

REPORT FROM

OFFICE OF THE CITY ADMINISTRATIVE OFFICER

Date: June 19, 2018

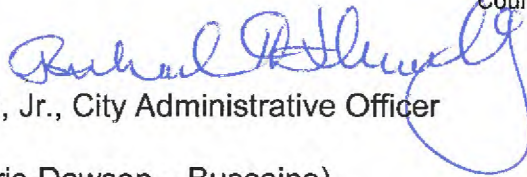
CAO File No. 0220-05151-0034

Council File No. 15-1138-S32

Council District: All

To: The Council

From: Richard H. Llewellyn, Jr., City Administrative Officer



Reference: Motion (Bonin – Harris-Dawson – Buscaino)

Subject: **Shelter System and Framework for an Emergency Response to Homelessness Plan**

RECOMMENDATIONS

That the Council note and file this report inasmuch as it does not contain recommendations.

SUMMARY

This report is submitted in conjunction with the attached Los Angeles Homeless Services Authority (LAHSA) report, dated June 12, 2018, in response to motion (Bonin – Harris-Dawson – Buscaino, C.F. 15-1138-S32). LAHSA's report responds to the motion and includes:

- Current status of the City's shelter system for persons experiencing homelessness;
- LAHSA's housing placement projections;
- Recent changes to shelter that improve long-term housing outcomes;
- LAHSA's efforts to engage additional nonprofits, faith-based organizations, and other agencies in this work; and
- An emergency framework to house all persons experiencing homelessness by December 31, 2018.

This report summarizes the attached LAHSA report briefly and describes City efforts to establish new interim housing facilities, including using public facilities eligible to serve as temporary shelter and safe parking.

BACKGROUND

In February 2016, the City adopted the Comprehensive Homeless Strategy (CHS), which outlines a multi-pronged approach to address homelessness (C.F. 15-1138-S1). The shelter-specific strategies instruct LAHSA to report on the personnel, shelter standards, and additional beds required to transform the City's existing shelter system into bridge housing and to year-round 24/7 facilities (Strategy 7A), and instruct the City Administrative Officer (CAO), the Chief Legislative Analyst (CLA), LAHSA, and the Housing and Community Investment Department (HCID) to expand shelter capacity and improve access to emergency shelter (Strategy 7O).

The 2018 Homeless Point-in-Time (PIT) Count, conducted in January 2018, reported 31,516 individuals experiencing homelessness in the City of Los Angeles, 23,114 or 73% of these individuals are unsheltered. The motion cites the need to develop a plan in response to this urgent need for shelter.

SUMMARY OF LAHSA REPORT

Interim Housing Inventory

Interim housing is a global term used to describe temporary housing solutions including crisis and bridge housing (stays ranging between 30 days and six months) and Winter Shelter (crisis housing that operates from Dec. 1 to March 31 each year); it does not include transitional housing (stays of up to two years for adults and three for youth). Each year, LAHSA prepares a Housing Inventory Count (HIC), which identifies all temporary and permanent beds for homeless and formerly homeless persons available throughout the City, including, but not limited to, LAHSA-contracted beds. The motion requests this information for fiscal years (FYs) 2015-16, 2016-17, and 2017-18.

The attached LAHSA report describes the number and type of interim beds available for FYs 2015-16 and 2016-17. While the 2018 HIC is not scheduled to be released until later this summer, LAHSA provides estimates of the number of beds that have been added in the City in FY 2017-18. The LAHSA report describes these beds according to population served (families and adults & youth).

Persons Housed, Current Fiscal Year

LAHSA-contracted beds amount to 2,384 (38%) of the total 6,309 City interim housing beds reported in FY 2016-17. The balance of beds is funded by the Los Angeles County Departments of Mental Health and Health Services, or from private sources. 1,753 of LAHSA-contracted beds are operated year-round and 631 are Winter Shelter beds. LAHSA also contracts 654 of the 3,893 transitional housing beds Citywide. LAHSA estimates that these programs will serve 6,820 individuals and 1,878 families in the City in FY 2017-18.

Improvements to Shelter Operations

Over the last three years, LAHSA has implemented new contractual requirements to improve access to interim housing and strengthen the connections to permanent housing. Prior to 2016, LAHSA-contracted interim housing facilities:

- Operated only 14 hours per day;
- Beds were provided on a first-come, first-served basis;
- Clients were required to leave each morning, with no guarantee that they would have access to a bed that night; and
- Funding was insufficient to allow service providers resources to effectively assist clients with referrals to other programs or services.

Beginning in FY 2016-17, contracts for all City-funded interim beds (with the exception of Winter Shelter):

- Began operating 24 hours per day, 7 days per week.

- Received increased funding per bed per night;
- Implemented broader eligibility requirements for access to crisis housing;
- Allowed for reserved bridge housing beds;
- Expanded provisions for accommodating service and companion animals; and
- Standardized adherence to Housing First and Harm Reduction policies.

Expand Interim Housing through Non-Profit or Faith-Based Agencies

LAHSA reports that outreach, technical assistance, and other efforts have been implemented to expand the population of interim housing providers. These efforts, targeting faith-based and non-profit agencies and other non-governmental organizations, include:

- **New Request for Statement of Qualification (RFSQ) process:**
This new process streamlines the application process to help more agencies qualify for funding. Since the RFSQ was implemented, 104 agencies have been certified, 33 (31%) of which had never before contracted with LAHSA.
- **Technical assistance:**
This service assists agencies to develop the infrastructure necessary to demonstrate the ability to effectively administer LAHSA-funded programs. Assistance is available to existing and potential service providers, including faith-based institutions and providers that are not yet RFSQ-certified.
- **Safe Parking pilot programs:**
The City-funded Safe Parking Pilot operates on a church parking lot and LAHSA is working with additional faith-based agencies that have expressed interest in providing locations for Safe Parking.

Emergency Framework to House the City's Unsheltered Population

The LAHSA report provides recommendations for a framework for an emergency response to unsheltered homelessness. The framework estimates that sheltering the City's entire unsheltered population (based on the 2018 Greater Los Angeles Homeless Count), would require 19,647 to 23,114 new interim housing beds. In order to shelter only the non-vehicle-dwelling, unsheltered population in the City, 12,014 to 14,134 new beds would be needed.

The LAHSA report estimates that at least 121 sites with 100 beds each would be needed to provide shelter for the non-vehicle-dwelling unsheltered population. This is based on LAHSA's experience that the vehicle-dwelling population and 15% of the unsheltered population are unlikely to accept interim housing. LAHSA estimates the total cost to establish these sites is \$403,396,301, which includes \$90.5 million for pro-rated first-year operating costs, \$169.4 million for capital improvements (\$1.4 million per site), and other start-up and administrative costs.

LAHSA also reports that interim housing providers operating new facilities would need to hire at least 1,452 new staff members. This is roughly equal to the total number of positions already created as a result of the significant homeless service expansion over the past two fiscal years. As a result, LAHSA estimates agencies would need significant capacity building assistance to hire and manage these new staff, costing an estimated \$9,316,758 in the first year.

CONSIDERATION OF PUBLIC FACILITIES

In response to the Motion, this Office gathered information from the Department of Transportation (DOT) to identify City-owned parking lots that may be suitable for permanent or temporary housing or for safe parking programs. This office also met with representatives from the Emergency Management Department (EMD), the Department of Recreation and Parks (RAP), and the American Red Cross (ARC) regarding the City’s procedures for establishing emergency/disaster shelters on RAP property.

Department of Transportation Parking Lots

The CAO’s Asset Management Group has worked extensively with the DOT to identify parking lots suitable for permanent and interim housing facilities as well as safe parking.

Parking Lots for Interim Housing in Temporary Structures

The Interim Housing and Temporary Structures Working Group (discussed later in this report) has established that a minimum lot size of 20,000 square feet is needed to establish a 70-bed interim housing facility, with on-site amenities including hygiene facilities, dining areas, personal storage, space for companion animals, and staff and case management office space. The table below summarizes the number of surface lots meeting this criteria and the estimated total number of beds that could be established if all of these lots were used for interim housing. It must be noted that further site review, including in-person site visits, property surveys, and lot utilization analyses would be required in order to determine whether any of these properties would be suitable for this purpose.

City Parking Lots 20,000 Square Feet or Greater in Size		
Council District	No. of Surface Lots¹	Estimated Bed Count²
1	3	210
2	1	70
3	4	280
6	5	420
8	2	140
9	1	70
10	6	630
11	3	700
13	3	280
14	2	140
15	2	140
Total	32	3,080

¹ Number of surface lots greater than or equal to 20,000 square feet.

² Assuming 70 beds per every 20,000 square feet.

Parking Lots for Safe Parking

To estimate capacity, we also identified the DOT parking lots with 30 or more parking spaces

(including the lots of 20,000 sq. ft. or more listed above), which is the minimum number of spaces for a safe parking program recommended by LAHSA. The table below summarizes the lots meeting this criterion by council district and the estimated number of vehicle-dwelling households that could be served. As with temporary structures, further site review, including in-person site visits, would be required in order to fully determine whether a specific lot would be able to support a safe parking program. Additionally, funds would need to be identified to support program operations.

City Parking Lots with 30 Spaces or More

Council District	No. of Lots¹	Estimated Vehicles Served²
1	14	393
2	4	274
3	7	178
4	6	250
5	5	409
6	7	468
8	4	99
9	1	29
10	6	268
11	10	332
13	10	2139
14	5	286
15	7	191
Total	86	5,316

¹ All structures and surface lots with 30 parking spots or more.

² Assuming 2 spaces for hygiene trailers, and 1 vehicle for every 2 spaces.

Recreation and Parks Locations

In cooperation with EMD, RAP, ARC, the Department on Disability (DOD), the Animal Services Department (ASD), and the Los Angeles Unified School District (LAUSD), the City has developed mass care and shelter plans for various emergency and disaster scenarios. As part of these plans, EMD and RAP have co-developed a list of “pre-qualified” RAP-owned or operated properties (recreation centers, senior centers, etc.) that may be considered for activation as shelter in the event of an emergency, based on their level of accessibility (notably with regards to Americans with Disabilities Act standards) and the amenities available at each location (restrooms, showers, etc.). In the event of an emergency, EMD and RAP select shelter locations from this list. These locations must then be inspected by the DOD and the Los Angeles County Department of Public Health in order to be activated.

There are approximately 49 sites on the pre-qualified list that EMD and RAP estimate would require minimal modifications to be used as temporary shelters in the event of an emergency. The distribution of these sites by Council District and estimated bed count is summarized below:

Pre-Qualified RAP Sites for Temporary Shelter

Council District	Facilities with 0-100 beds		Facilities with 101-200 beds		Facilities with 201+ beds		All Facilities	
	No. of Facilities	Estimated Bed Count	No. of Facilities	Estimated Bed Count	No. of Facilities	Estimated Bed Count	Total No. of Facilities	Estimated Bed Count
1	2	128	0	-	0	-	2	128
2	0	-	1	150	0	-	1	150
3	1	80	0	-	0	-	1	80
4	1	78	0	-	1	299	2	377
5	0	-	2	305	1	290	3	595
6	1	25	4	608	0	-	5	633
7	0	-	1	112	0	-	1	112
8	3	170	1	137	0	-	4	307
9	2	118	4	607	1	656	7	1,381
10	0	-	2	335	3	1,081	5	1,416
11	2	150	1	175	0	-	3	325
12	1	77	2	233	0	-	3	310
13	2	50	3	474	0	-	5	524
14	0	-	2	324	0	-	2	324
15	3	183	2	279	0	-	5	462
Grand Total	18	1,059	25	3,739	5	2,036	49	7,124

Sites included in the mass care and shelter plans are evaluated for ability to serve as temporary shelter for up to two weeks. In the event of a natural disaster, displaced individuals typically obtain suitable replacement housing within a few weeks through private insurance or safety-net programs, such as the Federal Emergency Management Agency. Unsheltered homeless persons typically need much longer than two weeks to resolve their homelessness. While the ARC manages City shelters established for persons displaced by natural disasters, the agency has confirmed that this model is substantially different from crisis housing for the homeless and has indicated that they are not prepared to operate this type of shelter.

Additionally, RAP reports that activating any RAP facility to serve as a shelter would require all community programming to be cancelled, displacing all part-time staff for the duration of the program. On average, 16-30 part-time staff would be displaced at each site, and 18-30 programs a week would be cancelled. Maintenance staff would need to be redirected to support shelter operations, causing a disruption in services to their regularly assigned locations. RAP would continue to incur daily costs to support shelter operations, approximately \$2,700 per 24-hour period, and incur an \$8,000 professional clean-up cost to prepare each site to reopen as a recreation facility when shelter operations cease.

CITY EFFORTS TO ESTABLISH NEW INTERIM HOUSING FACILITIES

In November 2017, in response to the immediate need for interim housing facilities while City-financed supportive housing units are being constructed, the Mayor's office and the CAO began convening an Interim Housing and Temporary Structures Working Group. The working group includes staff representing the City Attorney's Office, the CLA, LAHSA, Public Works Bureau of Engineering, Bureau of Sanitation, Planning, LADWP, General Services, Building and Safety, and Fire, to explore options to use temporary structures (e.g. trailers, large tension membrane structures) to more quickly establish interim housing facilities. The first of these interim shelters is set to open at the El Pueblo Historical Monument's Parking Lot 5 in Council District 14 in August 2018.

On May 21, 2018, the City Council approved the Mayor's proposed FY 2018-19 City budget, which included \$20 million for the Crisis and Bridge Housing Fund to establish interim housing facilities on City-owned or other public and private sites throughout the City. Moreover, the City

Council added \$10 million to the budget to support this effort and other homeless programs. The Interim Housing and Temporary Structures Working Group has already started feasibility assessments of a number of sites that could be funded by this effort.

The City is working closely with LAHSA and the County Homeless Initiative to ensure that the services in these new facilities are designed to promote permanent housing outcomes for the homeless populations served.

In addition to this effort, the Proposition HHH Facilities Program FY 2018-19 Project Expenditure Plan will fund seven (7) projects that will create 196 interim housing beds, which will begin construction in FY 2018-19 (C.F. 17-0090-S6).

Moreover, the Fiscal Year 2018-19 State budget, awaiting the Governor's signature, also includes \$150 million for one-time uses, including interim housing, to address homelessness in LA County. The City's estimated share of these funds is approximately \$85 million. Proposed spending plans for these funds are due to the State by December 31, 2018 and the State will make the first awards by January 31, 2019. 50% of funds must be obligated by January 1, 2020 and 100% must be obligated by June 30, 2021.

While these efforts will not create the number of beds described in LAHSA's recommended emergency response framework, we estimate that they will result in hundreds of new interim housing beds becoming available in FYs 2018-19 and 2019-20. The need for further interim housing expansion can be reevaluated once the new state and local funds described in this report have been fully expended.

Attachment

RHL:YC:MB:SRB:16180013



Peter Lynn
Executive Director

DATE: June 18, 2018
TO: Homelessness and Poverty Committee
FROM: *PD* Paul Duncan, Associate Director of Procurement and Performance Management
cc: Meg Barclay, Homelessness Coordinator, Office of the City Administrative Officer
Peter Lynn, Executive Director
LAHSA Commission
RE: REPORT ON EMERGENCY FRAMEWORK TO HOMELESSNESS PLAN
Council File: 15-1138-S32

Board of Commissioners

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Mitchell Kamin

Lawson Martin

Irene Muro

Booker Pearson

Kelvin Sauts

Jacqueline Waggoner

I am pleased to transmit the enclosed report detailing an emergency response to homelessness provided by the Los Angeles Homeless Services Authority (LAHSA).

The report discusses the state of shelters in the City of Los Angeles, including how many and what percentage of the City's homeless population are currently being sheltered, and what current plans are to provide interim housing over the next three fiscal years. This report also details recent advances and improvements in replacing barracks-style emergency shelters with the type of low-barrier interim housing that is shown to more effectively connect persons experiencing homelessness with permanent housing.

LAHSA has also quantified the cost and resources needed to provide interim housing to all persons experiencing unsheltered homelessness in the City of Los Angeles. Recognizing that marshalling the necessary resources to address this issue requires more than government agencies alone, the report also discusses efforts currently underway to engage houses of worship and faith communities, along with non-profit organizations, to provide interim housing on their premises.

Please direct any questions or concerns to me at pduncan@lahsa.org or 213-683-3333.

PD:jp;jd:av

Enclosed report

Administrative Office

811 Wilshire Blvd.
6th Floor
Los Angeles, CA 90017

213 683.3333 - PH

213 692.0093 - FX

213 553.8488 - TY

www.lahsa.org



Los Angeles Homeless Services Authority

Report to the City of Los Angeles Homelessness and Poverty Committee
An Interim Housing-Based Framework for an Emergency Response to
Homelessness

June 18, 2018

INTRODUCTION

Over the last several years, the number of unsheltered persons experiencing homelessness in the City of Los Angeles increased, rising 43% from 17,687 in 2015 to 25,237 in 2017 before declining 8% in 2018 to 23,114. Over that period, the percentage of persons experiencing homelessness that are sheltered declined from 31% in 2015 to 24% in 2017 before rising slightly to 27% in 2018. The total number of persons that were sheltered increased over that period from 7,999 in 2015 to 8,952 in 2017 before declining to 8,402 in 2018. In response to the high number of persons that now experience unsheltered homelessness, the City Council approved [Motion 15-1138-S32](#) which seeks to enumerate the number of interim housing beds available and needed to address unsheltered homelessness in the entirety of the City.

This report addresses the data and questions contained within the motion. The report includes information on:

- A. The number and percentage of persons experiencing homelessness in the City of Los Angeles that are provided interim housing
- B. The number and percentage of the homeless population that the Los Angeles Homeless Services Authority (LAHSA) expects to house and provide interim housing by the end of the current fiscal year, as well as remarks discussing plans for the coming three fiscal years
- C. The number and types of interim housing beds made available over the last two fiscal years
- D. The steps that have been taken to create low-barrier, 24-hour interim housing that connects persons to permanent housing
- E. The steps taken to engage the broader community, including houses of worship and non-profits, to participate and provide interim housing, including recommendations for storage and other services to address needs associated with unsheltered homelessness.
- F. A framework and plan for an emergency response to homelessness which describes what steps and funding are needed to provide interim housing to all persons experiencing unsheltered homelessness in the City.

The enclosed report does not contain a full implementation plan for providing interim housing but rather provides initial estimates on the number of beds and units, costs, and associated programming needed to provide interim housing for the entirety of the City of Los Angeles unsheltered population.

GLOSSARY OF TERMS

For the purposes of this report, a variety of terms will be used. These terms include:

- Interim housing: An umbrella term for temporary housing, often referred to as emergency shelter. Within the umbrella of interim housing in the City of Los Angeles, three types exist: crisis housing, bridge housing, and winter shelter.
 - Crisis housing: Short term, emergency shelter for participants who are homeless or at imminent risk of homelessness.
 - Bridge housing: Safe, low-barrier and supportive twenty-four-hour housing for participants experiencing homelessness. While residing in bridge housing, participants

are assessed and work in collaboration with the coordinated entry system to be connected to permanent housing solutions.

- Winter shelter: Temporary interim housing sites throughout the City of Los Angeles, which typically operate from December 1 to March 31 of the following year.
- Transitional housing: Consists of site-based units intended to serve individuals and facilitate their transition from homelessness to successfully moving to and maintaining permanent housing, with typical stays of two years for adults and three years for youth. Transitional housing is intended, in and of itself, to resolve homelessness, and as such, is not classified by LAHSA as a type of interim housing.
- Permanent housing: A long-term housing solution. This can include permanent supportive housing, rapid re-housing, or other interventions in which the person experiencing homelessness exits homelessness.

A. CURRENT AVAILABILITY OF INTERIM HOUSING IN THE CITY OF LOS ANGELES

At the end of 2017, the total interim housing bed inventory for the City was 6,309 and included beds funded by sources other than LAHSA. In addition, there were 3,893 beds of transitional housing, for a total of 10,202 interim and transitional housing beds. Concurrently, the City had a population of 34,189 persons experiencing homelessness on any given night,¹ including those in interim housing, meaning the city’s current total shelter portfolio at maximum has the capacity to serve 29.8% of individuals experiencing homelessness.

Of this total of 6,309 interim housing beds, 2,384 are administered by LAHSA (see Section B below), accounting for 38% of all interim housing beds in the City. In addition, there are 3,893 transitional housing beds in the City, with LAHSA administering 654 transitional housing beds and units, or 17% of the total transitional housing beds. Although for the purposes of this report, the primary focus is on three primary types of interim housing: crisis housing, bridge housing, and winter shelter beds. Table 1 below indicates all known interim and transitional housing beds within the City as identified by the 2017 Housing Inventory Count (HIC). The full interim housing inventory for FY 17-18 is not yet available, as the 2018 Housing Inventory Count is still being finalized.

Table 1: All Interim and Transitional Housing Beds, City of Los Angeles, FY 16-17				
Shelter Type	Family Beds	Individual Adults and Youth Beds	Winter Shelter Beds	Total Beds
Interim Housing: Crisis and Bridge	2,948	2,679	682	6,309
Transitional Housing	770	3,123	0	3,893
City of Los Angeles Total	3,718	5,802	682	10,202

Data obtained from the 2017 Housing Inventory Count (HIC).

¹ According to the 2017 Greater Los Angeles Homeless Count, which is a point-in-time count conducted over three nights in January 2017.

B. LAHSA INTERIM HOUSING PROJECTIONS FOR CURRENT AND FUTURE FISCAL YEARS

Current Capacity: Individual Adults and Youth

At present, LAHSA provides funding and administration for 2,384 interim housing beds, which consists of 1,753 year-round beds and 631 Winter Shelter Beds, which typically operate from December 1 through March 31. In addition to these interim housing beds, LAHSA funds and administers transitional housing, consisting of 483 beds for youth and single adults, along with 171 units for families. In total, LAHSA funds 3,140 interim and transitional beds and units for youth, single adults, and families within the City of Los Angeles.

In addition, a recent Request for Proposals (RFP) awarded 75 new trauma-informed beds for women, which will begin operations before the end of FY 17-18; these beds are not yet in operation and are excluded from the inventory of LAHSA beds listed in the table below. See table 2 below:

Type of Bed	Number of Beds	Estimated Number of Persons to be Served	Estimated Number of Persons to Be Placed in Permanent Housing
Interim Housing: Crisis & Bridge	1,753	5,706	1,085
Transitional Housing	483	483	193
Winter Shelter	631	631	32
Total	2,867	6,820	1,310

Data obtained from LAHSA contracts with interim housing providers.

Under LAHSA contracts, each interim housing bed that is classified as crisis housing is required to serve a minimum of four persons per year, while each interim housing bed classified as bridge housing is required to serve a minimum of two persons per year. Given this current bed capacity, a minimum of 7,108 adults and youth will be served by the end of the fiscal year. Transitional housing can serve individuals for up to two to three years and are thus projected to serve only one person annually.

In addition, the table above provides estimates on the number of persons expected to be placed in permanent housing. These estimates are based on recent year outcomes achieved in connecting interim and transitional housing participants with permanent housing. According to recent outcomes in interim housing, approximately 15% of crisis housing participants exit to permanent housing, 25% of bridge housing participants exit to permanent housing, and 5% of winter shelter program participants exit to permanent housing. For transitional housing, approximately 40% of participants exit to permanent housing.

Current Capacity: Families

Within the family system, LAHSA has provided funding to agencies to ensure all families experiencing homelessness are able to access interim housing. Within the City, there are 102 units of site-based interim housing and additional funding to support families with motel vouchers. The number of total units of interim housing for families, therefore, fluctuates based upon need and utilization of motel vouchers. In December 2017, agencies funded by LAHSA that operate within the City were sheltering 938 families,

though this number changes month to month. Additionally, LAHSA also provides funding for families in 171 units of Transitional Housing. The number of beds per unit fluctuates based upon family composition. However, based on historical occupancy data, each unit represents approximately 3.3 persons served. See table 3 below:

Table 3: LAHSA-Funded Family Interim and Transitional Housing Beds, FY 17-18			
City of Los Angeles			
Type of Bed	Number of Beds	Estimated number of families to be served	Estimated Number of Persons to Be Placed in Permanent Housing
Interim Housing: Crisis & Bridge	102	204	38
Transitional Housing	171	171	68
Interim Housing: Motel Vouchers	Based on need	1,503	225
Total	N/A	1,878	331

In addition, the table above provides estimates on the number of family members expected to be placed in permanent housing. These estimates are based on recent outcomes achieved in connecting interim housing participants with permanent housing. According to recent year outcomes, approximately 15% of crisis housing participants exited to permanent housing, 25% of bridge housing participants exited to permanent housing, 40% of transitional housing participants exited to permanent housing, and approximately 15% of motel voucher recipients exited to permanent housing.

Future Fiscal Years

Los Angeles County-Funded Sites

As part of Los Angeles County’s efforts to address homelessness, the Los Angeles County Homeless Initiative developed an array of policy options as part of the “Approved Strategies to Combat Homelessness.” Measure H, the County’s ¼ cent sales tax to provide funding for address homelessness, is bringing additional resources to interim housing through several of the approved strategies. These strategies include:

- Strategy B3: Expand Rapid Re-Housing
- Strategy B7: Interim/Bridge Housing for Those Exiting Institutions
- Strategy D7: Services and Subsidies for Permanent Supportive Housing
- Strategy E8: Enhance the Emergency Shelter System

Through the Measure H revenue planning process, there is a FY 18-19 funding recommendation for interim housing, which was approved by the Los Angeles County Board of Supervisors on May 15, 2018. Under this recommendation, 2,344 new interim housing beds will be funded. New interim housing beds created will be procured through LAHSA and the Los Angeles County Department of Health Services (DHS).

Flexibility in funding for Rapid Re-Housing and Permanent Supportive Housing through Measure H will provide 3,008 participants with up to three months of interim housing assistance while they work to locate and secure permanent housing—this will come in form of 752 beds, each serving four participants annually. Measure H will also fund 200 beds of bridge housing for individuals and youth exiting institutions

and 125 beds of interim housing for individuals, families, and youth that are enrolled in permanent supportive housing programs (PSH) and awaiting placement. Finally, Measure H Strategy E8 (Enhance the Emergency Shelter System), an additional 1,267 beds will be funded. See table 4 on the following page.

Type of Beds	Funding Source	Number of Beds
Bridge Housing for RRH Participants	Measure H: Strategy B3	752
Bridge Housing for Those Exiting Institutions	Measure H: Strategy B7	200
Crisis Housing for Families, Individuals, Youth	Measure H: Strategy E8	1,267
Bridge Housing for PSH Participants	Measure H: Strategy D7	125
Total		2,344

*Table does not include County-funded interim housing beds that are funded by sources other than Measure H. The number of these potential beds is unknown at this time.

As the goal of Measure H funding is to provide a countywide distribution of funding, LAHSA cannot currently project what percentage of new Measure H-funded beds will be located within the City. With interim housing beds projected to open at a faster rate in FY 18-19, LAHSA is uncertain if additional interim housing beds will be approved under Measure H in the FY 19-20 and FY 20-21 rounds of funding.

In addition to Measure H, the County health agencies have identified funding sources to add an additional 906 interim housing beds in FY 18-19 outside of Measure H funding, although LAHSA is unable to project what portion of these beds will be located in the City of Los Angeles at this time. These beds are funded through sources such as the State’s Mental Health Services Act (MHSA), as well as AB 109 funding and administered by the County Department of Health Services (DHS), the County Department of Public Health, and the County Department of Mental Health (DMH).

Other City of Los Angeles Sites

There are two additional sites that are currently being developed by the City that will begin operation of additional interim housing beds in FY 18-19. There are 45 beds at the El Pueblo Lot 5 site, which will be harm reduction trauma-informed beds and are expected to begin operating in July 2018. Finally, another 30 beds are planned at the Gardner Library in Council District 4; these are trauma-informed beds for women which will open in late FY 18-19. In addition, sites in multiple Council Districts are being evaluated in response to the launch of the “A Bridge to Home” program, although bed numbers and site information is not yet available.

C. NUMBER AND TYPE OF INTERIM BED AVAILABILITY OVER LAST THREE FISCAL YEARS

FY 15-16 and FY 16-17 Interim Bed Availability

Over FY 15-16 and FY 16-17, the number of known interim housing beds within the City of Los Angeles, as determined by the annual HIC, has expanded significantly. This includes interim housing administered by LAHSA and funded by the City, as well as interim housing administered and/or funded by other sources. See tables 5 and 6 on the following page:

Table 5: All Interim and Transitional Housing Beds, City of Los Angeles FY 15-16					
Shelter Type	Family Units	Individual Beds	Unaccompanied Minor Beds	Winter Shelter Beds	Total Beds
Interim Housing	1,819	1,976	47	1,099	4,941
Transitional Housing	1,767	3,127	20	0	4,914
City of Los Angeles Total	3,568	5,103	67	1,099	9,855

Table 6: All Interim and Transitional Housing Beds, City of Los Angeles FY 16-17					
Shelter Type	Family Units	Individual Beds	Unaccompanied Minor Beds	Winter Shelter Beds	Total Beds
Interim Housing	2,948	2,616	63	682	6,309
Transitional Housing	770	3,111	12	0	3,893
City of Los Angeles Total	3,718	5,727	75	682	10,201

FY 17-18 Interim Bed Availability

The total number of known interim housing beds for the FY 17-18 period is not yet available, as this year’s Housing Inventory Count data is still being reviewed; as such, LAHSA is still gathering data on interim housing administered by other agencies and organizations.

LAHSA can report, however, that the interim housing portfolio administered by LAHSA within the City of Los Angeles has increased during the FY 17-18 period. Interim housing was expanded in FY 17-18 through the release of three requests for proposals (RFPs):

- Coordinated Entry System (CES) for Families for 580 crisis and bridge beds set aside for families experiencing homelessness. The nature of the family system expansion was such that it allowed providers to place families in motels and other sites outside of their Service Planning Area (SPA) in order to ensure access to interim housing; as such, LAHSA is unable to provide the number of beds located within the City of Los Angeles for this RFP at this time.
- CES Expansion for 534 total beds consisting of 390 crisis and bridge beds and 144 transitional beds. Of these beds, a total of 248 are located within the City of Los Angeles, with 110 crisis housing beds, 72 bridge housing beds, and 66 transitional housing beds for Transition Age Youth (TAY) located within the City of Los Angeles.
- Bridge Housing for Women for 200 total beds, 115 of which were awarded through the RFP and 85 of which were awarded through action taken by the Los Angeles County Board of Supervisors. Of these 200 beds, 100 will be located within the City of Los Angeles.

D. LOWERING BARRIERS TO INTERIM HOUSING AND CONNECTIONS TO PERMANENT HOUSING

Bridge and Crisis Housing

In addition to increasing the number of beds and units serving as interim housing, LAHSA has continuously worked to improve access to interim housing as well as the connections to permanent housing through interim housing sites to ensure long-term housing placements.

Prior to 2016, LAHSA-funded interim housing operated off a model of first-come, first-served, 14-hour programs where people experiencing homelessness had to leave each morning and return that evening, unsure of whether they would have a bed to sleep in that night. This model contributed to instability for participants while limiting the amount of time spent with case management staff to work toward permanent housing goals.

The Bridge Housing component was initially created in 2015 (then known as Reserved Crisis Housing) to counter this instability and reserve beds for chronically homeless persons who were identified and prioritized for permanent housing through the Coordinated Entry System but were still waiting for additional documentation, approvals, or matching to a specific unit. Just over 100 of these beds were funded by the City through LAHSA's Crisis Housing and Supportive Services RFP (110 total beds). Through the RFP, Crisis Housing (traditional interim housing) beds were funded at a rate of \$20 per night for 14-hour operations, while Reserved Crisis Housing beds (now referred to as Bridge Housing beds) were funded at a rate of \$25 per night for 24-hour operations.

With support from the City, LAHSA increased nightly bed rates for all interim housing programs to \$30 per night beginning in FY 2016-2017, which allowed for interim housing to remain open 24 hours per day, seven days per week. At present, all but one of LAHSA-funded year-round interim housing within the City operate on a 24-hour basis.² Additional enhancements were made to the interim housing system during the FY 16-17 period by re-tooling the Crisis and Bridge Housing system through the release of the 2016 Coordinated Entry System (CES) RFP. The Crisis and Bridge Housing model funded through LAHSA's 2016 CES RFP allowed interim housing providers to have flexibility in serving participants.

This flexibility was built into the interim housing programs in attempts to accomplish the twin goals of:

- Increasing accessibility to interim housing (Crisis Housing being a low-barrier, safe and stable landing ground for homeless persons); and to
- Utilize interim housing as a component of CES to facilitate permanent housing placement for homeless persons through intentional use of bridge housing beds to target persons matched to housing.

Both Crisis and Bridge Housing are both designed to provide safe, low-barrier, supportive, 24-hour residence to individuals experiencing homelessness, while they are assisted as quickly as possible into permanent housing. Both program types work in collaboration with LAHSA and the CES for homeless individuals in the Los Angeles Continuum of Care (LA CoC). An interim housing participant can begin at the bridge level of services or begin in a crisis bed and convert to the bridge program after 30 days.

The Crisis Housing component of the interim housing program had broad eligibility requirements and a 30-day residency limit. These beds were to be utilized by anyone experiencing a housing crisis. Staff were given guidance to provide "light touch" case management and linkages to other resources. If a person

² One of LAHSA's year-round sites operates out of an active church. As such, during the hours when the church is in operation, the site is unable to offer shelter services on account of space limitations.

remained in interim housing consistently for 30 days, the bed they were using would then convert to bridge housing, and would function according to the Bridge Housing program design.

Through the 2016 RFP, Bridge Housing was designed with the intention of having service provider organizations reserve beds for persons found to have high-acuity needs that had not yet been matched with a housing resource, were exiting an institution, or in the crisis housing component for 30 days. Bridge Housing participants were to receive more intensive housing navigation and case management services with stays in interim housing up to 90 days with possible extensions. Additionally, if Bridge Housing participants missed a night in their interim housing site, they were not automatically exited from the program, but instead had the bed reserved for them.

Lowering Barriers to Interim Housing Through Harm Reduction and Housing First Models

In addition to the enhancements to programming as a result of the shift to the Crisis and Bridge Housing model, a number of steps were taken to reduce barriers to entry into interim housing programs. LAHSA has worked diligently with interim housing operators to review and amend program policies, procedures, and rules that limit access to interim housing and result in persons cycling back into homelessness prior to securing permanent housing. It is LAHSA's policy that all interim housing facilities are low-barrier to the greatest extent possible. LAHSA has adopted Housing First and Harm Reduction policies as standard requirements for all programs it administers and continuously offers training and support to service providers to ensure adherence to Housing First and Harm Reduction models for service delivery.

In LAHSA's Crisis and Bridge housing settings, harm reduction is intended to prevent a participant's termination from the program based solely on his or her inability to stop using drugs or alcohol or failure to take prescribed medications. Crisis and Bridge Housing programs must utilize all interventions possible, short of termination from the program, to enable the participant to reduce or minimize their risky behaviors while at the same time assisting them to move into and become stabilized in permanent housing. It is also LAHSA policy that providers make reasonable accommodations for interim housing participants. This practice refers to requiring providers to make adjustments and changes to ensure that participants can be served by interim housing, such as ensuring that a person with a physical disability can be given an accessible bed, or waiving a no-pet rule for a participant with a service animal.

Service animals play an important role in supporting people with disabilities and it is LAHSA policy to welcome any animal trained to assist a person with a disability. All agencies must be committed to having policies, procedures, and practices to permit the use of service animals by clients with disabilities.

LAHSA and its providers also recognize the importance of animal companionship for many people who are experiencing homelessness, and are working with our partners to inform our interim housing residents with pets of the resources that are available to them. Through the *Los Angeles County's Approved Strategies to Combat Homelessness*, Strategy E8 has included funding for interim housing operators to purchase pet crates, leashes, pet food, and facility improvements.

LAHSA has also adopted a policy to implement HUD's Equal Access Final Rule into the programming and operations of its interim housing programs. LAHSA requires Crisis and Bridge Housing programs make available without regard to actual or perceived sexual orientation, gender identity or marital status equal access to facilities, benefits, accommodations, and services. Contractors must provide access to programs in accordance with gender identity, not by gender assigned at birth, including assignments in gender-segregated dorms. Contractors must provide services in accordance with gender identity and must

provide reasonable accommodations when possible. Contractors must ensure that individuals are not subjected to intrusive questioning or asked to provide documentation as proof. Contractors must provide an equal access policy to all participants upon program entry and the equal access policy must be posted in facility common areas.

Storage and Other Facilities to Complement Interim Housing

LAHSA recommends continuing the efforts aligned with the City's Comprehensive Homelessness Strategy that encourage additional use of storage and other services to complement efforts to provide interim housing and permanent housing to people experiencing unsheltered homelessness. These include *Strategy 6A: Co-Locate Homeless Services Within Homeless Storage Facilities and Create New Facilities*, and *Strategy 6E: Evaluate Homeless Navigation Centers*.

Currently, service provider Chrysalis operates "The Bin," a storage program for individuals experiencing homelessness in downtown. The Bin has both voluntary storage (seven day storage options), as well as mandatory storage for persons whose belongings are seized by city authorities (90 day storage). The Bin has a total of 1,426 bins, each totaling 60-gallons, where individuals experiencing homelessness can access their personal belongings seven days a week. By coupling storage with interim housing and services, individuals experiencing homelessness are provided an alternative to leaving their belongings on the street, which reduces risk of theft and loss of important documents needed for individuals to be admitted into permanent housing.

Additionally, there are three storage projects in development in the City, located in Council Districts 2, 8, and 15. These sites are anticipated to contain a total of 435 storage bins, including both voluntary and mandatory storage. Some of these sites are anticipated to include bathrooms, showers, and laundry services, as well as office space for navigation services on-site.

LAHSA continues to explore additional opportunities for enhancing interim housing facilities and services to improve experiences and outcomes of participants in interim housing programs. LAHSA, with the assistance of HUD Technical Assistance providers, has researched interim housing models operating in other continua of care to gain insights into how LAHSA can better reduce barriers to entry, ensure interim housing is accessible for all persons in need of interim housing, and offer additional supports and resources to encourage utilization and participation in supportive services that assist persons with obtaining and retaining permanent housing.

In response to review of other interim housing models, policies have been amended to make several changes, including ensuring interim housing operators are allowing admissions for persons with pets, as well as allowing admission for couples and families regardless of their family composition. Shelter rules are also being amended to allow additional storage for belongings and more robust supportive services. LAHSA intends to continue exploring options and identifying opportunities to improve perceptions of interim housing and reduce resistance to entering interim housing.

E. RECRUITING EXTERNAL PARTNERS, INCLUDING HOUSES OF WORSHIP

LAHSA has taken steps to encourage or recruit houses of worship and nonprofit agencies to offer interim housing on their premises. Most notably, LAHSA has released RFPs to procure service providers for new beds, developed the Request for Statement of Qualification (RFSQ) process, and cultivated relationships with houses of worships and smaller nonprofits agencies, specifically for the Safe Parking Pilot Program.

Requests for Proposals

LAHSA’s responsibility is to procure interim housing beds for the entire County of Los Angeles. Since the beginning of FY 16-17, LAHSA has released six RFPs for new interim housing beds including three in FY 17-18, which were:

- Bridge Housing for Women,
- CES for Families - Crisis and Bridge Housing, and
- CES Expansion - Crisis and Bridge Housing

Through the FY 17-18 RFP awards, there was a future total of 417 beds, 354 units (CES for Families),³ and 19 facilities committed by provider agencies to address the homeless population. See table 9:

	2016 RFPs	2017 RFPs	Grand Total
Total # of Beds	825	417	1,242
Total # of Units	0	354 ¹	354
Total # of Facilities	19	19	38²
Total # of Beds within the City Limits	457	177	634
Total # of Beds within in the County Limits	368	240	608
Total # of Units within the City	0	274	274
Total # of Units within the County	0	80	80
Total City Funded Contracts	0	8 ³	\$4,958,050

1 The units are represented in the 2017 CES for Families RFP

2 The total of facilities possibly has duplicate providers per year.

3 The remainder beds procured are funded by the County of Los Angeles

Request for Statement of Qualification Process

In the spring of 2017, LAHSA developed the Request for Statement of Qualification (RFSQ) process both to evaluate an organizations’ capacity to administer government contracts as well as to expand the scope of potential providers to provide housing and supportive services throughout the City and County. This RFSQ process exists both for organizations that LAHSA has worked with and provided funded to previously, as well as new organizations that have not yet worked with LAHSA. The RFSQ process evaluates four categories to certify qualified bidders for LAHSA’s funding opportunities. The categories are:

- Financial Stability
- Organizational Experience, Administrative, and Fiscal Capacity
- Organizational Capacity

³ When discussing individual and youth populations, unit of measurement is “beds.” The appropriate unit of measurement for families, however, is “units,” as number of beds varies depending on size of family and configuration of unit.

- Organizational Experience Providing Supportive Services and/or Housing.

Since its adoption, LAHSA has certified 104 non-profits, including 71 pre-certified agencies that have been funded by or worked with LAHSA in the past, 18 agencies that had never had a primary contract with LAHSA before, and 15 additional agencies that had not passed a threshold review since prior to May 2016:

Table 10: Number of RFSQ-Certified Agencies	
Pre-Certified Agencies	
Non-Profits:	71
Certified Agencies	
Agencies with No Prior Primary Contract with LAHSA	18
Agencies Without a Passing Threshold Review Since May 2016	15
TOTAL CERTIFIED NON-PROFITS	104

Since April 2017, a total of 76 applications have been received, with 63% (48 applications) from agencies that had never had a primary contract with LAHSA or had not passed a threshold review since May 2016. An additional 28 applications (37%) were from agencies that were pre-certified but wished to apply for an additional funding source. Following evaluation, LAHSA provides technical assistance to non-profit agencies that are found to be deficient in any scoring area and provides recommendations for the agency to improve their performance in order to be approved through the RFSQ process.

Cultivating Relationships with Faith-Based Institutions

LAHSA's Capacity Building team has presented at LA CoC Quarterly meetings on the release of the Organization Capacity Building Technical Assistance RFP in November 2017. Faith-based institutions and providers that are not currently RFSQ-certified are encouraged to apply so they can be better-positioned for future RFSQ certification. LAHSA's capacity-building team focuses on building service providers' infrastructure, and supporting providers through the provision of technical assistance to enable them to bid on future LAHSA funding opportunities.

LAHSA has also sought to engage the faith community through the Safe Parking Pilot Program. On January 6, 2017, LAHSA released a Request for Information (RFI) to solicit interest in the Safe Parking Pilot Program (SPPP). The RFI was open for 32 days, and LAHSA did not receive any response. Based on the absence of responses, LAHSA contacted each CES lead to present the SPPP and explore opportunities to implement the program, as well as challenges that prevented them from applying. Many service providers cited lack of capacity to provide adequate case management services.

Following additional outreach, LAHSA secured SSG HOPICS, the CES lead for SPA 6 and a partner house of worship in SPA 6 to collaborate on the SPPP, which is contracted to serve up to ten households at a time. The primary goal is to move SPPP participants into permanent housing.

Since the pilot began in June 2017, LAHSA's project managers have cultivated relationships with other faith-based institutions and smaller non-profit organizations that have shown interest in providing services and/or offering their lots as an alternative interim housing space. Currently, LAHSA's project managers have met with and are in discussion with three additional churches/nonprofit agencies to discuss SPPP. There have been recent inquiries from houses of worship in Council District 7, as well as two

in Council District 9.

LAHSA is receiving referrals or inquiries from other houses of worship expressing interest in learning more about how they can support ending homelessness.

F. FRAMEWORK FOR AN EMERGENCY RESPONSE TO UNSHELTERED HOMELESSNESS

Site and Cost Estimates

LAHSA has produced estimates of the number of sites, beds, and cost associated with providing interim housing to all persons experiencing unsheltered homelessness in the City, which was 23,114 persons, according to the 2018 Homeless Count. In Table 10 below, LAHSA has estimated two scenarios, one that provides interim housing to all persons that are experiencing unsheltered homelessness, and one that excludes persons living in vehicles. There were 8,980 persons living in cars, vans, and campers/RVs according to the 2018 Homeless Count, meaning there 14,134 people experiencing unsheltered homelessness in the City of Los Angeles that were not dwelling in vehicles. See table 11 below:

Table 11: Cost of Providing Interim Housing to All Persons in City of Los Angeles		
	Scenario 1: All Persons	Scenario 2: Non-Vehicle-Dwelling Persons
Need ¹	23,114	14,134
Beds Needed ²	19,647	12,014
Per Bed Rate	\$45	\$45
Annual Operations Cost for all Beds	\$354,457,294	\$197,321,874
1 st Year Operations for Ramp-up Based on Table 12	Approx. \$162,794,000	Approx. \$90,530,000
Sites Needed	197	121
Capital Per Site, Average	\$1,400,000	\$1,400,000
Total Capital Cost	\$275,800,000	\$169,400,000
FTE Provider Agency Staff Needed	2,360	1,452
Capacity Building Investment \$7,000 per new staff	\$16,520,000	\$9,316,758
Administrative Fee	10%	10%
Total Cost w/ Out Ramp-Up	\$657,279,805	\$403,396,301
Total Cost w/ Ramp-Up	\$500,057,347	\$296,192,477

1 Numbers based on 2018 Greater Los Angeles Homeless Count.

2 This figure assumes 15% of persons would be unwilling to accept shelter.

In both scenarios, LAHSA estimates costs of \$1.4 million per facility, a 10% administrative fee, and a \$45 average rate per bed per night. In Scenario 1, which includes all persons including those living in vehicles, 197 new facilities would need to be developed at a cost of \$657.3 million. In Scenario 2, which excludes persons living in vehicles, 121 sites are needed at a cost of \$403.4 million. These initial costs reflect a ramp up period (discussed in the following paragraph) and construction of shelter sites along with one year of operation. Annual costs in future years would be \$354 million to operate and maintain interim housing.

A start-up period of six months would be required to bring initial sites into operations (consistent with work currently underway through the “A Bridge Home” program), which would then be followed by a period of 12-months to increase operations and add 10-20 additional interim housing sites per month for a total of 197 sites by the conclusion of the first year. Based on these assumptions, the City would require

an initial operation and administrative budget of \$163 million; annual costs in future years would be \$354 million to operate and maintain interim housing. Operations costs include case management staffing, on-site security staff, administrative staff, site operations, as well as food for program participants.

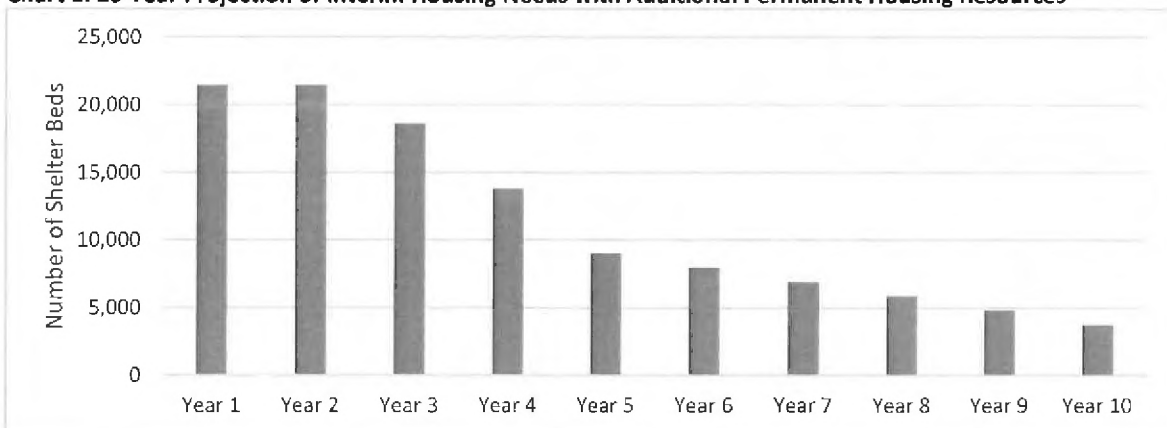
To establish and begin operations at the number of interim housing identified in both scenarios, LAHSA and the City would require significant investments in capacity development. LAHSA assumes an additional cost of \$7,000 for each full-time staff member needed to implement additional interim housing within a 12-month period. Capacity investments would go towards the following areas: non-profit internal management, equipment purchases, hiring and retention of new staff, and training curricula to ensure new staff are adequately prepared to provide the required services.

Capital costs are based on assumptions in which 50% of beds would result from creating temporary structures, while the remaining 50% would come from rehabilitation of existing buildings to create new interim housing. Based on recent interim housing projects, LAHSA estimates that temporary structures would cost \$800,000 per site and rehabilitated permanent sites would require an investment of \$2.0 million per site.

Temporary interim housing site capital costs would provide funding to purchase an insulated tent or trailers, as well as accompanying trailers that contain restrooms for the facility. Sites hosting temporary interim housing structures may require site preparation to be able to adequately host an interim housing site. Capital for permanent structure sites would be allocated to acquire, rent, and conduct necessary remodeling for shelter operations. Funding for capital within permanent structures would be prioritized for use in city-owned buildings and then used for capital needs within privately-owned or rented buildings.

The passage of Los Angeles County's Measure H has brought additional resources to reduce homelessness. Additional Measure H resources invested in permanent housing solutions to respond to the gaps identified in LAHSA's 2018 Los Angeles County Homeless Housing Gaps Analysis would reduce the number of persons experiencing homelessness and thus reduce the need for additional interim housing resources. The chart below demonstrates a projected reduction in bed needs based upon inflows into homelessness and creation of new permanent housing resources. This projection assumes a three-year period of ramping up PSH resources, as well as an ongoing commitment to funding new Rapid Re-Housing slots annually.

Chart 1. 10-Year Projection of Interim Housing Needs with Additional Permanent Housing Resources



According to a preliminary analysis of the Los Angeles County Housing Gaps Analysis Report, the City is expected to require approximately 13,200 additional permanent supportive housing (PSH) units and 6,000 additional Rapid Re-Housing slots annually to meet current gaps in the housing system. By increasing resources for permanent housing through funding additional needed units of PSH and Rapid Re-Housing, the City could reduce the need for interim housing. The estimated costs to address these gaps are \$264 million for PSH and \$66 million for Rapid Re-Housing annually.

Table 12: Interim Housing Site Ramp Up Over 12-Month Period												
Month/Site Type	1	2	3	4	5	6	7	8	9	10	11	12
New Sites	10	10	15	15	18	18	18	19	19	19	20	16
Total Sites	10	20	35	50	68	86	104	123	142	161	181	197

The capacity to bring new interim housing into operation is contingent on support and commitment from all City Council Districts for siting processes, as well as maintaining the ability to leverage existing city resources to streamline processes. LAHSA, under this scenario, would additionally increase project management capacity and ability to support non-profit agencies to open and operate new interim housing.