

REPORT FROM

OFFICE OF THE CITY ADMINISTRATIVE OFFICER

Date: August 27, 2018

CAO File No. 0220-05151-0044

Council File No. 17-1001

Council District: All

To: The City Council

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

Subject: **Recommended Comprehensive Homeless Strategy Enhancement and Timeframe for Completion**

RECOMMENDATIONS

That the City Council, subject to approval by the Mayor:

1. Review and approve the proposed new framework for the Comprehensive Homeless Strategy; and
2. Instruct the Homeless Coordinator to report to the Homeless Strategy Committee in 45 days with the enhanced Comprehensive Homeless Strategy.

SUMMARY

This report provides background and recommendations to enhance the City's Comprehensive Homeless Strategy (CHS). It presents a proposed new CHS framework and outlines the next steps and the timeframe to finalize CHS enhancements. The proposed framework is the result of a review process conducted with the assistance of a consultant, Enterprise Community Partners (Enterprise), with funding from the County of Los Angeles City Planning Grants to Prevent and Combat Homelessness in County (City Planning Grants).

BACKGROUND

On July 28, 2017, the United Way of Greater Los Angeles Home for Good Funders Collaborative released a Request for Proposals (RFP) for City Planning Grants on behalf of the County of Los Angeles (County). The goal was to assist cities within the County to develop a homeless plan or enhance their existing plans. The City of Los Angeles was eligible to apply for up to \$70,000 to enhance the CHS.

Since the CHS was adopted in February 2016, circumstances related to homelessness in the City of Los Angeles have changed significantly. City and County voters approved Proposition HHH and Measure H, respectively, establishing significant new funding sources for supportive housing and homeless services.

Like any strategy, the CHS is a living document that should be periodically assessed and amended to reflect progress, lessons learned, and new and changing priorities and conditions. For this reason, in September 2017, the Mayor and Council authorized the City Administrative Officer (CAO) to submit an application for consultant services to:

1. Review the 62 active CHS strategies;
2. Recommend amendments to the CHS to ensure effectiveness in response to:
 - a. 20 percent increase in persons experiencing homelessness in the City of Los Angeles based on the 2017 Greater Los Angeles Homeless Count;
 - b. City efforts to finance and facilitate the development of permanent supportive housing, including, but not limited to, Proposition HHH implementation; and
 - c. Alignment of City efforts with homeless services funded through Los Angeles County Measure H.

In November 2017, the County awarded the City \$70,000 for this purpose. The final contract for these funds was executed in March 2018, once the County approved the City contract documents. As authorized by the Mayor and Council, the CAO identified Enterprise to conduct the CHS review. The contract between the City and Enterprise for consulting services (Contract C-131123) was also executed in March 2018, concurrently with the County contract.

The CHS review has been completed, but in order to include Strategy Leads in developing the enhanced CHS based on this review, and to allow for Homeless Strategy Committee (HSC) and Council and Mayor approval, the CAO will submit the enhanced CHS as the final deliverable to the County by November 30, 2018.

DISCUSSION

Consultant Review Process

Enterprise conducted the CHS review between March and July of 2018. The scope of work consisted of (1) review of the CHS and related documents to ensure an accurate understanding of the CHS strategies, progress to date, current priorities and governance, and budget; and (2) interviews with Strategy Leads and other key CHS stakeholders regarding their experience with CHS implementation including implementation barriers or challenges, and their recommendations to add, consolidate, or remove strategies. Departments and agencies interviewed and the interview questions are provided as Attachment 1 to this report. Throughout the process, Enterprise met regularly with City staff, representing the City Administrative Officer, the Chief Legislative Analyst, the Mayor, and multiple Council Offices.

Consultant Findings

Enterprise's findings from this review are summarized as follows:

- Strategy Review Findings:
 - The CHS focuses on reporting and analysis, which was appropriate early in the City's homeless initiative; however, now that implementation is well underway, the strategy does not accurately reflect all of the work the City is doing to address homelessness.

- Strategy Lead and Stakeholder Interview Findings:
 - City staff demonstrated their investment in the goals of the CHS and a desire to contribute, but did not clearly understand how their work contributes to the CHS as it is written.
 - For example, staff consistently expressed concern that there was not sufficient opportunity to provide feedback during CHS development, and voiced a desire to contribute to the development of CHS enhancements.
 - Consistent with this finding, staff also reported concerns about resources available to implement the CHS as written.
 - Strategy Leads are challenged by the lack of useful data or with using data from different systems with different collection standards. Some staff indicated that they could be more efficient if they were given the opportunity to use their data differently.
 - Examples of conflicts between operational and political considerations were also cited by staff and stakeholders. Staff reported that as the CHS is being implemented it has become clear that some strategies are difficult to implement as written.
 - Some staff also requested more formal opportunities to collaborate directly with their County counterparts to better understand the growing County role and resources as Measure H is further implemented.

Recommendations

In response to the findings above, Enterprise's recommendations are designed to reorient the CHS toward action based on the lessons learned from CHS implementation to date and the changed circumstances since CHS adoption.

Proposed Framework

We recommend adopting Enterprise's proposed new CHS framework, which combines the 62 active CHS strategies into 16 new strategies (Attachment 2). 12 of these strategies fall into two (2) categories: Policy (four (4) strategies) and Programs/Systems (eight (8) strategies).

Each of the new strategies and categories are described in Attachment 3 – Detailed Matrix of Proposed Framework. Attachment 3 also includes the recommended leads and the original CHS strategies being combined into each new strategy in the proposed framework. While these new strategies largely align with the content of the original CHS, this reorganization provides an opportunity for the CHS to more accurately reflect the work Strategy Leads are doing to address homelessness and more clearly present the outcomes of this work.

Some new strategies contain components that were not included in the original CHS, such as developing a workforce pipeline and establishing a long-term plan for Skid Row. Strategy briefs (described below) for strategies with these new components will include the action steps for establishing these new strategies. Especially in the case of the long-term plan for Skid Row, these action steps must include extensive stakeholder engagement.

Next Steps and Timeframe for Completion

Once the Mayor and Council approve the proposed framework, the City Homeless Coordinator will work with Strategy Leads to develop the enhanced CHS according to the adopted framework.

In response to findings from staff interviews described above, Strategy Leads for each strategy will draft action steps and ongoing responsibilities within each of the new strategies with the support of the City Homeless Coordinator.

The CAO met with Strategy Leads on August 14, 2018, to introduce the proposed strategy framework and outline the process for writing the new strategies once the framework is adopted. Over 35 City and Los Angeles Homeless Services Authority (LAHSA) representatives attended the meeting and have committed to this process. Upon adoption, Strategy Leads will prepare a two-page strategy brief for each of the 16 proposed new strategies, similar to the briefs in the original CHS. Briefs will include the following information for each strategy:

- Goal;
- Original CHS strategies included;
- New strategy components (as applicable—not all strategies have new components);
- Participating departments (each participating department will assume a lead or support role);
- Primary contact (to ensure a single point-person for each strategy);
- Ongoing responsibilities for each participating department (e.g. the continuous work to be done to maintain and/or implement the strategy);
- Action steps for each participating department (e.g. the specific steps each department will take to implement individual parts of the strategy); and
- Metrics to track progress towards strategy implementation.

The CAO will prepare a template for each strategy brief, populated with information from Attachment 3 (e.g. goal, original strategies and new strategy components, participating departments) and the existing CHS metrics framework. Strategy Leads and Supports will complete the ongoing responsibilities and action steps sections of the template, and recommend changes to existing metrics and/or additional metrics.

The final enhanced CES document will include an executive summary, updated demographic data, the new CHS graphic (Attachment 2), and the final strategy briefs prepared by Strategy Leads. The Homeless Coordinator will transmit the new CHS for consideration at the October 2018 HSC meeting and forward to Council and Mayor for review and approval in November 2018.

Strategy Leads will begin reporting according to the new CHS in the first full quarter after final adoption (e.g. if adopted in Q2 of FY 2018-19, the reporting will begin in Q3 of FY 2018-19).

Attachments

1. CHS Strategy Review: Departments and Agencies Interviewed and Interview Questions
2. Graphic Representation of Proposed Framework
3. Detailed Matrix of Proposed Framework

Attachment 1 – CHS Strategy Review: Departments and Agencies Interviewed and Interview Questions

Departments Interviewed:

- Bureau of Sanitation
- Chief Legislative Analyst
- Chair, Homelessness and Poverty Committee
- City Administrative Officer
- Coordinated Entry System (CES) leads (representing multiple Service Planning Areas and agencies)
- County of Los Angeles
- Department of Personnel
- Department of City Planning
- Economic and Workforce Development Department
- Housing and Community Investment Department
- Housing Authority of the City of Los Angeles
- Los Angeles Fire Department
- Los Angeles Homeless Services Authority
- Los Angeles Police Department
- Mayor's Office

Interview Questions:

- How were you/your Department involved in developing the plan?
- What aspects of the plan are you most proud of?
- What are your responsibilities under the plan?
- How often do you report on your progress towards those responsibilities?
- Is the plan bold enough? What should the City consider adding?
- What considerations should the City have now that may not have been relevant at the time the plan was developed?
- Do you feel that your strategy is still the right focus for your work as it relates to addressing homelessness?
- Are there any changes to your strategy or other new strategies that you believe would make your work more effective?
- Are you working on any strategies you feel should be removed or replaced?
- What tools or resources do you need to most successfully implement the plan?

Attachment 3 - Detailed Matrix of Proposed Framework

Strategy No.	New Strategies and Categories	Description	Lead Departments/Organizations	Original CHS Strategies Reference
1.0	Category: Governance, Accountability and Budget	Administrative infrastructure to oversee successful execution of CHS.	CAO, CLA, HSC, Mayor	5C-F; 10A, 10B, 10C, 10E
2.0	Category: Planning, Coordination, Modeling and Prioritization	Utilize available data to identify milestones and priorities for CHS implementation; capitalize on opportunities for efficiency through joint planning and coordination.	CAO, CLA, HSC, Mayor	7I, 7R, 9D, 9J
3.0	<u>Policy Category Overview</u>	The City of Los Angeles will use available policy tools to ensure that local priorities/requirements support the implementation of the CHS, and that local and national data and evidence inform policy development activities.		
3.1	Policy: Interim Strategies	Develop and implement short and medium term strategies to address critical needs until additional housing options are on line.	CAO, CLA, LAHSA, EWDD, Other Departments as Needed	6E
3.2	Policy: No Wrong Door	Communicate a system-wide policy for <i>No Wrong Door</i> approach.	Personnel, BOS, HSC, LAHSA, LAPD, RAP	3 (<i>No Wrong Door Series</i>)
3.3	Policy: Land use	Identify and implement short, medium and long-term regulatory and policy changes to maximize available resources for homeless use, while also addressing high concentrations of homelessness within the City of LA.	DCP, HCID, HSC* (*For Skid Row strategy only)	6D, 7C, 7G, 7K, 7Q, 8D
3.4	Policy: Subpops	Create system-level policies/priorities to address the needs of specific sub-populations. Ensure each program addresses needs of subpopulations.	ASD, DVTF, EWDD, HCID, LAHSA, Personnel	7N, 9G, 9H, 9I, 9K, 9L
4.0	<u>Program/System Strategy Overview</u>	The City of Los Angeles will invest (through coordination with partners and funding) in evidence-based program models/approaches that support the goals of the CHS.		
4.1	Program: Coordinated Entry System	Strengthen the Coordinated Entry System to function as a robust tool for all populations and program providers, resulting in efficient and effective placement of homeless persons into housing/services that meets their needs and choices.	LAHSA	4A, 4C, 4F

Attachment 3 - Detailed Matrix of Proposed Framework

Strategy No.	New Strategies and Categories	Description	Lead Departments/Organizations	Original CHS Strategies Reference
4.2	Program: Shelter	Identify and implement permanent, safe shelter options to decrease the number of people sleeping in unsheltered locations. (In addition to the interim/temporary shelter strategies.)	CAO, LAHSA, Mayor, BOE, BOS, CLA, County, DBS, LAFD	7A, 7O
4.3	Program: Street Strategy and Outreach	Identify and assess the needs of people living in unsheltered locations and connect them to housing and service opportunities, provide additional hygiene and sleeping resources.	BOS, County, LAFD, LAHSA, LAPD, RAP, BPW, CAO	3A, 3B, 3C, 6A, 6B, 6C, 6F
4.4	Program: Supportive Housing	Identify and invest in the development of additional supportive housing resources for high-need households experiencing homelessness.	HCID, HACLA, LAHSA, County	4E, 7J, 10D
4.5	Program: Services	Coordinate with the County and local providers to ensure that appropriate services (including mental health, substance use treatment, employment) are available at all levels of the homeless assistance system, including services for supportive housing.	LAHSA, County, EWDD	3E, 9A, 9B, 9C, 9F
4.6	Program: Homelessness Prevention and Diversion	Invest in prevention/diversion through coordination and funding targeted at institutional discharge and eviction prevention.	LAHSA, LAPD, HCID	3D, 4D, 7T, 9E
4.7	Program: Rapid Re-Housing	Expand rapid rehousing efforts through coordination with LAHSA and the County, and policy development to support innovative approaches and practices.	LAHSA	7B
4.8	Program: Affordable Housing	Support initiatives and policies that identify, develop, and preserve affordable housing options made available to homeless or at-risk households.	HCID, CAO, DCP, GSD, LAHSA	7D, 7F, 7H, 7P, 7S
5.0	Strategy: Evaluation, Tracking Metrics, Progress Review and Continuous Process Improvement	Create and institutionalize infrastructure to track progress, evaluate success of strategies in reaching desired outcomes, and implement course corrections as needed to ensure the successful implementation of the CHS.	CAO	7E

Attachment 3 - Detailed Matrix of Proposed Framework

<u>Strategy No.</u>	<u>New Strategies and Categories</u>	<u>Description</u>	<u>Lead Departments/Organizations</u>	<u>Original CHS Strategies Reference</u>
6.0	Strategy: Partner Acknowledgements and Rewards	Increase public and staff awareness and investment by creating public and personnel-driven opportunities to recognize the positive impact of individual or group work towards meeting the CHS goals.	CAO, HSC	N/A