and non-recurring.”⁴³

The US Department of Housing and Urban Development has played a major role in local homelessness efforts by tying HUD funding to the creation of CoCs. A recent study has found mixed results from these governance structures required by HUD.⁴⁴

Given the importance of federal funding through HUD, the decision on whether to take a fresh look at how CoCs are regulated will be very impactful.

41 Baptista, I. and Marlier, E. (2019), “Fighting homelessness and housing exclusion in Europe: A study of national policies”, European Social Policy Network (ESPN), Brussels: European Commission.

42 S. Boesveldt, N.F., Van Montfort, A.J.G.M., and Boutellier, J.C.J. *The Efficacy of Local Governance Arrangements in Relation to Homelessness. A Comparison of Copenhagen, Glasgow and Amsterdam.* 2017. <https://link.springer.com/content/pdf/10.1007/s11115-017-0378-2.pdf>

43 Department of Health and Human Services, United States. Interagency Commission on Homelessness Annual Report 2020. <https://www.montgomerycountymd.gov/Homelessness/Resources/Files/Documents/Annual%20Reports/2020-ICHAnnual%20Report.pdf>

44 Malloy, *op.cit.*



**The Homeless
Governance Solution**
(continued)



One of the closest models for Los Angeles is Seattle and King County in the state of Washington. With increasing property costs, Seattle and King bear some resemblance to the City of Los Angeles and Los Angeles County.

Finding a single model from around the nation is quite difficult because the existing governance structures are so different. For example:

- San Francisco, Denver, and New York City all have combined city-county governments. Their governance challenges are likely to be quite different than what Los Angeles faces.
- In Salt Lake City, the state of Utah plays the principal role.
- In Portland, Oregon a decades-long tradition of grassroots participation may account for the dense organizational representational model of its homelessness governance program.
- Washington, DC, where homeless encampments sit next to the Federal Reserve, is a federal territory without statehood whose governance depends in part on Congress.⁴⁵
- Montgomery County, Maryland, which has few cities of significant size, places the great share of its authority in the County.

While the largest cities, such as Los Angeles and New York City, require their own customized governance structures, the difference in political culture and governmental structures between the two largest cities are so staggering that they stand as opposite poles of urban governance.

One of the closest models for Los Angeles is Seattle and King County in the state of Washington. With increasing property costs, Seattle and King bear some resemblance to the City of Los Angeles and Los Angeles County. Seattle is now one of the leading locales for unhoused populations in the nation (generally listed third after New York City and Los Angeles).

At times, Seattle seems like a smaller-scale version of Los Angeles, with towering prosperity resting next to people who are unhoused. Not surprisingly, there has been a continuing interchange of experience between the Seattle region and Los Angeles.^{46,47}

This interaction is far more extensive than current conversations about homelessness governance between Los Angeles and New York City.⁴⁸

45 Rachel Siegel, “Two blocks from the Federal Reserve, a growing encampment of the homeless grips the economy’s most powerful person, The Washington Post, April 17 2021. <https://www.washington-post.com/business/2021/04/17/homeless-tent-city-federal-reserve-jerome-powell/>

46 Ann Oliva, who conducted the governance study of LAHSA, also conducted research for Seattle. Furthermore, the Ballmer Group, headquartered in Seattle and with a strong presence in Los Angeles, has promoted dialogue between the two communities.

47 See also <https://www.latimes.com/california/story/2019-08-01/california-homeless-people-housing-national-model-conference> *Los Angeles Times*, August 1, 2019 for mutual learning between Seattle and Los Angeles.

48 Some years ago, the New York City experience with Housing First as a policy approach influenced Los Angeles to go in that direction.



**The Homeless
Governance Solution**
(continued)



We must first determine the functions that need to be carried out ... If we as a community can reach consensus on these functions, it will be easier to align the community's effort toward a common purpose.

For more than three years, Seattle has pursued a joint powers authority between city and county regarding homelessness. By 2021, the new joint powers authority that combined important city and county functions in housing and social services, was implemented and a CEO hired. The long path to this agreement is a reminder that such agreements are not easily or quickly designed, implemented and maintained.

Another relevant West Coast model is the 2021 creation of the Bay Area Regional Action Plan, which brings together mostly elected officials throughout nine counties in the Bay Area. Unlike the Seattle case, this is a voluntary compact to create a common strategy around homelessness and to draw commitments from governing bodies. The governor's office played a supportive role in facilitating the Action Plan.

In designing the centering entity proposed herein, I have borrowed aspects from these and other models around the nation, specifically those that focus on generating a shared mission, common goals, strong outcome measurements, and commitment by elected officials and their governments.

I have customized the entity to fit within the fragmented and dispersed system of horizontal power in Los Angeles, to maximize its impact and contribution by filling in the missing center of homelessness governance in Los Angeles.

Los Angeles is both too big and diverse in local governments to be thought of as a typical city and county, and also too different from such other mega-cities like New York City and Chicago to be like those vertically organized, power-based systems.

The structure of the entity should follow its function. I begin therefore with the functions that should be carried out by the proposed entity. If we as a community can reach consensus on these functions, then it will be easier to move to the next step, which is aligning the community's effort toward a common purpose.



**The Homeless
Governance Solution**
(continued)

The proposed functions of the centering entity

*To plan and lead a commitment to reduce by half street homelessness in Los Angeles County with access to permanent (and if necessary, supportive) housing within five years of the establishment of the entity.

To establish milestones for outcomes and ways to measure them that are transparent to stakeholders, the unhoused and unsheltered, and the public

To communicate regularly the results of these outcome measures to stakeholders, people experiencing homelessness, and the public

* This is an example of a broad goal that the Center could set as a target. Others are possible. Community conversation will help generate others, and support the selection of a guiding mission.

These functions determine the type of entity to be recommended. It should be lean and impactful, able to roam freely over the scope of the homelessness crisis, to be able to address prevention as well as re-housing and to not be subject to the direct control of other agencies in the region.

**The Homeless
Governance Solution**
(continued)

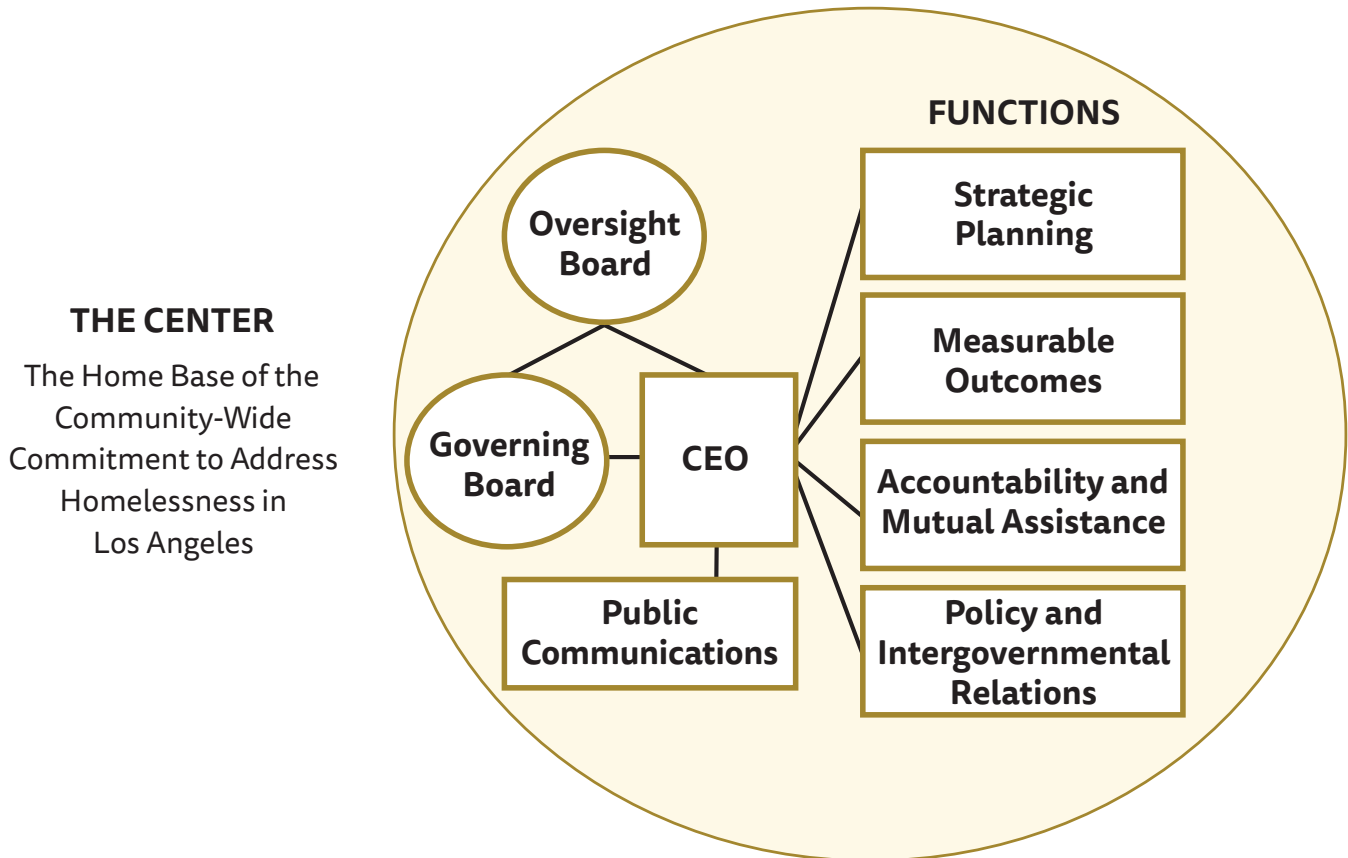


FIGURE 5: The proposed structure of the entity, tentatively labeled “The Center” (a final name for the Center should be determined through community conversation)



**The Homeless
Governance Solution**
(continued)

Composition of The Governing Board

- **The Governing Board (n=7)**
Hires and removes the CEO
- **Ex officio Co-Chairs:**
Mayor of the City of Los Angeles
Chair of the LA County Board of Supervisors
- **Chair of the Oversight Board**
- **CEO of the Center**
- **State representative**
Designated by the Governor
- **Representatives of non-LA city governments**

Composition of The Oversight Board

- **The Oversight Board (n=15-21)**
Members nominated by the CEO and confirmed
by the Governing Board
- **Philanthropy, Business, Labor**
- **Public School System Leadership**
- **Lived Experience and Lived Expertise**
Including youth
- **University and Government Researchers**
- **Leaders of civic, provider, and faith-based organizations**



**The Homeless
Governance Solution**
(continued)

The structure of the Center is very simple and built around activities rather than about offices or divisions, in order to reduce unnecessary bureaucracy.

These activities will include:

- **Strategic planning.** The Center’s duty is to develop, test, build consensus around and implement a five-year strategic plan that can win stakeholder support, with the possibility that it will have to be amended over that time period. This function includes providing a setting to “vet” ideas and proposals within a common framework and replacing the current practice of new ideas being thrown out for public review without any shared evaluation and discussion.
- **Measurable outcomes.** These outcomes are not only broad outcomes about the unhoused and unsheltered, but more specific outcomes regarding racism and racial inequity.
- **Policy and intergovernmental relations.** As the one place that should have its eyes on the whole system, the Center will be alert to all policies (even those that might seem tangential at first) that affect homelessness. The prevention sphere includes such policies as incarceration, child welfare, mental health, and income support. The Center will actively advocate for policy changes in these and other areas that affect homelessness. A strategy for defining and pursuing homelessness prevention is critical.
- **Accountability and assistance.** The Center will push and prod elected and appointed officials, nonprofit organizations, the private sector, philanthropy and others to help make the plan a success. At the same time, the Center will advocate for policy changes at the federal and state levels that can help these local officials and organizations contribute to the common mission.
- **Public communication.** The Center will become the most credible source of information to the public. This includes information even when the news is bad, and when the Center itself is falling short of its promised outcomes.⁴⁹

49 Culhane, Dennis P., David Eldridge, Robert Rosenheck and Carol Wilkins. “Making Homelessness Programs Accountable to Consumers, Funders and the Public” *National Symposiums on Homelessness Research* (1997) Available at: http://works.bepress.com/dennis_culhane/23/



**The Homeless
Governance Solution**
(continued)



The Center offers a different kind of power than the traditional, command-and-control, top-down model of single authority of government or a joint powers authority between a city and county government.

**The CEO, and the Governing and Oversight Boards:
A Different Kind of Power**

This entity offers a different kind of power than the traditional, command-and-control, top-down model of single authority of government or a joint powers authority between a city and county government.

The unique nature of fragmented city and county governments in Los Angeles, the fractured nature of its homelessness governance system, and the long-lived, long-term and complex nature of homelessness, call for a unique centering structure.

The entity is built around a model of governance in which leaders of formal government institutions participate in a collective arrangement with civic society and the community. The entity brings together in a tightly-knit fashion those who can bring their own strengths of power and influence—whether formal government authority, philanthropic resources, community recognition and support, lived expertise, and research—to form a collective unit capable of truly centering the mission of addressing homelessness in Los Angeles.

The combination of a strong leadership structure and the consistent advocacy toward a common mission will help the Center evolve over time. Such a Center can exert significant influence on all sectors of the homelessness system, holding itself and others accountable for their contribution to the overall mission.

In turn, this can help foster systemic change not only overall, but within each jurisdiction in the homelessness policy system. The Center can provide a place to bring proposals for organizational change within the system, including LAHSA, and foster proposals that can be implemented.

The Center’s leadership system involves an empowered CEO, who reports directly to a small Governing Board. The larger Oversight Board will be designed to be far more than an advisory committee. It will include key stakeholders who have reach into the community and who have demonstrated that membership on this body will be one of their principal civic duties. Subject matter experts and practitioners will ground recommendations from the Oversight Board based on best practices and problem solving.

The Oversight Board contains some of the features of the “collective impact” model that has enjoyed considerable success in unifying community efforts on difficult issues.⁵⁰ It links this model to the power of the governing board,

50 The Ballmer Group has developed a collective impact model (Strive Together) around supporting educational attainment from cradle to career that has been adopted in numerous communities. <https://www.strivetogether.org/what-we-do/our-approach/#sub-menu>



**The Homeless
Governance Solution**
(continued)



The Center’s success will depend on the relationship and interplay among the CEO, the Governing Board, and the Oversight Board. There will be a great deal of power and influence at these three tables.

which embodies the central commitment of the government bodies that will ultimately craft and implement policies.

This represents an “inside-outside” combination of government and the civic community.

The Lived Experience role on this powerful Oversight Board will put people experiencing homelessness past and present at the literal center of the overall homelessness policy effort. One of those seats will be for youth, a People Experiencing Homelessness (PEH) constituency that has been increasingly active on the advocacy front.

The Governing Board will have only seven members. The two key elected officials on the board are the mayor of Los Angeles and the chair of the Los Angeles County Board of Supervisors. They are placed in *ex officio* roles as co-chairs. Each co-chair will have a designated alternate. In the case of the Los Angeles mayor, it will be the president of the Los Angeles City Council. The alternate for the chair of the Los Angeles County Board will be another supervisor.

With the agreement of the LA City Council and the County Board of Supervisors, these leaders will have the authority to implement change within their own governments. This design differs from a joint powers authority in that these leaders bring the practical commitment of their respective governments, but not as a result of a formal agreement. And it has the virtue of being able to start immediately, at the first meeting at which these two leaders join the effort.

Those cities with significant populations of people experiencing homelessness and that are ready to commit to play an active role in the Center will have representation of elected officials on the Governing Board, through a process yet to be determined.

The board includes an appointee of the Governor of California. While this role does not give the state any formal authority over the Center, it links the Center to the most important public office in California. As the example of the Bay Area Regional Action Plan indicates, the state may be more willing to assist in the development of a locally-designed governance structure than to try, in the New York model, to impose its authority on the local community.

The Center’s success will depend on the relationship and interplay among the CEO, the Governing Board, and the Oversight Board. There will be a great deal of power and influence at these three tables.

The CEO of the Center and the Oversight Board are meant to be strong, impactful participants.



**The Homeless
Governance Solution**
(continued)



**Remaking a century
of Los Angeles
governance to create
a “unified power
system” seems likely
to drag out the
homelessness crisis
beyond all patience.**

In order to ensure that role, they both have seats on the Governing Board. The Chair of the Oversight Board will serve on the Governing Board, with the Vice Chair as alternate member.

The CEO will provide consistent leadership so that the Center is on a steady pace to generate outcome data, research on best practices, and proposals for immediate and long-term action.

All the leaders in the Center must be able to disagree with and challenge each other, while maintaining an overall, visible unity of purpose around a common mission. The community and stakeholders will be watching to see if parochialism and blame-shifting dominate, or if these powerful players will instead elevate and promote the common mission.

The strength of the Center comes from its mission and its governance structure. Students of public administration increasingly understand that government is embedded in a larger network of governance, especially in situations where cross-sector collaboration is required. It must also operate within the political culture of the community.

As compared to the great urban governments in the East and Midwest, Los Angeles governance has always operated on a more horizontal than vertical principle. My conversations did indicate some interest in a new power system, whether an “LA Metro style” board of elected officials, a formal City-Council Joint Powers Agreement, or a body with authority to supersede local land use.

While these were compelling arguments, remaking a century of Los Angeles governance to create a “unified power system” seems likely to drag out the homelessness crisis beyond all patience. I ultimately decided not to follow this route and instead propose a new system.

In the current crisis, time and the limited likelihood of enduring collaboration emerging from the long road and power struggles that these changes would entail favored the lean and catalytic design recommended in this report. Even those who favored a more formal change in power structures agreed that the basic problem is still the lack of a center to the homelessness policy system and a common mission that can align leadership in the same direction. And there was wide agreement that we don’t have time to lose.

Put another way, the proposed Center is a very L.A. solution.

**The Homeless
Governance Solution**
(continued)

A Different Kind of Power

Even without creating a new structure of governmental power, the Center can accumulate and utilize considerable strength and influence in a way that adds value to the currently de-centered system of homelessness governance. It will be known as a place not to fix each and every structure in town, but to fix the core problem. The Center's strength derives from:



FIGURE 6: The sources of The Center's outcomes-oriented strengths



**The Homeless
Governance Solution**
(continued)

**If the following words are associated with The Center,
it will have power to make a major contribution:**

CREDIBLE	RESPECTED	LEGITIMATE
INFLUENTIAL	SYSTEM CHANGE-ORIENTED	RESPONSIVE
ACCOUNTABLE	FOCUSED ON OUTCOMES	TRANSPARENT

FIGURE 7: Aspirational word cloud for The Center



**The Homeless
Governance Solution**
(continued)

**How the Center Can Hear the Voices of
Lived Experience and Expertise**

- **Place Lived Experience and Expertise on powerful Oversight Board** with appropriate professional support to become full contributing members
- **Undertake aggressive program to gather data on perspectives and experiences of People Experiencing Homelessness** and ensure that those voices are heard at all levels of the system
- **Promote Center-staff interaction with the Lived Experience Community** on a regular basis to obtain feedback that is listened to in the design and operation of programs

The distinctions among lived experience, lived expertise, and experts by experience will help guide this process. We use the following definitions:⁵¹

- **Lived Experience:** The experience(s) of people on whom a social issue, or combination of issues, has had a direct personal impact.
- **Lived Expertise:** Knowledge, insights, understanding and wisdom gathered through lived experience.
- **Experts by Experience:** Social change-makers who seek to use their lived experience to inform the work of social purpose organizations, to drive and lead social change, and/or to drive their social impact work.

⁵¹ <http://thelivedexperience.org/>



**The Homeless
Governance Solution**
(continued)

**How the Center Can Advance Racial Equity in
Addressing Homelessness***

- **Examine and apply recommendations of commissions and research** on racial equity in homelessness
- **Identify and implement plans to directly and in multiple ways hear the voices of PEH** who are people of color
- **Devise and implement outcomes measures** for addressing racial inequity
- **Apply outcome measures on racial equity** in external evaluation of the Center
- **Apply outcome measures on racial equity** in the agencies working directly and indirectly in homelessness policy

* Includes, but is not limited to

- **Ad Hoc Committee on Black People Experiencing Homelessness**
<https://www.lahsa.org/documents?id=2823-report-and-recommendations-of-the-ad-hoc-committee-on-black-people-experiencing-homelessness>
- **Native American Homelessness**
<https://lanaic.lacounty.gov/commission/ad-hoc-committees/homelessness/>
- **Latino/a Homelessness**
<https://latino.ucla.edu/wp-content/uploads/2019/01/Stemming-the-Rise-of-Latino-Homelessness-2-1.pdf>



**The Homeless
Governance Solution**
(continued)



Given the urgency of the situation, the Center should launch as a nonprofit organization with philanthropic support.

Implementation

There are a number of ways in which the Center can be constructed and authorized. The most immediate way to get the Center up and running is to constitute it as a nonprofit organization. This model has the advantage of being lean and responsive, although steps would have to be taken to ensure public accountability and transparency.

The Center could evolve into a quasi-governmental agency. While this model ensures transparency in a formal sense, it has the downside that it places the Center within and perhaps under an existing government agency or level of government, and grounds the Center in policy-making bodies in the public sector. The independence of the Center, a key feature of its strength and credibility, must be preserved.

The Center could also be created and authorized by state law. Legislation would ensure its independence from local political and governmental agencies, although it would possibly enable state direction to occur unless the Center's independence is guaranteed.

Finally, the Center could be authorized by a vote of the people through a ballot measure. Voter support could ensure the independence of the Center although steps would have to be taken to not overprescribe duties as sometimes happens with ballot measures.

These various alternatives can also occur in some combination, or in sequence. Given the urgency of the situation, I recommend that the Center launch as a nonprofit organization with philanthropic support. This would also provide maximum flexibility for early design. External evaluations would assess the initial structure and provide appropriate recommendations for future organizational structures.

The Center needs to be able to get its arms around homelessness in a flexible and adaptive way. It is ultimately a strategic institution, the purpose of which is to fill the empty center in Los Angeles and build out a broad strategic plan, tied to outcome data, and to be able to hold the various institutions of Los Angeles accountable for their contribution to completing it.



**The Homeless
Governance Solution**
(continued)

Legal Authorization Options for the Center

- **Nonprofit organization with authority to receive public and private funds**
- **Becoming a quasi-public local agency**
- **New or existing state legislation authorizing and empowering the Center**
- **A ballot measure for voters to authorize and empower the Center**

Financing

Startup funding is essential to make this plan work, followed by stable funding for five years. Since the Center will be neither a direct nor indirect provider of services, the cost of operating the Center would be less than if it were a service provider.

Funding sources include: state and federal agencies, city and county agencies, philanthropy and others. The Center will not rest within any of these agencies, but will be accountable to all in the community.

- **Local Government Investment**
- **Federal and State Grants**
- **Philanthropy**



**The Homeless
Governance Solution**
(continued)

Defining the Center

The Center Does:

- create an entity that can be implemented NOW without a JPA or ordinances with room to evolve
- commit the leadership of the principal government bodies to take visible responsibility for the success of this 5-year effort
- create a unified, strategic, powerful mechanism to develop a 5-year plan and get it started this year
- act as a catalyst and focus for unified action
- establish a plan to hold all accountable for their contribution to the plan's success

The Center Does Not:

- attempt to fix the structural challenges within various agencies and organizations (e.g., LAHSA, city, county, COC) in the homeless governance system
- create a new bureaucracy
- create a new city-county superstructure through a new JPA
- remove powers from existing bodies
- act as a direct or indirect service provider



**The Homeless
Governance Solution**
(continued)

Oversight, Evaluation, and 5-Year Accounting

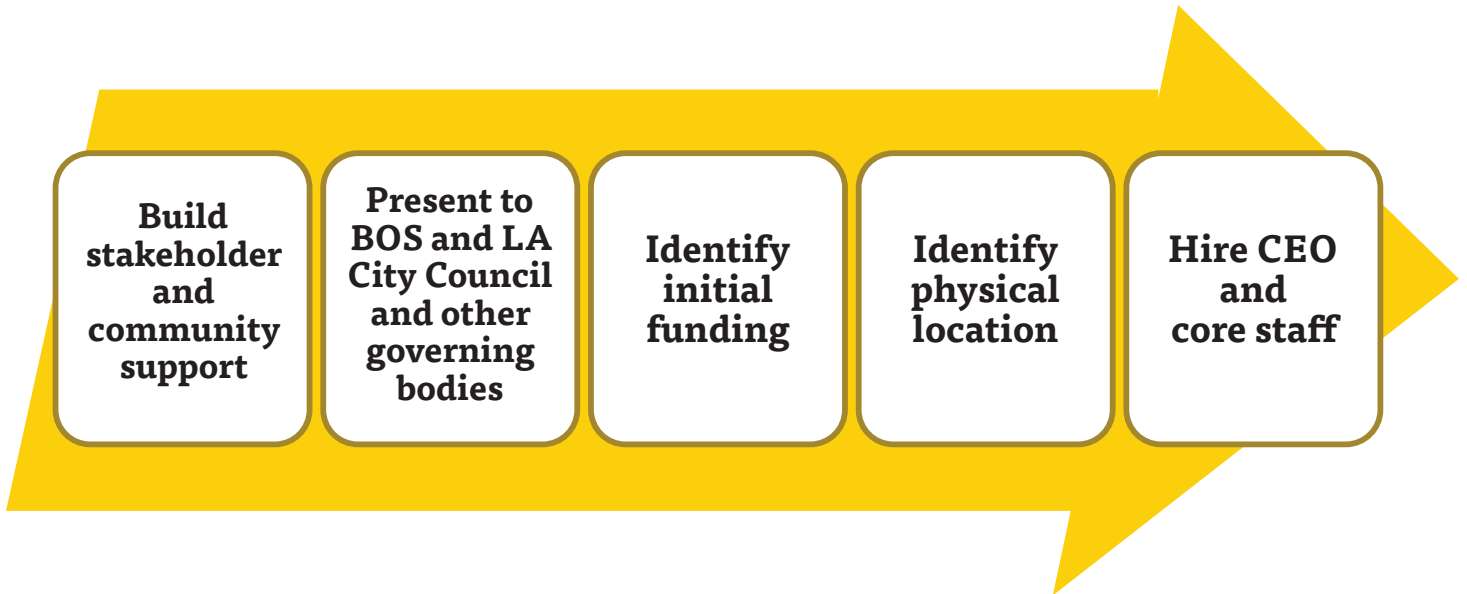
- The Center must be held accountable for achieving promised outcomes.
- External, independent evaluation needed on a regular basis. Planning for the evaluation to begin at the outset in line with stated mission.
- Sets stage for 5-year evaluation with recommended outcomes: renewal, amended mission, or ending.

As with all aspects of this design, the Center must be held accountable for its work. External evaluation is a critical aspect and should be ongoing. This is particularly important since at the end of the five-year period, a decision should be made whether to continue the Center, close it, or keep it open with amendments.



**The Homeless
Governance Solution**
(continued)

Getting the Center Up and Running





About the Author

Dr. Raphael J. Sonenshein is the Executive Director of the Pat Brown Institute for Public Affairs and Professor of Political Science at California State University, Los Angeles. Previously, he was Chair of the Division of Politics, Administration, and Justice at CSU Fullerton. He received his B.A. in public policy from Princeton, and his M.A. and Ph.D. in political science from Yale. He is the author of three books on Los Angeles politics and government, and is a nationally-recognized expert on urban politics and government, on California and Los Angeles, on home rule and charter reform, and on racial and ethnic politics. His first book *Politics in Black and White: Race and Power in Los Angeles* (Princeton U Press, 1993) won the American Political Science Association's 1994 Ralph J. Bunche Award as the best political science book of the year on racial and cultural pluralism.

Between 1997 and 1999, Dr. Sonenshein served as Executive Director of the Los Angeles (Appointed) Charter Reform Commission that led to the city's first comprehensive charter reform in 75 years. His second book *The City at Stake: Secession, Reform, and the Battle for Los Angeles* (Princeton U Press, 2004) tells the story of city's dramatic charter reform. The new charter created an innovative system of neighborhood councils and in 2007, he was appointed Executive Director of the Los Angeles Neighborhood Council Review Commission. He has guided successful charter reform commissions in a half dozen cities. His third book, *Los Angeles: Structure of a City Government* (2006, League of Women Voters, Los Angeles) is widely used in the Los Angeles civic arena and at Los Angeles City Hall.

Dr. Sonenshein has won numerous teaching and research awards, including Best Educator and Distinguished College Faculty Member at CSUF. He received a Wang Family Excellence Award as one of the four most outstanding faculty members in the Cal State system. He was the first winner of the campus-wide Carol Barnes Award for Teaching Excellence and one of two co-winners of the Haynes Foundation Research Impact award. He received the Harry Scoville Award for Academic Excellence from the American Society for Public Administration Southern California Division. Dr. Sonenshein was the fall 2008 Fulbright Tocqueville Distinguished Chair in American Studies at the University of Paris VIII, where he taught and lectured on racial and ethnic politics in the United States. In 2021, he taught a doctoral class at the Pardee Rand Graduate School about local government in the federal system.



Appendix A: Individuals Consulted

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LA County Homelessness Initiative
- Kathryn Barger
LOS ANGELES COUNTY SUPERVISOR
Fifth District
- Bill Bedrossian
CHIEF EXECUTIVE OFFICER
Covenant House
- Kim Belshé
EXECUTIVE DIRECTOR
First 5 LA
- Gary Blasi, Ph.D.
PROFESSOR OF LAW EMERITUS
*School of Law
UCLA*
- Elise Buik
PRESIDENT & CEO
United Way of Greater Los Angeles
- Joe Buscaino
CITY OF LOS ANGELES COUNCILMEMBER
15th district (staff only)
- Julie Butcher
LABOR LEADER
- Larae Cantley
MEMBER
Lived Experience Advisory Board
- Rick Cole
HOUSING AND HOMELESSNESS ADVISOR
San Gabriel Valley COG
- Michael Cousineau
RETIRED FACULTY & CLINICAL PROFESSOR
*Department of Preventative Medicine
and Family Medicine
USC*
- Brad Cox
SENIOR MANAGING DIRECTOR
Trammell Crow Company
- Dennis Culhane, Ph.D.
PROFESSOR, SOCIAL POLICY & PRACTICE
University of Pennsylvania
- Jayanthi Daniel
EXECUTIVE MANAGEMENT OFFICER
*Los Angeles Homelessness Services
Authority (LAHSA)*
- Jose Delgado
DIRECTOR OF GOVERNMENT AFFAIRS
LAHSA
- Kevin De León
CITY OF LOS ANGELES COUNCILMEMBER
14th district
- Sarah Dusseault
COMMISSIONER
LAHSA
- Jason Elliot
SENIOR HOMELESSNESS ADVISOR TO
GOVERNOR GAVIN NEWSOM
- Mike Feuer
LOS ANGELES CITY ATTORNEY
- Alfred Fraijo, Jr.
PARTNER
*Real Estate, Land Use, and Natural
Resources Practice Group
Sheppard Mullin*
- Holly Fraumeni De Jesús
PARTNER
Light House Public Affairs
- Ron Galperin
LOS ANGELES CITY CONTROLLER
- Eric Garcetti
MAYOR OF LOS ANGELES
- Andrea Garcia, Ph.D.
MEMBER
*Los Angeles City-County
Native American Indian Commission*
- Sam Garrison
SENIOR VICE PRESIDENT
*University Relations
USC*
- Robert Green
CHIEF OF SYSTEM SECURITY
AND LAW ENFORCEMENT
LA Metro
- Wendy Greuel
BOARD CHAIR
LAHSA
- Janice Hahn
LOS ANGELES COUNTY SUPERVISOR
Fourth District (staff only)
- Nick Halaris
CHAIR
Prop HHH Citizens Oversight Committee
PRIVATE DEVELOPER
- Ange-Marie Hancock Alfaro, Ph.D.
DEAN'S PROFESSOR & CHAIR
*Political Science and International
Relations
USC*
- Antonia Hernández
PRESIDENT & CEO
California Community Foundation
- Marc Holley
VICE PRESIDENT
*Strategy and Programs
Conrad N. Hilton Foundation*
- Katie Hong
DIRECTOR, SPECIAL INITIATIVES
Raikes Foundation
- Sarah Hunter, Ph.D.
SENIOR BEHAVIORAL AND SOCIAL
SCIENTIST & DIRECTOR
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Homelessness in Los Angeles*
PROFESSOR
Pardee RAND Graduate School
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SENIOR PROGRAM OFFICER
*Domestic Programs
Conrad N. Hilton Foundation*
- Gloria Johnson
MEMBER
*Lived Experience Advisory Committee
LAHSA*
- Richard Katz
CEO
Richard Katz Consulting
- Michael Kelly
EXECUTIVE DIRECTOR
*Los Angeles Coalition for Economy
and Jobs*
- Robin Kramer
MANAGING DIRECTOR
The Smidt Foundation



- Adam Lane
VICE PRESIDENT, PROGRAMS
Los Angeles Business Council
- Peter Laugharn
PRESIDENT & CEO
Conrad N. Hilton Foundation
- Mary Leslie
PRESIDENT
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Shelter Partnership
- Philip Mangano
PRESIDENT AND CEO
*The American Roundtable to
Abolish Homelessness*
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EXECUTIVE DIRECTOR
LAHSA
- Michele Martinez
SPECIAL MASTER ON HOMELESSNESS
*Office of U.S. District Court
Judge David Carter*
- Nury Martinez
PRESIDENT
City of Los Angeles City Council
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LOS ANGELES COUNTY SUPERVISOR
Second District
- Kerry Morrison
HOMELESS ADVOCATE & MEMBER
*Prop HHH Citizens Oversight
Committee*
- Kevin Murray
EXECUTIVE DIRECTOR
Weingart Center Association
- Mike Neely
COMMISSIONER
*Los Angeles County Commission for
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TRSG HOPE Team
Los Angeles Police Department
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- Bill Pitkin
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Weingart Foundation
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CITY OF LOS ANGELES COUNCILMEMBER
Fourth District
- Mark Ridley-Thomas
CITY OF LOS ANGELES COUNCILMEMBER
Tenth District
- Joel Roberts
CEO
PATH and PATH Ventures
- Monica Rodriguez
CITY OF LOS ANGELES COUNCILMEMBER
Seventh District
- Janey Rountree
EXECUTIVE DIRECTOR
*California Policy Lab
UCLA*
- Molly Rysman
CHIEF PROGRAM OFFICER
LAHSA
- Maria Salinas
PRESIDENT & CEO
LA Area Chamber of Commerce
- Ruth Schwartz
EXECUTIVE DIRECTOR
Shelter Partnership
- Andi Smith
EXECUTIVE DIRECTOR
Washington, Ballmer Group
- Hilda L. Solis
LOS ANGELES COUNTY SUPERVISOR
First District
- Diana Tang
CHIEF OF STAFF
Long Beach Mayor Robert Garcia
- Jacqueline Waggoner
PRESIDENT
*Solutions Division
Enterprise Community Partners*
- Jason Ward, Ph.D.
ASSOCIATE ECONOMIST & ASSOCIATE
DIRECTOR
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City of Los Angeles
- Stephanie Wiggins
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Metrolink
- Carol Wilkins
HOMELESSNESS EXPERT
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DIRECTOR
Los Angeles Initiative
PROFESSOR
UCLA Luskin School

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REPORT

DATE: June 2, 2021
TO: Homelessness Committee
FROM: Marisa Creter, Executive Director
RE: **STATE AND COUNTY HOMELESS FUNDS**

RECOMMENDED ACTION

Recommended Actions:

- (1) Recommend Governing Board add the Tiny Home Shelter Program to the SGVCOG Pilot Program; and
- (2) Recommend Governing Board re-allocate \$150,000 in excess funding from the Green Path Careers Pilot Program to the Tiny Home Shelter Pilot Program.

BACKGROUND

On June 27, 2019, Governor Newsom signed the 2019 Budget Trailer bill which contained \$5,625,000 in funding for homeless programs for the San Gabriel Valley to be administered by the SGVCOG. On September 10, 2019, the County Board of Supervisors (BOS) approved a motion by Supervisors Barger and Solis directing the carryover of \$6,000,000 in Measure H “Innovation Funds” for the County’s Councils of Governments. The SGVCOG received an allotment of \$1,541,876, proportionate to the region’s share of the County’s point-in-time homeless count. SGVCOG staff subsequently worked with member agencies’ staff to develop program recommendations for the use of the funding.

In November 2019, the Governing Board approved the funding categories for the use of the State Homeless Funds and Measure H Innovation Funds. One of the approved funding categories was for \$300,000 for the implementation of pilot programs that implemented innovative direct homeless solutions with demonstrable outcomes. The SGVCOG solicited pilot program applications through a competitive program, and, in June 2020, the Governing Board ultimately recommended the award of funding to five projects:

City	Project	Not-to-Exceed Award Amount
Arcadia*	Pop-up Homeless Services Center	\$150,000
Claremont	Roommate Matching Program	\$50,000
Covina	Mobile Hygiene Program	\$60,000
La Verne (Baldwin Park, Duarte, Irwindale, West Covina)	Transition Age Youth (TAY) Workforce Development Program	\$200,000
Monrovia*	Emergency COVID Housing Impact Program (“eCHIP”)	\$150,000

The remaining project application, submitted by the City of Baldwin Park, has been integrated into the SGVCOG’s regional coordination program.

*Received an additional \$25,000 in funding through the City additional homeless plan implementation funds as approved at the April Homelessness Committee and Governing Board meetings

To accommodate the project demand, the Governing Board re-allocated \$310,000 from the Master Leasing Program, another program originally approved by the Governing Board, to the Pilot Programs Program. With this action, up to \$610,000 was available for the implementation of the approved pilot programs. All funding was originally required to be expended by June 30, 2021; however, that deadline has now been extended to December 2021.

DISCUSSION

Since the Governing Board approved the pilot programs, the San Gabriel Valley Regional Housing Trust (SGVRHT) has initiated a pilot program to support the construction of two to four tiny home emergency shelter sites with 5-25 shelters per site. This approach – which was initiated after the Homelessness Committee heard a presentation from Pallet Shelter in October 2020 – would provide tiny-home style shelters that can serve as emergency shelters. Such shelters provide a single, lockable unit that contains basic elements like a bed, lighting, electricity, safety features, and climate control. This model provides non-congregate interim housing that reduces the risk of the spread of COVID-19, allows for faster construction than other interim housing models, and allows for smaller-scale sites.

In late 2020, the SGVRHT Board of Directors authorized the creation of the Tiny Home Pilot Program. At its February 2021 meeting, the SGVRHT Board of Directors approved a not-to-exceed project budget of \$835,000 and authorized the Executive Director to execute agreements with cities and necessary vendors. This funding would provide capital funding for the tiny home shelters and other necessary site infrastructure, including restrooms. Additional funding would be secured for operations. When operational, a service provider would also provide on-site services for the residents living at the tiny home sites.

To identify potential city participants for the SGVRHT pilot program, the SGVRHT solicited letters of interest from member cities. Four member cities submitted Letters of Interest to participate in the pilot program, and the SGVRHT is working with staff from these cities to select and develop appropriate sites and secure ongoing operational funding. The SGVRHT also completed a competitive procurement to identify qualified shelter vendors and to select vendors for the sites. At this time, a shelter vendor has also been selected for two of the sites. The SGVRHT also released an RFP for construction management support to provide technical assistance to the SGVRHT and member city staff and selected SRK Architects, Inc. (SRK) as the construction management firm. Staff will also be procuring restroom and shower facilities for the site. Staff will also work with staff from participating cities on the approval of sites by City Councils and execution of memorandums of agreement (MOAs) between the Cities and the SGVRHT. Sites are anticipated to be operational by Fall 2021.

The SGVCOG Regional Homelessness Coordination Team has been assisting the SGVRHT in procuring a services provider for the site and in identifying potential operational funding for the sites. As such, staff is recommending that the SGVCOG add the “Tiny Home Emergency Shelter Pilot Program” as an additional pilot program.

The SGVCOG and SGVRHT have initiated conversations with LA County Supervisorial Districts 1 and 5 and the LA County Homeless Initiative to secure matching funds to operate the site. These conversations are ongoing; however, the SGVCOG and SGVRHT want to ensure that funding

gaps do not delay the launch of the sites in Fall of 2021. As such, staff is also recommending that \$150,000 in excess SGVCOG pilot programs funding be allocated to the “Tiny Home Emergency Shelter Pilot Program.”

Staff is recommending that \$150,000 in excess funding from the Transition Age Youth (TAY) Workforce Development Program – known as the Green Pathways Career (GPC) Program – be reallocated to the Tiny Home Emergency Shelter Pilot Program. The GPC is a partnership between the SGVCOG, the applicant cities, the Southern California Regional Energy Network (SoCalREN), Hathaway-Sycamores, and the LA County Department of Workforce Development, Aging and Community Services (WDACS), that provides subsidized home energy audit training, workforce skills training, paid work experience, and assistance in obtaining job placements in the energy efficiency field for TAY. It was anticipated that more than 60 San Gabriel Valley TAY would be able to participate in this program by June 2021, the funding deadline. This funding deadline was subsequently extended to December 2021.

The program kicked-off in late 2020, and, to date, one 10-person cohort has completed the home energy audit training. GPC partners are supporting work experience and placements for those cohort participants. Two additional 10-person cohorts are also expected to begin in the coming weeks. An update on this program will also be provided at the June Homelessness Committee.

This progress was slowed due to delays related to the COVID-19 pandemic, and SGVCOG staff does not anticipate that the training for more than 60 San Gabriel Valley TAY will be completed by the funding deadline. In addition, the County of Los Angeles has additional funding resources to support the continuation of the program through the end of 2020 and beyond. As such, staff is recommending that \$150,000 in excess funds be reallocated to the “Tiny Home Emergency Shelter Pilot Program.”

Re-allocating funding from the GPC pilot program to the “Tiny Home Emergency Shelter Pilot Program” will have no impact on the San Gabriel Valley’s participation in the GPC. SGVCOG staff will continue to work with its participating cities and GPC partners to recruit program participants. Program participants will also continue to receive home energy audit training, workforce skills training, paid work experience, and assistance in obtaining job placements in the energy efficiency field at no cost. Re-allocating funding will also ensure that all funding is expended by the December 2021 deadline.

Prepared by: 
Samantha Matthews
Management Analyst

Approved by: 
Marisa Creter
Executive Director

REPORT

DATE: June 2, 2021
TO: Homelessness Committee
FROM: Marisa Creter, Executive Director
RE: **GREEN PATHWAY CAREERS PILOT PROGRAM**

RECOMMENDED ACTION

For information only.

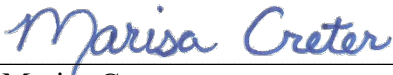
BACKGROUND

The Green Pathway Careers (GPC) Pilot Program is a workforce development program for youth transitioning out of the foster care system, or Transition Age Youth (TAY). At its June 2020 meeting, the SGVCOG Governing Board allocated funding to the cities of La Verne, Baldwin Park, Duarte, Irwindale, and West Covina through the SGVCOG Pilot Program. The program provides participants subsidized home energy audit training, workforce and financial literacy skills training, paid work experience, and job application and interview assistance to enter the high-growth energy efficiency field. The program launched in November 2020 with a cohort of 10 participants, with a second cohort of participants beginning in June 2021.

The program is a collaborative effort between the participating cities, the SGVCOG, the Southern California Regional Energy Network (SoCalREN), the LA County Department of Workforce Development, Aging and Community Services (WDACS), and Hathaway-Sycamores, which is the coordinated entry system (CES) lead for TAY in the San Gabriel Valley.

Wendy Angel, Program Director at Emerald Cities Los Angeles, which is the administrator of the SoCalREN workforce development programs, will provide a status update on the GPC program and will discuss how cities can assist with program outreach and recruitment.

Prepared by: 
Samantha Matthews
Management Analyst

Approved by: 
Marisa Creter
Executive Director

ATTACHMENTS

Attachment A – Presentation

DATE: June 2, 2021

TO: Homelessness Committee

FROM: Marisa Creter, Executive Director

RE: **STATE AND FEDERAL BUDGET AND LEGISLATIVE UPDATES**

RECOMMENDED ACTION

For information only.

BUDGET UPDATES

As previously reported in February, Governor Newsom's initial 2021-22 budget proposal included key provisions that would provide a total of \$1.75 billion in funding for Project Homekey, community-based housing, and behavioral health treatment for vulnerable seniors. During February and March, the Legislature's Budget Subcommittees held a number of hearings to review the Governor's budget proposals and other stakeholder recommendations. The Governor submitted a "May Revise," or a revised budget proposal, in early May to be followed by final legislative and budget conference committee actions to pass a budget by June 15.

The Governor's May Revise makes significant revisions to the initial state budget proposal. Compared to a projected budget deficit of \$54 billion a year ago, the state now has a projected \$75.7 billion surplus. Combined with over \$25 billion in federal relief, this supports a \$100 billion California Comeback Plan. If approved, the May Revise budget would invest \$11.87 billion in combatting homelessness, including \$7 billion for Project Homekey, \$1 billion for the CalWORKS housing support program, \$560 million to address family homelessness, and \$25 million to address veteran homelessness. The May Revise also makes investments to address housing affordability, including accessory dwelling unit (ADU) financing, regional planning grants, funds to preserve affordable units, and funds to promote homeownership. The Housing and Homelessness section of the May Revise budget is included as Attachment A.

The San Gabriel Valley Regional Housing Trust (SGVRHT) has state and federal budget requests in process. Senator Rubio has requested a \$30 million state budget earmark for the SGVRHT, up from the initial \$15 million request. The SGVRHT has also requested a \$10 million federal budget earmark from the Department of Housing and Urban Development (HUD) annual appropriations. As a first step, Congresswoman Chu and Congresswoman Napolitano have included this in their budget request. The SGVRHT has also submitted a similar request to Senator Diane Feinstein and Senator Alex Padilla. Member cities and organizations in the San Gabriel Valley have been submitting letters of support for both the state and federal budget requests.

LEGISLATIVE UPDATES

SGVCOG staff Paul Hubler and Samuel Pedersen will provide an update on this process and on the following bills being tracked by the SGVCOG:

SB 15 (Portantino) - Housing development: incentives: rezoning of idle retail sites.

- **Summary:** Requires HCD to make local assistance grants to cities, counties, and cities and counties that provide land use approval to housing developments that are affordable to very low and low-income households. This bill, upon appropriation by the Legislature in the Budget Act or other act, would require the department to administer a program to provide incentives in the form of grants allocated as provided to local governments that rezone idle sites used for a big box retailer or a commercial shopping center to instead allow the development of housing, as defined.
- **Status:** Re-referred to Committee on Appropriations on March 18, 2021. Pass Committee on Housing March 18, 2021. Passed Committee on Appropriations and placed on suspense file on April 5, 2021. Amended and passed Committee on Appropriations again on May 20, 2021. Amendments do not include the amendments the SGVRHT requested from Senator Portantino.
- **SGVCOG Position:** Support and direct staff to work with the author and the co-authors to seek clarification and possibly make modifications to the bill to improve its efficacy in delivering affordable housing and provide updates on the Bill as necessary. Staff has had initial conversations with Senator Portantino's staff, and they have been receptive to the proposals.

SB 91 (Committee on Budget and Fiscal Review) - COVID-19 relief: tenancy: federal rental assistance.

- **Summary:** Extends the state eviction moratorium until July 1, 2021 and provides \$1.5 billion in Federal rental assistance to tenants. Landlords who apply to the program can receive 80% of the tenant's outstanding rent if the landlord agrees to forgive the remaining 20%. If a landlord chooses not to apply, tenants can apply to receive 25% of their unpaid rent. Applications reportedly will be available by March 15. An additional \$1.1 billion of Federal funding for the same purpose was distributed to local governments with populations over 200,000.
- **Status:** Enacted on January 21, 2021.

SB 106 (Umberg) - Mental Health Services Act: homelessness.

- **Summary:** Would amend the Mental Health Services Act (MHSA) – a measure enacted by voters in 2004 to establish and appropriate funds to the Mental Health Services Fund to fund various county mental health programs – to expand counties' abilities to spend funds on existing innovative programs without additional approval by the Mental Health Services Oversight and Accountability Commission. Existing law requires counties to engage in specified planning activities, including creating and updating a 3-year program and expenditure plan through a stakeholder process. Counties can spend 5% of MHSA money

on innovative programs, upon approval of the Mental Health Services Oversight and Accountability Commission.

- **Status:** Introduced January 5, 2021. Amended and re-referred to Committee on Health April 19, 2021. Passed Committee on Health April 28, 2021 and rereferred to Committee on Appropriations. Passed Committee on Appropriations May 17, 2021.
- **SGVCOG Position:** Watch

SB 340 (Stern) - Lanterman-Petris-Short Act: hearings.

- **Summary:** Would authorize a family member, friend, or acquaintance with personal knowledge of the person receiving treatment to make a request to testify in the judicial review proceedings, in writing, to the counsel of a party to the judicial review
- **Status:** Introduced February 9, 2021. Amended March 8, 2021. Passed Committee on Health and re-referred to Committee on Judiciary April 21, 2021. Passed Committee on Judiciary May 4, 2021 and ordered to Consent Calendar. Passed Consent Calendar on May 10, 2021 and ordered to the Assembly Committees on Health and on Judiciary.
- **SGVCOG Position:** Watch

SB 621 (Eggman) - Conversion of motels and hotels: streamlining.

- **Summary:** Would authorize a development proponent to submit an application for a development for the complete conversion, as defined, of a structure with a certificate of occupancy as a motel or hotel into multifamily housing units to be subject to a streamlined, ministerial approval process, provided that development proponent reserves 10% of the proposed housing units for lower income households, unless a local government has affordability requirements that exceed these requirements. The bill would require the structure proposed to be converted be vacant for at least 6 months prior to the submission of the application, except as provided. The bill would require the development proponent to comply with specified requirements regarding the payment of prevailing rate or per diem wages for construction work related to the part of the development that is a public work and the use of a skilled and trained workforce on the development, except as provided.
- **Status:** Passed Committee on Housing and referred to Committee on Governance and Finance on April 15, 2021. This Bill has become a two-year bill.
- **SGVCOG Position:** Watch

SB 679 (Kamlager) - Los Angeles County Affordable Housing Solutions Agency

- **Summary:** SB 679 (Kamlager) would establish the Los Angeles County Affordable Housing Solutions Agency (LACAHS), a new countywide agency focused on financing and funding the production and preservation of affordable housing and funding and implementing renter protection programs. The bill would authorize the agency to place funding measures on the ballot in Los Angeles County and its incorporated cities to fund affordable housing projects within its jurisdiction, preserve and enhance existing housing, fund renter protection programs, and finance new construction of housing developments. The bill is sponsored by the United Way of Greater Los Angeles.
- **Status:** Heard in Appropriations Committee on May 20, 2021 and passed as amended. Read second time, amended, and ordered to second reading on May 20, 2021.
- **SGVCOG Position:** Watch. The SGVRHT opposed the Bill unless amended to include the following:

- A direct transfer of the funding allocated to the San Gabriel Valley to the SGVRHT to be administered at its sole discretion, in accordance with the priorities of the LACAHSAs.
- Increased formula funding allocated for direct programs and projects.
- Reduction in the percentage of funding allowed for administration.
- Funding caps for consultants and outside travel expenses.
- Adequate geographic representation, with increased representation for the San Gabriel Valley on the Board of Directors.
- Increased flexibility in the approach to meet income affordability targets by eliminating specific project-by-project affordability goals.
- Strengthened accountability and transparency.
- Authorization of funding sources that do not increase the cost of housing.

AB 15 (Chiu) - COVID-19 relief: tenancy: Tenant Stabilization Act of 2021.

- **Summary:** Extends existing State COVID-19 related eviction protections through December 31, 2021, six months beyond the SB 91 protections.
- **Status:** Referred to the Committee on Housing and Community Development on January 11, 2021. The Bill has become a two-year bill.
- **SGVCOG Position:** Watch

AB 71 (Rivas, Luz) - Homelessness funding: Bring California Home Act.

- **Summary:** Would conform State law to the federal Global Intangible Low-Taxed Income (GILTI) provisions and taxes repatriated to finance the Bring California Home Fund. The Bill would require the Homeless Coordinating and Financing Council (HCFC) to administer allocations of the collected funds to counties, continuums of care (CoCs), and large cities, and to establish performance outcomes based on reductions in the number of people experiencing homelessness, and other similar factors. The Bill would also make changes to the membership of the existing Homeless Coordinating and Financing Council (HCFC) – requiring the HCFC to be composed of prescribed individuals – rather than appointment by the Governor.
- **Status:** Introduced December 7, 2020. Amended, passed as amended by Committee on Revenue and Taxation on April 19, 2021. Passed the Committee on Housing & Community Development on April 29, 2021. Amended May 4, 2021 and passed by the Committee on Appropriations on May 20, 2021.
- **SGVCOG Position:** Watch

AB 328 (Chiu, Kalra, and Wicks) - Reentry Housing and Workforce Development Program.

- **Summary:** Establishes the Reentry Housing and Workforce Development Program and requires the State Department of Housing and Community Development (HCD), by July 1, 2022, to provide grants to applicants, as defined, for innovative or evidence-based housing, housing-based services, and employment interventions to allow people with recent histories of incarceration to exit homelessness and remain stably housed. The Bill requires the Department of Housing and Community Development to work with the Department of Corrections and Rehabilitation and with eligible counties for the referral of participants.
- **Status:** Referred to the Committee on Housing and Community Development on February

12, 2021. Amended, passed as amended, and re-referred to Committee on Appropriations on March 18, 2021. Hearing postponed by Committee on May 20, 2021. The Bill is now a two-year bill.

- **SGVCOG Position:** Watch

AB 574 (Chen) - Guardians ad litem: mental illnesses.

- **Summary:** Would establish an additional procedure for the appointment of a guardian ad litem for a person who lacks the capacity to make rational informed decisions regarding medical care, mental health care, safety, hygiene, shelter, food, or clothing with a rational thought process due to a mental illness, defect, or deficiency.
- **Status:** Introduced February 11, 2021. Referred to Committees on Health and Judiciary on February 18, 2021. This Bill has become a two-year bill.
- **SGVCOG Position:** Watch

AB 741 (Bennett) - Jails: discharge plan.

- **Summary:** Would require a sheriff to make the release standards, release processes, and release schedules of a county jail available to incarcerated persons upon their booking into County jail. Current law authorizes a county sheriff to discharge a person from a county jail at any time that the sheriff considers to be in the best interests of that person and to allow the person to stay in jail for additional time in order to offer the person the ability to be discharged to a treatment center. The Bill would also allow a person incarcerated in or recently released from a county jail access to up to three free telephone calls to plan for a safe and successful release. The Bill would require each county sheriff to convene a mentally ill discharge plans advisory group, including stakeholders that support mentally ill individuals who have been incarcerated, for the purposes of making recommendations for county jail discharge plans for individuals with mental illness who have been incarcerated for 30 days or more.
- **Status:** Introduced February 16, 2021. Amended and re-referred to Committee on Public Safety on March 22, 2021. This Bill has become a two-year bill.
- **SGVCOG Position:** Watch

AB 785 (Rivas, Robert) - Mental health.

- **Summary:** Would, upon appropriation, establish the Mental Health Response and Treatment Challenge Grant Pilot Program to provide a statewide investment program to provide funds and flexibility to cities, counties, cities and counties, or other local governmental agencies that interact with the criminal justice system to develop programs that seek to improve services in 3 areas: the response capacity and ability of mental health crisis responders and mental health crisis assistance centers; the quality of mental health diversion programs, and mental health treatment that serves people in the justice system. The Board of State and Community Corrections to administer the pilot program and award grants on a competitive basis.
- **Status:** Introduced on February 16, 2021. Referred to Committees on Public Safety and Health on February 25, 2021. This Bill has become a two-year bill.
- **SGVCOG Position:** Watch

AB 816 (Chiu) - State and local agencies: homelessness plan.

- **Summary:** Requires state and local governments to develop actionable plans to reduce homelessness by 90 percent by January 1, 2029, authorizes the state Housing and Homeless Inspector General to file a lawsuit against the state, a county, or a city which fails to adopt or make progress towards the goals outlined in an approved plan, and authorizes the Inspector General to levy civil penalties against any agency that intentionally transports a homeless individual from its own jurisdiction to another.
- **Status:** Introduced February 16, 2021. Passed the Committee on Housing and Community Development on April 29, 2021. Amended May 4, 2021. Passed Committee on Appropriations on May 20, 2021.
- **SGVCOG Position:** Watch

AB 988 (Bauer, Kahan) - Mental health: mobile crisis support teams: 988 crisis hotline.

- **Summary:** Would establish the 988 Crisis Hotline Center, using the digits “988” in compliance with existing federal law and standards governing the National Suicide Prevention Lifeline. The bill would require the Office of Emergency Services to take specified actions to implement the hotline system, including hiring a director with specified experience and designating a 988-crisis hotline center or centers to provide crisis intervention services and crisis care coordination to individuals accessing the 988.
- **Status:** Introduced on February 18, 2021. Passed Committee on Health April 20, 2021. Passed Committee on Communications & Conveyance on April 28, 2021. Passed Committee on Appropriations on May 20, 2021.
- **SGVCOG Position:** Watch

AB 1220 (Rivas, Luz) - California Interagency Council on Homelessness.

- **Summary:** Would rename the Homeless Coordinating and Financing Council to the California Interagency Council on Homelessness and remove authorization for the Secretary of Business, Consumer Services and Housing’s designee to serve as chair of the council. The bill would also change the composition of the council, as specified, including by creating and specifying the membership of an advisory committee to the council. The bill would also provide that the appointed members of the council or committees serve at the pleasure of their appointing authority. The bill would also require that upon request of the council, a state agency or department that administers one or more state homelessness programs, as described, to participate in council workgroups, task forces, or other similar administrative structures and to provide to the council any relevant information regarding those state homelessness programs.
- **Status:** Introduced February 12, 2021. Passed Committee on Housing and Community Development on April 29, 2021. Passed Committee on Appropriations on May 12, 2021. Ordered to Senate on May 20, 2021.
- **SGVCOG Position:** Watch

AB 1331 (Irwin) - Mental health: Statewide Director of Crisis Services.

- **Summary:** Would require the Director of Health Care Services to appoint a full-time Statewide Director of Crisis Services who would establish, monitor, and sustain a comprehensive crisis care system to coordinate with the Department of Managed Health Care, the Department of Insurance, and other departments, agencies, and entities, as

necessary, to ensure the existence of a comprehensive, integrated, and reliable network of services.

- **Status:** Introduced on February 19, 2021. Referred to Committee on Health on March 4, 2021. Passed Committee on Health on April 6th, 2021. Re-referred to Committee on Appropriations on April 12, 2021. Passed Committee on Appropriations May 20, 2021.
- **SGVCOG Position:** Watch

AB 1340 (Santiago) - Mental health services: involuntary detention.

- **Summary:** Would expand the definition of “gravely disabled” – for the purposes of the Lanterman-Petris-Short Act – to include a condition in which a person, as a result of a mental health disorder, is unable to provide for their basic personal needs for medical treatment, if the failure to receive medical treatment is either for an existing life-threatening medical condition, or the person is in imminent danger of physical injury or life-threatening medical condition and there is a substantial and imminent risk of either death or prolonged hospitalization.
- **Status:** Introduced on February 12, 2021. Amended and re-referred to Committee on Health on March 26, 2021. This Bill has become a two-year bill.
- **SGVCOG Position:** Support

AB 1372 (Muratsuchi) - Right to temporary shelter.

- **Summary:** Requires every city, or every county in the case of unincorporated areas, to provide every person who is homeless, as defined, with temporary shelter, mental health treatment, resources for job placement, and job training until the person obtains permanent housing if the person has actively sought temporary shelter in the jurisdiction for at least 3 consecutive days and has been unable to gain entry into all temporary shelters they sought for specified reasons. The bill would require the city or county, as applicable, to provide a rent subsidy, as specified, if it is unable to provide temporary shelter. The bill would authorize a person who is homeless to enforce the bill’s provisions by bringing a civil action.
- **Status:** Referred to Committees on Housing and Community Development and Judiciary on March 4, 2021. This Bill has become a two-year bill.
- **SGVCOG Position:** Watch

H.R. 8639 - Mental Health Justice Act of 2020

- **Summary:** Would authorize the Secretary of Health and Human Services to award grants to States and political subdivisions of States to hire, employ, train, and dispatch mental health professionals to respond in lieu of law enforcement officers in emergencies involving one or more persons with a mental illness or an intellectual or developmental disability, and for other purposes.
- **Status:** Introduced in the House on October 20, 2020 by Congresswoman Katie Porter. The bill currently has approximately 80 cosponsors.
- **SGVCOG Position:** Watch

REPORT

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ATTACHMENTS

Attachment A – May Revise Budget Housing and Homelessness Section

HOUSING AND HOMELESSNESS

HOUSING

California's statewide housing shortage has been decades in the making—long before the COVID-19 Pandemic. In recent years, the state has made significant investments to bolster much-needed affordable housing production through tax credits, housing-related infrastructure grants, and financing loans. The pandemic further exacerbated the statewide housing shortage and impacted housing affordability.

The May Revision promotes and maintains stable housing through additional and expanded rental assistance, foreclosure prevention, and down payment assistance investments. Moreover, to continue the momentum on housing production, the Administration also proposes innovative ways to further plan, produce, preserve, and enhance the state's supply of long-term affordable housing.

The following May Revision concepts build upon the \$750 million in investments proposed in the Governor's Budget, for a total 2021-22 housing package of \$9.3 billion.

HOMEOWNER AND RENTER RELIEF

The pandemic brought unprecedented challenges for renters and homeowners. To provide much-needed economic relief and recovery, the state has sought to maximize federal funds and enact laws benefitting renters, small landlords, and homeowners.

HOUSING AND HOMELESSNESS

In August 2020, the Governor signed Chapter 37, Statutes of 2020 (AB 3088), providing eviction protections for renters through March 1, 2021. To protect homeowners struggling to pay mortgages, the Administration also worked with financial institutions to provide a 90-day grace period of mortgage payments with no negative credit impacts, relief from fees and charges, and a 60-day moratorium on foreclosure sales. The Governor later extended these protections by supplementing up to 18 months of mortgage forbearance provided by the federal government for homeowners experiencing financial hardships in paying federally-backed mortgages.

Building on those measures, the May Revision proposes the following additional augmentations to provide additional relief.

CALIFORNIA'S COVID-19 RENT RELIEF PROGRAM

In January 2021, the COVID-19 Tenant Relief Act, Chapter 2, Statutes of 2021 (SB 91) was signed, creating the California COVID-19 Rent Relief Program. This program provides up to \$2.6 billion in federal rental assistance to those facing financial hardships as a result of the pandemic and extends the eviction protections through June 30, 2021. Subsequent to the state's program deployment in March 2021, the federal American Rescue Plan Act of 2021 (ARPA) provided for an additional \$2.6 billion to California for both state and local entitlement jurisdictions for a total of \$5.2 billion in federal rental relief aid.

The May Revision includes statutory amendments to maximize the use of available federal funds for rental, utilities, and housing-related expenses to help as many Californians as possible stay housed, while bolstering the economic resiliency of those hardest hit by the pandemic.

Additionally, the state continues to utilize \$331 million in National Mortgage Settlement funds for mortgage assistance. The state is also preparing to utilize \$1 billion from ARPA Homeowner Assistance Funds to the California Housing Finance Agency (CalHFA) to provide additional mortgage assistance, principal reductions, and qualified housing-related charges to provide housing stability.

EXPANDED HOMEOWNER AND RENTER LEGAL ASSISTANCE

To further protect homeowners and renters experiencing unprecedented economic hardships, the 2019 and 2020 Budget Acts appropriated \$51 million in grants to community-based organizations that offer eviction and foreclosure counseling, consultation, mediation, training, education, and representation.

As homeowners and renters continue to face economic challenges caused by the pandemic, the May Revision includes \$20 million in federal ARPA Coronavirus State Fiscal Recovery Funds for the next three years (\$60 million total) to the Judicial Council to continue providing legal assistance grants to over 100 legal service and self-help organizations.

INCREASING HOUSING PRODUCTION

The May Revision proposes \$1.75 billion one-time federal ARPA funds to help support HCD affordable housing projects. This will help more than 6,300 units of shovel-ready affordable housing move forward quickly rather than accumulating costs while waiting for a potential future tax credit. This effort will be combined with other homelessness proposals mentioned later in this Chapter.

ACCESSORY DWELLING UNIT FINANCING

Accessory Dwelling Units (ADUs) have become an increasingly popular and cost-efficient tool to create needed housing. Chapter 159, Statutes of 2019 (AB 101) provided \$19 million General Fund for CalHFA to finance ADUs for low- and moderate-income households, which is anticipated to begin in July 2021. To foster greater economic recovery and affordable housing, the May Revision includes an additional \$81 million one-time federal ARPA funds to expand CalHFA's ADU program to inject a total of \$100 million in available financing for ADUs. Because ADUs have quicker local approvals, this proposal will further expedite low-cost production and more quickly increase the housing units statewide.

SCALING UP DEVELOPMENT ON STATE EXCESS SITES

The state is committed to expanding and streamlining the development of housing on available excess state sites. To further encourage participation in the state excess lands program, the Governor's Budget proposed trailer bill language to permit phased and commercial development needed to develop more affordable housing.

To keep the momentum going on this effort, the May Revision proposes \$45 million in one-time federal ARPA funds that would scale up excess land development by providing funding for vital infrastructure for viable housing projects.

PROMOTING HOMEOWNERSHIP DURING THE AFFORDABILITY CRISIS

As the state economy recovers, the affordability crisis continues, and first-time homebuyers, particularly from disadvantaged communities, struggle to purchase a home. To encourage economic recovery, resiliency, and equity, the May Revision includes \$100 million one-time federal ARPA funds to CalHFA to expand its First Time Homebuyer Assistance Program, which helps first-time homebuyers with making a down payment, securing a loan, and paying closing costs on a home. The May Revision proposes to expand the program to lower-income households and expand CalHFA's lender network to help address the wealth gap, particularly in disadvantaged areas throughout the state.

ALTERNATIVE HOUSING PRODUCTION APPROACHES

The 2019 Budget Act provided \$125 million one-time General Fund for regional planning grants to assist local governments in planning and zoning to meet greater housing goals. The planning grants, administered by HCD in the Regional Early Action Planning Program (REAP), have been used by local and regional governments to plan for higher Regional Housing Needs Allocation targets for additional housing development, especially in infill areas, near public transit, and in ways that support the revitalization of existing communities and corridors. Building off the success of REAP, the May Revision proposes \$500 million one-time federal ARPA funds for HCD to provide additional planning and implementation grants to regional entities for infill developments, targeted towards the state's climate goals and reducing vehicle miles traveled.

In addition to planning investments and expanding the production of affordable housing, preservation also plays a key role in maintaining the state's affordable housing stock. As affordability covenants expire, previously state-funded affordable housing units risk becoming market-rate housing. Thus, the May Revision proposes a preservation effort with \$300 million one-time federal ARPA funds to sustain HCD legacy projects affordability requirements.

OTHER HOUSING INVESTMENTS

- **Construction Apprenticeships**—\$20 million one-time General Fund to connect job-seekers to housing apprenticeship opportunities in partnership with the University of California, California Conservation Corps, state and local workforce development boards, philanthropic organizations, and the building industry. By investing in people and building a pipeline to housing-related construction jobs,

more Californians will be able to experience economic resiliency and recovery while helping supply the labor force needed for expanding housing efforts. (More information can be found in the Labor and Workforce Development Chapter.)

- **Repairing and Maintaining Seasonal Farmworker Rental Housing**—\$20 million one-time General Fund for critical deferred maintenance needs and improved habitability at the Office of Migrant Services (OMS) centers. The state's OMS Centers provide affordable, seasonal rental housing near work locations for migrant farmworkers, a group disproportionately impacted by the pandemic. This proposal adds to the \$10 million included in the Governor's Budget for a total of \$30 million General Fund for OMS center deferred maintenance.

HOMELESSNESS

Over the past several years, the state has invested billions of dollars to provide critical housing supports and services to local jurisdictions for the homelessness population. The May Revision builds substantially on this investment by providing an additional \$4.7 billion reflecting a comprehensive approach to ending family homelessness, expanding access to housing, and providing additional housing supports for vulnerable populations. The following May Revision concepts add to the \$2.1 billion in investments proposed in the Governor's Budget, for a total 2021-22 homelessness package of \$6.8 billion.

Solving for homelessness takes a focused and unified approach, not only by the state, but also by local and federal governments. In order to address the needs, the services and supports must be coordinated and moving in tandem through each component of the service framework: prevention, shelter, housing, and long-term supportive services.

The COVID-19 Pandemic also provided a creative opportunity for the state to provide shelter for at-risk individuals to avoid being exposed to or contracting COVID-19. Project Roomkey allowed for unused hotels and motels to provide temporary non-congregate shelter during the pandemic, and similar properties across the state were made available to be acquired and converted into permanent housing through the Homekey Program. The state and local jurisdictions must use this opportunity to continue providing housing and providing supportive services to the state's most vulnerable populations.

ENDING FAMILY HOMELESSNESS

According to the 2020 Point-In-Time count, families are the fastest-growing segment of Californians experiencing homelessness. The May Revision includes proposals that would address family homelessness over five years by making significant investments in affordable housing for low-income families with children while simultaneously investing in safety-net programs (including CalWORKs), and health services by leveraging Medicaid.

- **Homekey Family Housing**—\$2.75 billion one-time funds over two years for the additional acquisition and rehabilitation of facilities through the Homekey program. Of this amount, \$1 billion is targeted for families experiencing homelessness or at risk for being homeless.
- **Challenge Grants & Technical Assistance**—\$40 million one-time General Fund available over 5 years, for the Homeless Coordinating Financing Council to provide grants and technical assistance to local jurisdictions to develop action plans that will address family homelessness and move the state closer to attaining functional zero family homelessness. Grants will be used to accelerate local jurisdictions' rehousing efforts that can demonstrate cross-system collaboration, multi-funder initiatives, and efforts that coordinate across funding streams and systems. This initiative strengthens the state's continued system-level improvements while local communities work toward eliminating family homelessness in an equitable and holistic manner.

As part of the state's comprehensive approach to ending family homelessness, the May Revision also includes investments for existing Department of Social Services (DSS) programs. These investments will provide intensive support services and housing assistance to help stabilize families, adults, and people with disabilities who experience homelessness over the next three years.

- **DSS Homelessness Supports**—The May Revision includes \$475 million General Fund in both 2021-22 and 2022-23 to expand the existing CalWORKs Housing Support program. This program assists CalWORKs families experiencing homelessness to secure and maintain permanent housing; services include financial assistance and housing related wrap-around supportive services. In addition, the May Revision also includes \$280 million General Fund in both 2021-22 and 2022-23 to expand the existing Bringing Families Home program. This program provides housing-related supports to eligible families experiencing homelessness in the child welfare system.

- **Behavioral Health Continuum Infrastructure**—The Governor's Budget proposed \$750 million one-time General Fund for competitive grants to qualified entities to construct, acquire, and rehabilitate real estate assets to expand the community continuum of behavioral health treatment resources. The May Revision increases the Governor's Budget proposal by \$10 million Coronavirus Fiscal Recovery Fund (CFRF) and shifts \$300 million General Fund to the CFRF. In addition, the May Revision includes \$1.4 billion (\$1.2 billion General Fund and \$220 million CFRF) for the program in 2022-23 (for more information, see the Health and Human Services chapter).

Combined with the \$1.75 billion in funding for HCD's backlogged housing projects and first-time homeownership assistance mentioned earlier in this Chapter, these proposals make housing affordable for families with the greatest need, while investing in intensive supportive services through a family empowerment model that honors a family's goals, aspirations and self-determination and relies on community networks of support. The proposal assumes increased ongoing federal investment in housing vouchers and other long-term investments in housing stability.

NON-CONGREGATE SHELTER TRANSITION TO PERMANENT HOUSING

Non-congregate shelter is proven to be a more effective interim housing intervention than congregate shelter. Since it was launched, Project Roomkey has provided safe shelter from the pandemic to over 36,000 Californians experiencing homelessness, many of whom are still residing in isolation/quarantine hotels. The May Revision includes \$150 million one-time General Fund to support the stability of the state's FEMA-funded non-congregate shelter population and transition of individuals from Project Roomkey into permanent housing following the September 2021 sunset of the federal reimbursement availability from the pandemic.

As the state continues to deploy resources for permanent housing, particularly those that have quickly launched through the Homekey program, this new funding will allow local governments to stabilize their non-congregate shelter sites in the event the federal government does not extend the FEMA cost-share, and transition individuals from Project Roomkey sites into permanent housing to minimize the number of occupants who exit into unsheltered homelessness.

The pandemic provided the state an opportunity through the Homekey Program to acquire and rehabilitate 6,000 units of permanent housing for housing at-risk individuals to avoid the spread of COVID-19. There continues to be strong local demand for more Homekey sites given the advantage of acquiring and utilizing additional permanent

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housing units at a fraction of the time and cost of traditional new permanent housing. The May Revision builds on the continued success of the Homekey model by increasing funding for streamlined acquisitions of a broad array of building and housing types for both individuals and families experiencing homelessness.

The May Revision includes an additional \$2.75 billion in one-time funds over two years, for a total of \$3.5 billion for the Homekey Program. Of this amount, \$1 billion will be specifically targeted to families experiencing homelessness or at risk for being homeless as mentioned above.

SUPPORTING VULNERABLE POPULATIONS

With the number of elderly homeless Americans expected to triple in the next decade and to meet the complex needs of people with disabling conditions, the May Revision includes investments in new and existing programs administered by the Department of Social Services.

- **Housing and Disability Advocacy Program**—\$175 million General Fund annually through 2023-24 to better reach and house individuals who are eligible for but not currently receiving SSI/SSP through benefits advocacy and housing assistance.
- **Home Safe**—\$100 million General Fund annually through 2022-23 for the Home Safe program to provide access to health, safety, and housing supports for individuals involved in or at risk of involvement in Adult Protective Services.
- **Community Care Expansion**—An additional \$250 million one-time federal CFRF, for a total of \$500 million, to the Department of Social Services for competitive grants to qualified county and tribal entities for the acquisition and rehabilitation of adult and senior care facilities for those who are homeless or at-risk of becoming homelessness and have higher level of care needs.
- **Supportive Services for Formerly Homeless Veterans**—\$25 million one-time General Fund for the California Department of Veterans Affairs to administer a competitive grant program to support aging veterans and veterans with disabilities who have experienced chronic homelessness. This program will provide a higher level of on-site supportive services, such as in-home support to help with habitability, peer specialists to encourage veterans to engage in mental health care, and geriatric social workers to identify behavioral issues related to early onset dementia or similar cognitive issues. This program will support residents in permanent supportive housing

projects throughout California, primarily projects supported by Housing and Urban Development–Veterans Administration Supportive Housing (HUD VASH).

EXPANDED CALTRANS COORDINATION AND ADDRESSING ENCAMPMENTS

A portion of the state's unsheltered homeless population lives in encampments along streets and the state's highway system. It is critical that there be a coordinated approach between the state, local governments, and homelessness service providers to manage unhealthy and unsafe encampments and provide solutions to the thousands of unsheltered individuals living on local and state-owned land. The May Revision includes \$53 million in one-time General Fund resources to coordinate encampment outreach services to connect individuals living along California's streets and freeways with critical services, supports, and housing solutions.

- **Encampment Resolution Grants**—\$50 million one-time General Fund for the Homeless Coordinating and Financing Council (HCFC) to partner with local governments and assist them with resolving critical encampments and transitioning individuals into permanent housing.
- **Caltrans Encampment Coordinators**—\$2.7 million one-time General Fund for Caltrans Encampment Coordinators to mitigate safety risks at encampments on state property and to coordinate with the HCFC and local partners to connect these individuals to services and housing. These resources will also help Caltrans coordinate with the cleaning of trash and debris from encampment sites and inspection of encampment sites for potential damage to Caltrans infrastructure.

HOMELESSNESS COORDINATING AND FINANCING COUNCIL—ACCOUNTABILITY

In April 2021, the HCFC launched the first-ever statewide homelessness data warehouse—the Homeless Data Integration System (HDIS). HDIS streamlines homelessness data and analysis by combining information from 44 Continuums of Care into one single point of access.

Greater accountability is needed in the planning and expenditure of homelessness resources. The state and federal government have a role in setting policy and funding, but local governments and Continuums of Care are ultimately responsible for the implementation of these funds and their impact on preventing and ending

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homelessness. Collectively, local governments must move away from strategies that seek to manage the problem and towards true systems-level solutions that prevent and end homelessness.

The May Revision includes \$5.6 million one-time General Fund for HCFC to conduct an assessment of local homelessness service providers and state funded homelessness programs. The assessment will provide a detailed view of the range of services and strategies that are utilized at the local level and help determine if state investments are aligned with local homelessness response systems.

TOTAL HOUSING AND HOMELESSNESS INVESTMENTS

Overall, as the state continues to recover and bolster long-term equity and resiliency, the May Revision continues to build upon its significant investments, in partnership with locals and support from the federal government, to keep expanding stable and affordable housing to individuals and families experiencing homelessness or at risk for homelessness. In total, the May Revision includes more than \$9.3 billion in housing resources and \$6.8 billion in homelessness resources in 2021-22, as detailed below.

2021-22 Affordable Housing Funding
(Dollars in Millions)

Department	Program	Total Funding
Department of Housing and Community Development	American Rescue Plan Act (ARPA) - Recovery and Infrastructure Investments	\$845.0
	Veterans and Affordable Housing Bond Act Programs (Prop 1)	\$556.0
	No Place Like Home Program	\$400.0
	Building Homes and Jobs Fund Programs (SB 2)	\$277.0
	Infill Infrastructure Grant Program Economic Recovery Investment	\$250.0 ^{1/}
	Federal Funded Programs for Housing	\$72.1 ^{2/}
	Veterans Housing and Homelessness Prevention	\$75.0
	Office of Migrant Services	\$35.6
	Various	\$22.0
California Housing Finance Agency ³	Single Family First Mortgage Lending	\$3,000.0
	Multifamily Conduit Lending	\$1,200.0
	Multifamily Permanent Lending	\$410.0
	Single Family Down Payment Assistance	\$260.0
	Mixed-Income Loan Program	\$85.0
	Accessory Dwelling Unit Financing	\$81.0 ^{4/}
	Special Needs Housing Program	\$15.0 ^{5/}
Tax Credit Allocation Committee	Low Income Housing Tax Credits (State)	\$625.0 ^{6/}
	Low Income Housing Tax Credits (Federal)	\$412.7 ^{7/}
	Farmworker Housing Assistance Tax Credits	\$4.2
Strategic Growth Council	Affordable Housing and Sustainable Communities	\$426.0 ^{8/}
Department of Veterans Affairs	CalVet Farm and Home Loan Program (Prop 1)	\$150.0
Judicial Council	Legal Assistance for Renters and Homeowners	\$20.0
Office of Emergency Services	Domestic Violence Housing First Program	\$23.0
	Transitional Housing Program	\$17.0
	Specialized Emergency Housing	\$10.0
	Domestic Violence Assistance, Equality in Prevention and Services, Human Trafficking Victim Assistance, North American Domestic Violence and Sexual Assault	- ^{9/}
California Department of Corrections and Rehabilitation	Specialized Treatment of Optimized Programming, Parolee Service Center, Day Reporting Center, Female Offender Treatment and Employment Program, Proposition 47 Grant Program	- ^{9/}
Department of Public Health	Housing Opportunities for Persons with AIDS (HOPWA)	\$5.0
	Housing Plus Program	\$1.0
	HIV Care Program	- ^{9/}
Total		\$9,277.6

1/ This is in addition to \$124 million in Proposition 1 for IIG.

2/ This amount reflects programs that receive federal funds, such as the Community Development Block Grant program.

3/ CalHFA is self-supporting and its single family and conduit lending programs do not rely on the state General Fund. Funding estimates are based on lending activities from 2019-20, available program resources, volume cap allocation, and multifamily lending pipeline projections.

4/ This is in addition to \$19 million provided for ADU financing from the 2019 Budget Act.

5/ Funding estimate represents voluntary allocations of local Proposition 63 funds from 16 participating counties.

6/ Includes the \$500 million state tax credit which will be appropriated on an annual basis.

7/ This represents the estimated 9 percent tax credits to be allocated, estimated amount of 4 percent credits to be awarded based on current data and remaining bond cap, and new 9 percent federal disaster credits in 2021.

8/ The Affordable Housing and Sustainable Communities program amount reflects 20 percent of projected Cap and Trade revenues.

9/ The state provides a number of wrap-around supportive services through these programs including housing, which cannot be separated from the program's overall budget.

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2021-22 Homelessness Funding
(Dollars in Millions)

Department	Program	2021-22	2022-23	2023-24	Total Proposed at 2021-22 (over 3 years)
Department of Housing and Community Development	Continued Homekey Acquisitions	\$1,750	\$1,750	\$0	\$3,500.0
	Federal Funded Programs for Homelessness	\$139.2	\$139.2	\$139.2	\$417.6 ^{1/}
	Various backlogged projects	\$1,750.0	\$0.0	\$0.0	\$1,750.0 ^{2/}
	Foster Youth Housing Navigators	\$5.0	\$5.0	\$5.0	\$15.0
	Transitional Housing Program	\$8.0	\$8.0	\$8.0	\$24.0
Homeless Coordinating and Financing Council	Homeless Landscape Assessment	\$5.6	\$0.0	\$0.0	\$5.6
	Encampment Resolution Efforts	\$50.3	\$0.0	\$0.0	\$50.3
	Family Homelessness Challenge Grants	\$40.0	\$0.0	\$0.0	\$40.0
Office of Emergency Services	Various Homeless Youth Programs	\$1.0	\$1.0	\$1.0	\$3.0
	Youth Emergency Telephone Network	\$0.6	\$0.6	\$0.6	\$1.8
Department of Social Services	Community Care Expansion	\$500.0	\$500.0	\$0.0	\$1,000.0 ^{3/}
	CalWORKS Housing Support Program	\$570.0	\$475.0	\$0.0	\$1,045.0
	Housing and Disability Advocacy Program	\$200.0	\$175.0	\$175.0	\$550.0
	Bringing Families Home	\$280.0	\$280.0	\$0.0	\$560.0
	Home Safe Program	\$100.0	\$100.0	\$0.0	\$200.0
	Project Roomkey	\$150.0	\$0.0	\$0.0	\$150.0
Department of Health Care Services	Behavioral Health Continuum Infrastructure Program	\$1,005.7	\$1,447.2	\$2.1	\$2,455.0 ^{4/}
	Project for Assistance in the Transition from Homelessness	\$8.8	\$8.8	\$8.8	\$26.4
	California Advancing and Innovating Medi-Cal (CalAIM) (Complementary HHS Proposal)	N/A	N/A	N/A	N/A ^{5/}
Veteran's Affairs	Supportive Services for Formerly Homeless Veterans	\$25.0	\$0.0	\$0.0	\$25.0
Department of Transportation	Homeless Encampment Cleanup on the State Highway System	\$2.7	\$2.7	\$0.0	\$5.4
	Clean up California - additional Hazardous Material Removal	\$25.0	\$25.0	\$25.0	\$75.0
	Hazardous Material Removal at Encampments	\$20.6	\$20.6	\$20.6	\$61.8
California Community Colleges	Basic Needs Funding - Student Hunger and Homelessness Programs	\$100.0	\$100.0	\$100.0	\$300.0 ^{6/}
	Rapid Rehousing	\$9.0	\$9.0	\$9.0	\$27.0 ^{6/}
California State University	Basic Needs Funding - Student Hunger and Homelessness Programs	\$15.0	\$15.0	\$15.0	\$45.0 ^{6/}
	Rapid Rehousing	\$6.5	\$6.5	\$6.5	\$19.5 ^{6/}
University of California	Basic Needs Funding - Student Hunger and Homelessness Programs	\$15.0	\$15.0	\$15.0	\$45.0 ^{6/}
	Rapid Rehousing	\$3.5	\$3.5	\$3.5	\$10.5 ^{6/}
Total		\$6,786.5	\$5,087.1	\$534.3	\$12,407.9

1/ This amount reflects programs that receive federal funds, such as the Emergency Solutions Grant program. 2021-22 funding used as estimate for 2022-23 and 2023-24.

2/ Funding for HCD's backlog of various housing projects. Of the 2,859 units estimated to be developed, 542 will be for homelessness populations.

3/ This proposal includes \$550 million one-time General Fund and \$450 million one-time American Rescue Plan Act of 2021.

4/ Of the \$2.455 billion total funds (\$1.9 billion General Fund and \$530 million CFRF), a minimum of \$250 million one-time General Fund is available for facilities targeted to individuals with a serious mental illness who are deemed Incompetent to Stand Trial on a felony charge and a minimum of \$255 million one-time CFRF is available for facilities targeted to individuals under the age of 26.

5/ For 2021-22: Of the \$1.1 billion for CalAIM (\$520.8 million General Fund), \$187.5 million (\$93.8 million General Fund) is for Enhanced Care Management (ECM), \$47.9 million (\$24.0 million General Fund) is for In-Lieu of Services (ILOS), and \$300 million (\$150 million General Fund) is for ECM-ILOS Incentives. ECM, ILOS and ECM-ILOS Incentive proposals include a number of services, including services targeted to mitigating homelessness.

6/ These Basic Needs funding programs support basic needs partnerships for low-income students facing housing or food insecurity. These amounts exclude basic needs funding provided in the 2021-22 Governor's Budget to address student mental health and digital equity needs. Program funding for Basic Needs and Rapid Rehousing was provided on an ongoing basis in the 2019 Budget Act. The 2021-22 May Revision proposes no change to the level of funding provided.

DATE: June 2, 2021

TO: Homelessness Committee

FROM: Marisa Creter, Executive Director

RE: **LA ALLIANCE FOR HUMAN RIGHTS ET AL. V. CITY OF LOS ANGELES ET AL.**

RECOMMENDED ACTION

For information only.

BACKGROUND

LA Alliance for Human Rights, et al. v. City of Los Angeles, et al. was filed in March 2020 by a group of business owners and residents called the LA Alliance for Human Rights. The Alliance claims the City and County of Los Angeles have failed to protect and provide shelter for people experiencing homelessness. The Court has ordered the City and County to find alternate shelter for people living near freeways and under freeway overpasses. In response, in June, the City and County signed a binding term sheet to provide 6,700 beds within a specified time frame, and services for five years thereafter. These beds will be primarily located in the City of Los Angeles and primarily funded by the County.

In February 2021, a hearing was held in Skid Row in which Judge Carter, who oversees the case, criticized the slow pace of the progress in response to the lawsuit, especially in light of recent rains. He criticized longstanding policy, particularly with respect to the way these policies have affected women, people of color, and those with mental illness.

In response to this, Councilmember Mike Bonin called for the City and County to enter into a consent decree, supervised by a judge. He argued that current structures, including the Los Angeles Homeless Services Authority (LAHSA), are “structurally incapable” and not “nimble or forceful enough” to deliver the response required. If the City and County agree, this decree would end the lawsuit and provide Judge Carter with the ability to order the construction of interim housing or the provision of services.

On April 20, Judge Carter granted a preliminary injunction sought by the plaintiffs ordering the City and County to offer some form of shelter or housing to the entire homeless population of Skid Row by October 2021. The City and County must offer single women and unaccompanied children a place to stay within 90 days, help families within 120 days and finally, by October 18, offer every homeless person on Skid Row housing or shelter. The order also calls for the City to put \$1 billion into an escrow account.

The ruling argues that the City and County of Los Angeles wrongly focused on permanent housing at the expense of more temporary shelter. That element of the order underscores the judge’s skepticism of a core part of Los Angeles’ current strategy to tackle homelessness.

Both the City of Los Angeles and Los Angeles County have announced that they will be appealing the order. Both the City and County also sought a stay of the order, which would delay it from going into effect and would freeze the order until the appeal is decided.

On April 25, Judge Carter denied the request for a stay of the order to offer housing or shelter but agreed to stay the order targeting the money and instead gave the City 60 days until June 24 to develop a plan showing how the \$1 billion would be spent.

CURRENT UPDATES

On May 13, the 9th Circuit Court of Appeals paused the order, issuing a stay in the preliminary injunction until June 15, while a hearing in the case proceeds on May 27. The 9th Circuit also requested additional briefings from the County and the City to be submitted by June 3.

On May 26, a hearing took place to examine agreements between the government entities to provide shelter to individuals living within 500 feet of freeway overpasses and underpasses. The court previously put the preliminary injunction on hold to allow the City and County to develop a plan to provide shelter to those living near highways. At the hearing, Judge Carter postponed a decision about whether to reinstate the May 2020 order, pending the outcome of an audit to be provided by the County in July. Judge Carter set another hearing for August 26, at which time the court will hear testimony from the parties on progress made toward housing those living near highways. At that time, the Judge will further consider whether to reinstate the preliminary injunction. An evidentiary hearing is set for May 27 to discuss what City and County properties are available to house people experiencing homelessness.

Prepared by:



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Approved by:



Marisa Creter
Executive Director