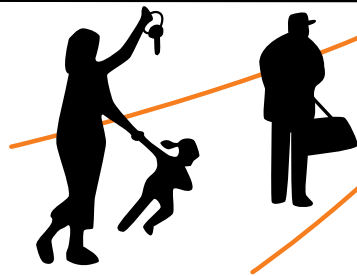


Bring Los Angeles Home!



*The Partnership to
End Homelessness*

DRAFT FRAMEWORK for the 10-Year Strategic Plan to End Homelessness

"Partnership is the key to ending homelessness"

Approved by and released on behalf of
The Blue Ribbon Panel

Bring LA Home!
The Partnership to End Homelessness

October 4, 2004

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Chapter 1 – Executive Summary

Executive Summary

To Be Written for the Final Report

Chapter 2 – History of Bring Los Angeles Home

History of Bring Los Angeles Home

To Be Written for the Final Report

Chapter 3 – Introduction and Mission

Introduction and Mission

Introduction

Los Angeles is the largest urban county in the country. Within our county borders are areas as dense as New York City and as sparse as the rural Midwest. We have 88 unique cities, and take pride in our racial, ethnic and linguistic diversity. We are home to numerous renowned universities and colleges, producing many Nobel laureates. Los Angeles is home to the magic and wonder of film and the thrill of world champion sports teams. We are a world-class port to the Pacific Rim. We are celebrated as a gateway to trends and untold numbers of innovations.

Yet, we also have the largest disparity between wealthy and low-income people in the nation. We have one of the largest welfare systems in the nation, and are home to the largest homeless population in the country. Homelessness is the most extreme manifestation of poverty, reflecting the racial inequities that still exist in our culture. People of color, African Americans,

Latinos, Asian Pacific Islanders, and Native Americans make up approximately 85% of the homeless population. We have the largest jail in the world, which is also the largest provider of housing for homeless mentally ill people in the country. There are thousands of homeless children and youth under the shadow of the Hollywood sign.

It should not be this way. We should not have children roaming "Skid Row" after school. Nor should these same children be forced to move from school to school because their parents are unable to find a home.

*Los Angeles County's rate of homelessness is higher than the U.S. average because it has a **higher** poverty rate coupled with a **higher** cost of housing compared to the national average.*

On any given night approximately 80,000 people in Los Angeles County (roughly the population size of the City of Santa Monica) and approximately 250,000 people over the course of a year experience homelessness in Los Angeles County.

A few facts about our homeless residents:

- *They are younger than the overall population;*
- *50% more likely to lack a high school diploma and 50% less likely to have attended college;*
- *One third are in South Los Angeles;*
- *17% report active military service;*
- *50% of the 1,500 foster youth that are emancipated (turn 18) each year become homeless;*
- *Most homeless adults have histories of work, but not sustainable earnings;*
- *Over half have substance use issues often in combination with mental health issues; and*
- *60% of single adults and 53% of families seeking Winter Shelter come directly from other systems of care.*

Chapter 3 - Introduction and Mission

We should not have our veterans sleeping in freeway underpasses. We should not have nearly 1,000 foster youth graduating into homelessness. It does not have to be this way. We can do better.

Ten years ago we were galvanized by unrest and earthquakes to rebuild and reshape our communities. But even then we did not take on the crisis of homelessness. The “Continuum of Care” model has been far better at managing the crisis of homelessness than ending it. It has not been able to fulfill its promise of transitioning people from the streets to permanent housing because so little housing is available and people continue to cycle through emergency shelters and languish in transitional programs. Despite the limitations of this approach, we were able to facilitate life changes for tens of thousands of homeless people, but as a community we have been unable to gain a foothold in conquering this crisis. Until now.

Bring Los Angeles Home is a declaration that homelessness is unacceptable and solvable.

Bring LA Home proposes a broader, more comprehensive and strategic effort to address the many causes of homelessness so that we can truly end it for all – children, youth, single adults, families and seniors.

Everyone has the right to decent, safe, affordable housing and the entire community is strengthened when this basic necessity is made possible for all people.

This plan details how we are going to:

- Prevent homelessness and adopt a “Housing First” approach to service delivery;
- Preserve existing affordable housing and increase and diversify our affordable housing production to meet the needs of the nearly 80% of the homeless population that earn less than \$5,000 per year;
- Improve access to healthcare, mental health and substance abuse services, and promote healthy food and nutrition;

Chapter 3 - Introduction and Mission

- Redesign and strengthen the current countywide system of Homeless Access Centers so that they become “one-stop” centers with a focus on homeless prevention, housing, employment, and other income support;
- Increase employment, education, and training as well as income supports that lift people out of poverty;
- Provide the resources necessary to support better discharge practices of local hospitals, jails, and foster care through a *zero-tolerance policy* for discharging people to the streets and to support the adoption of mission to end homelessness by all municipalities;
- Support and encourage service integration at all levels from top management to individual case management so that no homeless person is denied services, enters a wrong door, or becomes so frustrated with the system that he or she gives up trying;
- Increase coordinated municipal lobbying efforts at the state and federal levels.

To implement the strategies and actions proposed in this plan existing practices will change and current funding will be redirected. New, dedicated sources of revenue will be identified and channeled into a newly created *Bring Los Angeles Home Trust Fund*. Envisioned to be a community fund shared by all of those municipalities committed to ending homelessness in Los Angeles County, it will be initiated with public monies and grow with contributions from the corporate and philanthropic sectors, and from individuals who support the goals of *Bring LA Home*.

We will end homelessness when the City of Los Angeles, County, and all other cities in the county stand together to fund and implement this plan. We have the imagination, soul, wisdom and will to declare that we will *Bring LA Home!*

Partnership is the *key!*

Chapter 3 - Introduction and Mission

The Mission of Bring Los Angeles Home

"To prevent and end homelessness in Los Angeles County by creating and implementing a comprehensive, innovative, and realistic 10-year strategy to end homelessness".

Chapter 4 – Guiding Principles

Guiding Principles

This strategic plan embraces six guiding principles that will continue to shape the plan as it is implemented. The guiding principles are founded on the belief in the fundamental right to safe, decent and affordable housing, accessible and affordable health care, the protection of civil liberties and opportunities for a healthy quality of life. These guiding principles are:

Prevent homelessness.

The best solution for homelessness is to prevent it. As a community we must declare zero tolerance for any policy that creates or perpetuates homelessness.

Homeless prevention programs in Los Angeles County have helped over 2,000 persons per year with emergency cash grants, but these programs focus solely on immediate need and reach only a fraction of those at risk of homelessness.

The principle of prevention must reach all potential avenues to homelessness. It means that any person in need is assured access to the housing, food, income, health, mental health and substance abuse services they require, before their condition worsens and they lose their home. We will be more successful at prevention by bettering educational outcomes and employment rates, reducing incidents of child abuse and domestic violence, improving discharge planning from foster care, criminal justice, and hospital systems as well as improving housing policy and health and mental health care programs.

Prevention speaks to the interconnection of all these systems because the success of one is inextricably linked to the success of another. For these reasons all the recommendations in this plan embrace the immediate and long-term principles of prevention.

Maintain the existing capacity to serve homeless residents and build new capacity where it is needed.

The hard-won but insufficient programs and facilities for homeless residents currently in place must be preserved and strengthened and new programs and facilities must be developed where they are most needed. Mainstream human service institutions, such as

Chapter 4 - Guiding Principles

foster care, welfare departments, hospitals, and corrections, must continue to meet the basic needs of people entrusted to their care. Homeless programs must use their limited resources to fill gaps in the service delivery mandates of mainstream human service institutions rather than to stand-in for those institutions. Lasting solutions that keep individuals out of homelessness require competent, individualized assistance as well as opportunities for homeless residents to rebuild their own lives.

Address the structural causes of homelessness.

The structural causes of homelessness include wage and income supports that have failed to keep pace with housing costs; housing markets that fail to produce housing for those living on the margins; and federal and state housing policies that support assistance to only some of those who need it. Other structural causes including welfare and immigration reform, and fragile and disjointed health and mental health care. Wherever possible, the proposed solutions must recognize policy choices that have failed or fallen short of their goals.

Ensure rapid return to housing for people who become homeless.

The longer the duration of homelessness, the greater the likelihood that the problems experienced by homeless people will intensify. Addiction can worsen and the health and mental health of individuals and families can deteriorate. For children, positive school outcomes are likely to diminish. The sooner an individual or family can return to housing, the less it will cost in the long run and the better their odds are of improving their condition. By making permanent housing placement a top priority for any person who becomes homeless, we ultimately reduce not only the costs placed on our service delivery system, but curtail the suffering experienced by homeless people and ensure more positive outcomes.

Bring alienated homeless residents back into the mainstream of society.

Exclusion from society is one of the most tragic dimensions of homelessness. Individuals unable to claim their own place are profoundly marginalized and often are invisible.

Chapter 4 - Guiding Principles

Homeless residents must have genuine opportunities to fulfill their potential as human beings and must also assume responsibility for upholding public standards of civil conduct. In return, the power of the justice system must be used affirmatively to remove barriers for work and housing for homeless people and to ensure their civil rights.

Take a regional approach to the crisis of homelessness: Call on all communities to participate fairly in funding and siting homeless services and affordable housing.

Homelessness emerges out of the overall economic and social fabric of the region. It is a shared crisis that demands shared responsibility. Every community must contribute equitably to ending homelessness by providing program funding, developing affordable housing, and providing sites for homeless services that are fully integrated into the community.

Yet, as we move to decentralizing the homeless delivery system, we cannot simply redistribute the existing funding, but rather we must maintain the level of services in areas that have done more than their fair share [Downtown, Hollywood, North Hollywood and the Westside] as well as expand the services to desperately under-served areas [South LA , San Gabriel Valley and the Lancaster areas in particular].

We must embrace the standard of multi-sector funding so that ending homelessness is a true public investment where local, state and federal government, corporations, philanthropy and the citizens of Los Angeles County all contribute to *Bring LA Home*.

Chapter 5 – Overview of Goals

Overview of Goals

Based on our shared mission and principles, *Bring LA Home's* plan to end homelessness has 7 goals. The 7 goals will be numbered for the sake of organization but the numbering is not meant to convey a rank order of priority. The 7 goals are:

Goal 1: Decrease the number of people on the streets and in shelters.

In the short run, the goal is to address the disgrace of thousands of children, youth, women and men living on the streets by increasing the capacity of the emergency shelter system as well as expanding alternative "high tolerance" housing models. This plan addresses the "system resistant" population, commonly called "service-resistant." People want and desire a full range of services but some resist being engaged by the systems that deliver them, either because services are inappropriate or geographically or programmatically inaccessible. The long-term goal is to decrease the reliance on emergency and transitional programs as the availability of affordable permanent housing increases.

Goal 2: Improve the health of homeless children, youth and adults.

Health problems can impede the ability of homeless people to secure housing. While remaining homeless on the streets and in shelters, the health of homeless children, youth and adults needs to be dramatically improved. This means that access and provision of health, mental health, and substance abuse programs, nutrition, and healthy food must be improved. In addition, pre-school aged and school aged children must have full access to health and nutrition programs at their schools.

Goal 3: Preserve and increase the supply of affordable housing.

The answer to the homeless crisis is housing, housing and more housing. Dramatically increasing the supply of truly affordable housing in all its forms, for example, permanent supportive housing or efficiency units, is the keystone to success.

Chapter 5 - Overview of Goals

Goal 4: Increase the incomes of homeless and at-risk people through employment.

There are two ways to make housing affordable. For some homeless people with disabilities and poor education, their housing will need to be deeply subsidized coupled with increases in the income and supportive services they receive from government programs. For others, a “housing wage” will ensure that they can afford market rate housing.

Goal 5: Reduce and prevent homelessness by integrating, redesigning and improving the service delivery system.

For those facing imminent homelessness we must expand rent-to-prevent eviction programs and legal assistance to ensure that individuals and families don't become homeless. Long-term we must have zero tolerance for any policy, agency or organization that causes or perpetuates homelessness. In particular, we must strengthen and enhance programs to prevent the discharging of people to the streets currently done by our jails, prisons, hospitals and foster care systems. The crisis of discharge planning is not just a failure of these systems to do thorough discharge planning, but is exacerbated by a paucity of affordable housing for very low-income people.

We must continue working towards the goal of service integration. Specifically we must integrate the services provided Los Angeles County departments with other city and municipal services. The provision of employment, welfare, health, mental health, substance abuse, Supplemental Security Income (SSI), and other services must be provided with a “no wrong door” approach. No matter where the individual or family enters the system, they should receive the housing, food, income, health, mental health, and substance abuse services they need. Moreover, service integration needs to be done in a culturally competent fashion.

Finally, the current system of Homeless Access Centers and mainstream services and resources must be redesigned to provide services to connect people to housing, employment and other services that focus on preventing homelessness. Part of this strategy includes expanding and standardizing access to services.

Chapter 5 - Overview of Goals

Goal 6: Increase community resources to implement the plan.

Any plan is only as good as the resources to implement it. We need to be smarter in re-programming and leveraging existing funds, as well in creating new sources of dedicated revenue. Two prominent strategies emerge: all 88 cities in Los Angeles County must embrace a fair share commitment to siting and funding programs and housing. Additionally, the *Bring LA Home Trust Fund* must be a true community partnership between local government, the corporate and philanthropic sectors, as well as the public.

Goal 7: Increase coordination of municipal lobbying efforts at state and federal levels.

The local efforts recommended in this plan are an important down payment on our plan, so we must have coordinated municipal efforts to lobby our state and federal governments for the policy changes and funds necessary to accomplish the goals of our plan.

Chapter 6 – Strategic Plan to End Homelessness

Goal 1: Decrease the number of people on the streets and in shelters.

Homeless services are highly concentrated in the urban center of Los Angeles but sparse in the area of greatest need – South Los Angeles, and acutely underdeveloped in the Antelope and San Gabriel Valleys. More specifically, there is a wide disparity in providing emergency shelter beds and affordable housing regionally. Many cities have not acknowledged the reality that they are part of a regional housing and economic market that gives rise to homelessness.


To bring an end to homelessness we must preserve the existing hard-won facilities and programs, and create new facilities and programs where there are unmet needs. This includes ensuring that emergency shelter beds are available to serve subpopulations of homeless people with specialized needs, such as unaccompanied youth, two parent families, including families with teenage male children, persons with physical disabilities, hearing or visual impairment, individuals, seniors, people with pets and women in the third trimester of pregnancy or with very young children.

Given the current rates of homelessness, a countywide total of 7,000 additional shelter beds are needed to bring each region up to the countywide average of 13 annual homeless public assistance recipients per shelter bed.

Ending street homelessness will require an increase in outreach services so that they are available seven days a week in all areas of the county. Further, it is critical to enhance the effectiveness of the outreach effort by standardizing outreach team composition to include members with professional level skills in mental health, substance abuse, and health care as well as street-wise workers with excellent skills in approaching, engaging, and bringing people into shelter. It is imperative that these outreach teams have the resources they need, such as housing with minimal entry requirements, and substance abuse and mental health treatment programs, to provide timely assistance to their clients.


Chapter 6 - Strategic Plan to End Homelessness

Keys to Success The keys to success are critical for achieving each goal. Each key will be operationalized by specific detailed recommendations, with timelines, milestones, projected resources, and responsible parties.

Key 1:  In the short-term, increase the number of emergency shelter beds by 7,000 taking into account the needs of homeless youth, disabled people, seniors, families and pregnant women, and people with pets. Adjust the number of beds downward as additional permanent housing is created and there is less need for shelter beds.

This plan must complement current City and County of Los Angeles planning efforts to ensure that LAHSA's year round shelter program in fact operates as a 24-hour, 365 day program. Equally important, is a fair share commitment from all cities in the county to site these facilities. Over time, in order to decrease reliance on shelters, we must begin to create more permanent supportive housing, service-enriched housing, and housing that is affordable for extremely low-income households.

- Strategy 1: TBD
- Timeline: TBD
- Milestone: TBD
- Projected Resources: TBD
- Responsible Parties: TBD

Key 2:  Reduce the number of "system resistant" homeless people on the streets through a combination of appropriate and accessible services and high tolerance programs.

- Strategy 1: TBD
- Timeline: TBD
- Milestone: TBD
- Projected Resources: TBD
- Responsible Parties: TBD

Key 3:  Adopt a countywide "Housing First" approach to service delivery.

“Housing first” refers to moving homeless persons into permanent housing as quickly as possible, and then providing time-limited transitional or longer-term services to help support them in housing. This model both minimizes the duration of homelessness and helps prevent recidivism by ensuring that formerly homeless individuals and families are connected to community-based resources and services that are responsive to their particular needs. In this way, problems can be addressed before becoming crises which might lead to a recurrence of homelessness. The services provided will depend on the client’s individual situation, but may include childcare, money management, household management, employment services and counseling.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Key 4:



Reconfigure existing outreach teams and create new regional multi-disciplinary outreach teams.

The composition of street outreach teams should be reconfigured to include mental health and substance abuse professionals in order to bring professional skills and provide immediate assistance in the field. The effectiveness of the multi-disciplinary outreach teams can be enhanced through increasing the number of minimal entry requirement shelter programs as well as programs for co-occurring disorders including mental illness, substance abuse, and health issues such as tuberculosis, cancer, and HIV/AIDS.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Goal 2: Improve the Health of Homeless Children, Youth and Adults.

However, the health of homeless people is much worse than that of the general population.

A commitment to promoting good health through sound policies that improve the current health system and emphasize prevention of illnesses will be necessary to reduce the long-term economic costs to communities in Los Angeles County.

Costly medical treatment, high housing costs, hospital discharge policies, poor nutrition, diminishing mental health services, and lack of substance abuse treatment beds and programs are interconnected issues. We must challenge the current system to change policies and expand services that will improve health outcomes of the homeless population in Los Angeles County. We must invest in increasing the provision of healthcare and prevention of illness while pursuing policies to help those who are unable to remain housed due to high medical bills, lack of health insurance and vastly diminished health services.

Tuberculosis, HIV/AIDS, hypertension, poor nutrition, mental illness, and addictive disorders are common in the homeless population yet they face the greatest barriers to care in Los Angeles County. Homeless children have their poor health worsened by less than ideal living conditions and are left with little or no access to routine healthcare. They are less likely to have childhood immunizations, and have rates of emotional and mental health issues, asthma, and ear infections greater than the national average.

Most children are eligible for some type of health coverage (Medi-Cal or Healthy Families) however it does not guarantee they are enrolled. There must be a concerted effort to enroll children in health insurance programs throughout the County and make portability of coverage simpler so that when families move from one city or county to another they do not lose their coverage. Homeless women are particularly vulnerable to poor physical and mental health, compounded many times over with physical, sexual and substance abuse, while living on the streets. They are less likely to have any type of health insurance and therefore are less likely to be seen by a doctor. County clinic and hospital closures, cut backs in mental health budgets and little or no funding for dental and vision

Chapter 6 - Strategic Plan to End Homelessness

services adds to the growing crisis for homeless people unable to pay for care.

Poor nutrition and diet related diseases are widespread among people who have insufficient resources. Obesity and diabetes are common illnesses that are difficult to manage while having to rely on free or low-cost food. Access to nutritious foods is difficult because food programs and food pantries rely heavily on donations and are not always able to provide nutritious food for people with existing health conditions. Easy accessibility to fast food restaurants and reliance on donated food compounds the problem of eating nutritious food and results in poor health outcomes. The Federal Food Stamp Program exists to provide assistance to people with incomes below 130% of the Federal Poverty Level to purchase food but only 12% of the four million eligible adults are enrolled in this program. A predicament that exists for homeless participants under this program is that they cannot buy prepared food except at a few fast food and other restaurants perpetuating the lack of access to nutritious food choices. Enrolling more homeless people in the Food Stamp Program is important and we must support the current expansion of enrollment by the Department of Public Social Services (DPSS). In addition to supporting DPSS, we must advocate for access to healthy and nutritious foods in the Federal Food Stamp Program, local food bank distribution programs and at shelter sites.

A recent change to the grant application of the Emergency Food and Shelter Program requires applicants to disclose the percentages of fresh fruits and vegetables, canned food, sodas, dairy products, etc. that they are serving in their programs. This is a small but significant requirement for agencies serving food to be accountable for the type of food they serve and distribute.

A commitment to promoting good health through sound policies that improve the current health system and emphasize prevention of illnesses will be necessary to reduce the long-term economic costs to communities in Los Angeles County. Enhancing health service budgets at the local, state and federal levels need to be a top priority so that less people are forced to make life altering decisions that have a likelihood of resulting in homelessness. We can end homelessness by increasing access to affordable housing, health care and healthy food for homeless families and individuals throughout Los Angeles County.

Keys to Success The keys to success are critical for achieving each goal. Each key will be operationalized by specific detailed recommendations, with timelines, milestones, projected resources, and responsible parties.

Key 5:  Increase the availability of county provided healthcare services.

Being homeless exacerbates the health of homeless children, youth and adults. Children have high rates of asthma, developmental delays and learning disabilities, while youth and adults have high rates of HIV/AIDS, tuberculosis, upper respiratory infections and diseases, diabetes, high blood pressure and hypertension. The emphasis needs to be placed on prevention as well as expanding both the availability and access to primary healthcare, pediatric care, secondary and specialty care, as well as dental and vision care.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 6:  Expand access to mental healthcare.


A significant portion of the homeless population is chronically mentally ill. It is difficult for those with a mental illness to access services, even more so for those who have a mental illness and substance abuse disorder (dually diagnosed). As a community we must restore mental health services as well as expand high tolerance facilities (high tolerance facilities are specifically designed for the chronically mentally ill population who also use alcohol and drugs).

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 7:  Expand substance abuse treatment.

More than half of the homeless population use alcohol or drugs to excess. There are not enough inpatient or outpatient treatment beds in Los Angeles County to come close to meeting the need. There are also a growing number of dually diagnosed individuals in need of care that combines mental health and substance abuse treatments. There needs to be timely treatment on demand to meet the needs of people when they admit they are ill and additional beds and programs for the dually diagnosed population. Finally, we must expand substance abuse treatment for adults with dependent minor children in their care.

Strategy 1: TBD
Timeline: TBD
Milestone: TBD
Projected Resources: TBD
Responsible Parties: TBD

Key 8:  Expand enrollment and increase retention of clients of Food Stamps, Medi-Cal, and Women, Infant, and Children (WIC) programs.

Expanding enrollment into the Food Stamp Program allows greater access to food and also is a benefit to Los Angeles County because it leverages federal funding, which ultimately goes to local businesses. Equally important is the retention of individuals in the program.

Expansion of Medi-Cal to homeless individuals allows for more preventive care to people who are without health insurance. It will reduce the burden on emergency rooms and provide funding for prescriptions, a very important issue for people who require medications to remain healthy.

Expansion of WIC will safeguard the health of infants and their mothers with little or no cost to local governments.

Chapter 6 - Strategic Plan to End Homelessness

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 9:  Promote healthy food and nutrition options.

A homeless person's typical diet is heavy in starches and saturated fats leading to obesity, diabetes, high blood pressure and heart disease. To prevent these diseases nutritious foods (i.e. fresh fruits, vegetables and low fat alternatives) should be made available to shelter and food bank participants.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Goal 3: **Preserve and increase the supply of affordable housing.**

In keeping with the principle of prevention, this goal seeks to preserve existing affordable housing while aggressively adding to the stock of units for extremely low-income households. Between 2002 and 2006, the City of Los Angeles reported risking the loss of 2,400 units per year. The average income of residents in those households is \$10,000 per year. For Los Angeles County as a whole, over 9,000 units were converted to market rates between 1996 and 2003. Over 40,000 units are in projects that will be eligible to exit the subsidy program over the next eight years.

Throughout Los Angeles County, a substantial number of affordable units that are rented by low-income households and are not subsidized are also at risk over time because they often have habitability problems that are not addressed and the rents are not protected. The City of Los Angeles Rent Stabilization Ordinance provides tenant protections for units developed prior to 1979. Santa Monica and West Hollywood also have protections. However, in most other communities in Los Angeles County, the absence of rent control makes it impossible to control escalating rents, placing more pressure on the need to produce affordable units with protected rents.

Homeless men, women and children represent diverse needs and require a range of possible housing solutions, from studio apartments to supportive housing. For the vast majority of those people, the greatest hurdle is the cost of market rate housing. According to the National Low Income Housing Coalition's most recent annual report, *Out of Reach, 2003*, Los Angeles County experienced an 18% increase in rents in the prior year. With the fair market rent for a two-bedroom unit at just over \$1,000, a parent would need to earn \$19.63 per hour, working full-time to afford it. Two parents working full-time, minimum wage jobs cannot meet this obligation and can barely afford a market-rate studio apartment.


In the absence of price controls, rents in Los Angeles County have risen at a much greater pace than wages. The most basic response to this is to increase the production of housing to ease the pressure of demand on the housing market. However, the cost of housing production has increased to the point where it is impossible to build housing for persons living at the margins of survival. Therefore a housing subsidy program must augment housing production to ensure that the lowest income County residents can afford their home.

Chapter 6 - Strategic Plan to End Homelessness

The plan to support preservation and increased affordable housing production focuses on five key strategies. The first is to preserve existing affordable units. The second strategy seeks to create fiscal incentives for jurisdictions to support affordable housing development. The third strategy focuses on addressing and reducing the incidence of community opposition to affordable housing (NIMBYism). One desired outcome of the anti-NIMBY campaign is to cultivate support among elected officials and the community at large for affordable housing that will be essential to fulfill the ambitious production goals. Fourth, the units must be built. This takes political commitment, bureaucratic compliance, funding, and more deeply subsidized affordable, service enriched, special needs and supportive housing for extremely low income and disabled households. The fifth strategy relates to a dedicated revenue stream for affordable housing development.

In addition to drafting their required "housing element" for their general plan, Los Angeles County and the cities within it have generated additional studies and plans regarding ways to accelerate affordable housing development. In August 2003, the County's Department of Regional Planning drafted twelve steps to increase affordable housing production in the unincorporated areas of Los Angeles County. So far only one recommendation has been implemented. In 2002, the City of Los Angeles Housing Crisis Task force offered immediate suggestions to address the City's affordable housing crisis. Several of its recommendations, including creation of an affordable housing trust fund and a preservation program, have been realized. It is time to move forward on the other recommendations of these plans, and where feasible, replicate them elsewhere in Los Angeles County.

Keys to Success The keys to success are critical for achieving each goal. Each key will be operationalized by specific detailed recommendations, with timelines, milestones, projected resources, and responsible parties.


Key 10  Implement a countywide preservation program to track projects at risk and develop strategies to minimize the number of units converted to market rates.

The City of Los Angeles has already begun such a program for its 10,000 units at-risk. We need a similar program for the more than 30,000 units at-risk in the balance of Los Angeles County.

Chapter 6 - Strategic Plan to End Homelessness

Strategy 1:	TBD
Timeline:	TBD
Milestone:	TBD
Projected Resources:	TBD
Responsible Parties:	TBD

Key 11

 Reform the state-local finance arrangement to create inducements for affordable housing development.

One way to do this is to reform how localities generate and keep revenue so that they will have more incentives to permit affordable housing development. California's recent fiscal crisis laid bare the structural shortcomings of state and local government financing arrangement. Among the critical problems for cities has been the lack of protection of local revenue. Another issue increasingly apparent to proponents of affordable housing development derives from the "fiscalization of land use". Since local governments benefit from sales and not property tax revenues, they have more incentive to produce commercial rather than housing development. State efforts to change this "fiscalization of land use" have failed thus far, and none of the current proposals to remedy the State-local arrangement have addressed its long-term consequences. Given that communities throughout California have fallen far short of affordable housing production goals, without financial incentives the state may need to engage in other tactics to compel development. As the largest urban county in the country and in the State, Los Angeles can lead the way toward constructive statewide proposals to promote affordable housing development.

Strategy 1:	TBD
Timeline:	TBD
Milestone:	TBD
Projected Resources:	TBD
Responsible Parties:	TBD

Key 12




Overcome barriers to siting.

Strategies to increase affordable housing production often come into conflict with slow-growth and environmental agendas at the local level. Opposition thrives despite the fact that current affordable housing projects feature award-winning designs, often take advantage of transit corridors and frequently include needed services such as childcare. Worst-case scenarios reveal blatant discrimination against people with disabilities, which is not only illegal, but could burden jurisdictions in court fees and settlement costs. Legal protections that support affordable housing development include California's housing element and density bonus laws, state and federal prohibitions against housing discrimination, and state prohibitions on conditional use requirements for multi-family housing projects that meet certain affordable housing standards. Elected officials can continue to demonstrate leadership on this issue by supporting sound affordable housing development, and working to mediate issues between neighbors and proposed projects.

Recommended actions include implementing an educational campaign to cultivate community support for affordable housing development. Target audiences would include Neighborhood Councils, block clubs and other community groups, as well as the general public. Additional recommendations include linking affordable housing development to the overall growth and development of local communities and adoption of affirmative zoning and other land use practices to facilitate affordable housing development.

- Strategy 1: TBD
- Timeline: TBD
- Milestone: TBD
- Projected Resources: TBD
- Responsible Parties: TBD

Key 13

 Build 40,000 units of affordable, service enriched and supportive housing for very low-income people Countywide over ten years, culminating in an annually sustainable production rate of 4,000 units thereafter.

The 1998-2005 Regional Housing Needs Assessment for jurisdictions in Los Angeles County set targets totaling over 40,000 units for extremely low-income households. The vast majority of cities and unincorporated areas are far short of their target. Among the ways in which this goal can be achieved are creation of a dedicated revenue stream; increases to the Section 8 housing choice voucher program and other federal subsidy programs to ensure availability of housing for extremely low-income households (at or below 30% of area median income); supportive and service enriched housing development; and a strengthened connection between planning and housing development in the Los Angeles Continuum of Care. For the extremely low-income adults who do not qualify for existing federal subsidy programs, there should be a pilot project for locally-owned public housing. Also, given the prevalence of people with disabilities among the homeless, housing developments should feature universal design.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Key 14

 Secure the funding to meet the goals.

One of the reasons affordable housing development has not kept pace with needs is the lack of funding. The windfall generated from the Proposition 46 housing bonds will be exhausted by 2007. To ensure continuing development there must be local, state and federal dedicated revenue streams to support affordable housing development. The *Bring LA Home Trust Fund* can be the stimulus for fundraising. To manage

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Draft Framework

the funding for housing, we propose regional affordable housing trust funds in each of the eight County's Council of Government regions.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Goal 4: Increase employment and job training of homeless and at-risk people.

Homeless people are often stereotyped as lazy, living off handouts and panhandlers, yet the reality is far from these stereotypes. In fact, more than two thirds of people living in encampments recycle to earn money and about 25% work either part or full-time but do not earn enough to lift themselves out of homelessness. Nevertheless, some homeless people face barriers that prevent them from obtaining or keeping employment. These could include outstanding warrants. For example, a jay walking ticket that goes unpaid, a criminal record, poor literacy skills, and lack of transportation. People gain self worth and esteem from working. Homeless people must be given the same opportunities to rebuild their self-esteem.

Bring LA Home challenges the service delivery system to be more supportive of employment options for homeless people. This includes changing shelter rules that pose a barrier to finding or holding down a job. Programs need to incorporate flexibility and diverse approaches in working with the homeless youth and adult populations so that the mainstream employment service system can complement the homeless service delivery system appropriately. Finally, 42% of homeless people self-identify as having a disability. Therefore, it is imperative to address homeless people with both mental and physical disabilities with different types of programs, education and training customized to their needs.

Bring LA Home must incorporate and complement current efforts around job readiness, subsidy accountability, community impact reporting and public and private job creation efforts. For example, the Los Angeles Alliance for a New Economy (LAANE) documents that at least 46 jurisdictions, including 26 cities, have passed laws that include wage, health insurance or full-time requirements on businesses that receive economic development subsidies.

In addition, the Workforce Investment One Stop Centers must be more accessible to homeless people. We must build upon the Department of Labor's efforts to expand access of homeless people to the programs of the Workforce Investment Act (WIA) as well as the Incarcerated Veterans Transition Program, the Ready4Work Program, Job Corps Foster Care Recruitment Initiative, and the Department of Justice Serious and Violent Re-Entry Initiative.

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Each of these initiatives is employment focused and we need to make sure that organizations in Los Angeles who are funded in each of these areas are integrated with the homeless delivery system and do not exclude eligible participants who are homeless.


Finally, the Los Angeles region needs to expand investment in public and private job creation initiatives and ensure that the jobs created are “housing wage” jobs with full benefits.

Keys to Success The keys to success are critical for achieving each goal. Each key will be operationalized by specific detailed recommendations, with timelines, milestones, projected resources, and responsible parties.

Key 15  Strengthen the literacy, job readiness and employment training of all homeless populations.

Focus expansion of literacy, job training and job skills programs that target homeless adults who work at low wage jobs with high turnover to enable them to find employment in well-paying, high growth industries.

- Strategy 1: TBD
- Timeline: TBD
- Milestone: TBD
- Projected Resources: TBD
- Responsible Parties: TBD

Key 16  Increase the rate of employment among homeless and at-risk individuals.

Create employment strategies that help homeless individuals, who have had a high degree of success finding living wage jobs, retain their employment. Expand job opportunities for those who face difficult challenges in finding employment and in particularly finding “housing wage” jobs.

- Strategy 1: TBD
- Timeline: TBD
- Milestone: TBD

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Projected Resources: TBD

Responsible Parties: TBD

Key 17



Develop customized employment options for homeless people with disabilities.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Key 18



Expand the number of quality child care centers as well as access to affordable childcare.

Parents and caregivers know that in order to get and keep a job they must have accessible, truly affordable, and trustworthy childcare. It is also important that this childcare be provided with flexible hours for people with unconventional work hours.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Goal 5: Reduce and prevent homelessness by integrating, redesigning and improving the service delivery system.

The National Center for Service Integration defines service integration as "...a process by which a range of educational, health, and social services are delivered in a coordinated way to improve outcomes for individuals and families." The Los Angeles County Board of Supervisors accepted that service integration is to be measured by achievements in good health; economic well-being; safety and survival; emotional and social well being; and education and workforce readiness. *Bring LA Home* supports the ongoing efforts of the County's Service Integration Action Plan and the numerous departmental efforts underway.

In an effort to move forward the outcomes adopted by the Board of Supervisors, integration of services must also include a policy of "Zero Tolerance" for any public or private agency or organization that creates or perpetuates homelessness. All departments administering health, mental health, and social services need to become leaders in integrating their services so they are accessible and available. Some local municipalities are already providing integrated services. It is imperative that their work in this area be supported through additional funding for expansion and be modeled in communities where it does not exist. This is essential to address the structural causes of homelessness.

Two departments in Los Angeles County are in the midst of integrating services by way of the Institute of Co-Occurring Disorders. This program, commenced in May 2004, is a pilot project by the Department of Mental Health and the Alcohol and Drug Program Administration of Los Angeles County. The Institute of Co-occurring Disorders integrates mental health and substance abuse treatment in one location in an effort to decrease use of emergency rooms for the homeless mentally ill and dual diagnosed populations. While still just a pilot project, it is already proving to be beneficial to individuals who are accessing it. More collaborations of this nature are not only encouraged, they are a necessary part of delivering integrated services to the homeless population. Effective discharge planning from a hospital also addresses a significant part of improving the health and well-being of homeless individuals. Lack of affordable housing is often cited as a reason why social workers are unable to place homeless individuals at the time of discharge. Community based organizations throughout Los Angeles County frequently hear from homeless individuals

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and/or hospital social workers calling in the 11th hour for an emergency bed for the night because they have nowhere to send their patients when they are discharged from the hospital. This practice must stop and the goal of effective discharge planning should be incorporated into the overall mission of all agencies and training provided to all discharge planning staff serving the homeless population.

The Department of Public and Social Services (DPSS) administers General Relief (GR) benefits for single adults and CalWORKs benefits for families, which are two of the largest mainstream benefits programs in Los Angeles County. In recent months DPSS has enhanced its focus on improving customer services. One example is the Homeless Prevention Units. These units are responsible for training staff to identify people threatened with homelessness and provide them with appropriate services and referrals to prevent homelessness. DPSS should be supported in its effort to provide better quality services and encouraged to continue to improve customer service and service delivery. A further step that can also improve service delivery is the hiring and training of additional staff to reduce the current high caseload ratio. This leap toward improved customer service can achieve better outcomes in health, safety, economic well-being, education and workforce readiness.

It is not only mainstream systems that should be fully integrated. A key area in the homeless delivery system that should have more services co-located are the eleven Homeless Access Centers throughout the County. These Homeless Access Centers provide basic case management services to currently homeless individuals. We recommend that this system undergo a redesign to provide fully integrated services and focus on prevention of homelessness. Services most in need of integration are: case management, rental assistance funding, information on tenant rights, childcare, transportation, legal assistance and service referrals. Their function should also be expanded to include job screening and placement services to connect people to housing, employment and other services so the focus also includes preventing homelessness.

Continued collaborations are a necessary part of delivering resources. The need to integrate services forces the service delivery systems, public and private, to serve the whole person rather than piece together treatment options.

Keys to Success The keys to success are critical for achieving each goal. Each key will be operationalized by specific detailed recommendations, with timelines, milestones, projected resources, and responsible parties.

Key 19

 Ensure that all Los Angeles County residents facing loss of permanent housing have access to appropriate services and assistance to prevent displacement of individuals and families.

Important homeless prevention strategies include rent to prevent eviction, code enforcement programs, and legal services to help ensure that individuals and families are not displaced from their homes to shelters or the streets.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 20

 Expand and redesign Homeless Access Center services as well as enhance the performance of the homeless delivery system.

Co-located services need to be integrated into a redesign of current Homeless Access Centers so that these centers become full service and take a holistic approach to homeless prevention, emergency services and other essential programs. In addition, the Access Centers must completely interface with Los Angeles City's Family Development Network as well as the Family Support Centers. These centers must also be equitably distributed throughout the county and be part of a seamless network of homeless delivery services. Finally, enhancing the performance of the homeless delivery system improves the housing outcomes of the homeless clients it serves.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD


Key 21

 Enhance integration of public systems of care.

For years, county systems such as welfare, mental health and hospitals have used the model of service coordination. While well meaning, the end result has been that these departments still exist as service silos. We seek to encourage the model adopted by Los Angeles County of service integration so that services one needs can be accessed at any point of entry in any county department or region of the county.

Strategy 1:	TBD
Timeline:	TBD
Milestone:	TBD
Projected Resources:	TBD
Responsible Parties:	TBD

Key 22

 Ensure homeless families and children are given the education related services and special assistance required by the McKinney-Vento Act and enhance and strengthen connection to homeless service delivery system among school districts and the County Office of Education and other pertinent County departments.

Every child has a right to education. Homeless children, youth and their parents face multiple barriers in trying to access elementary, secondary and high school education. The Federal McKinney-Vento Act ensures that families and children have full access to education and special services and spells out the rights and responsibilities of children and their parents as well as the school district. However, the reality is that many school districts are severely under-staffed and do not implement many of the requirements of this federal law. Therefore, additional funding must be secured for school districts throughout Los Angeles County to hire more Homeless Education Program Liaisons. This will ensure that homeless children and youth are being connected to services they need while in school and will provide more staff to oversee the implementation of the McKinney-Vento Act throughout various school districts in the County.

A key to the success of this strategy is ensuring that homeless families receive assistance from the school district in finding permanent affordable housing quickly. In addition, beyond

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the McKinney-Vento Act, current planning in Los Angeles County to provide Universal Pre-School needs to ensure that this includes and target homeless children ages 0-5.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 23

 Increase access to Community, Homeless, Drug, and Mental Health Court Programs and the Juvenile Mental Health Court in the County.

Homeless people are often times unable to obtain a driver's license, housing or a job because jaywalking and other similar infractions have turned into warrants. We need to restore people's ability to have these barriers removed. Jail cannot be the housing of last resort for homeless people. As a community we need to ensure that homeless people on the sidewalks and in encampments receive services first rather than being ticketed, arrested, told to move or being forcibly removed. In addition, we must increase the access and effectiveness of these programs designed to limit youth and adult exposure to the criminal justice system. These programs and courts are case management tools that need to be fully integrated into the homeless service delivery system.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 24

 Expand transportation resources.

A barrier to finding housing, a job, and keeping appointments is the lack of affordable transportation. An important strategy

is to provide low cost bus and rail passes as well as gasoline vouchers to homeless people until they secure stable housing and income.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 25

 Reduce the rate of homelessness among individuals receiving General Relief.

General Relief (GR) pays \$221 per month per person. Given high rents this means that people on GR must spend at least half the month on the streets or doubled up. Los Angeles County has more than 66,000 destitute (\$50 or less in one's pocket when applying for GR) adults which is about two thirds of the entire GR population. A compelling argument can be made that in order for Los Angeles County to raise the GR grant level, State resources will need to be leveraged to help end homelessness for people on GR. This plan seeks to complement the current county initiative to minimize the length of homelessness for GR recipients.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 26


 Reduce the rate of homelessness among families receiving CalWORKs.

A family (typically a single woman with 2 children) receives \$636 per month on CalWORKs. Families can typically pay 60% - 80% of this grant in rent leaving little income for any

type of emergency. In addition, there is a 60-month lifetime limit on receiving assistance. Together, these limitations contribute to the increase in homeless families. This plan seeks to complement the current County initiative to minimize homelessness among CalWORKs recipients through the Homeless Families Outreach Program, Eviction Prevention Program, and Moving Assistance Program.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 27

 Enroll disabled homeless individuals into the Supplemental Security Income Program (SSI) and support efforts to ease and rationalize the enrollment process for SSI.

More than half of the people on GR are SSI-eligible but sometimes can wait up to more than three years to receive SSI. In addition, more than 90% of SSI applicants are turned down the first time they apply. We must advocate for all Social Security Administration offices in Los Angeles County to participate in expediting SSI for homeless individuals. Training DPSS liaisons to recognize when an application for SSI is premature and does not have enough medical history to be approved is also an important step in securing benefits the first time a person applies. It is in the County's interest to advocate for an expansion of enrollment into SSI to shift the cost from local government to the federal government.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 28

 Dramatically reduce the rate of homelessness among individuals discharged from Los Angeles County jails and State prisons.

A significant percentage of individuals (singles and head of household) report jail being the last place they slept before arriving at emergency shelters. The Los Angeles Police Department's Central Division estimates that a very high percentage of people living on "Skid Row" are either on probation or parole. As a community we must set a higher standard so that fewer people are released to the streets. We need to expand the Los Angeles County Sheriff's Department's Community Transition Unit and other rehabilitative services to prevent recidivism.

Timeline: TBD

Projected Cost: TBD

Responsible Parties: TBD

Key 29

 Reduce the rate of homelessness among youth leaving foster care and County youth facilities.

Of the approximate one thousand teenagers that "age out" (turn 18) of the foster care system every year, at least half become homeless. This plan seeks to augment the current Foster Care Redesign that the Department of Children and Family Services is currently engaged in.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Key 30

 Reduce the rate of homelessness among individuals discharged from Los Angeles County hospitals.

Effective discharge planning must be incorporated into the mission of the every hospital and clinic in Los Angeles County. To prevent people from being discharged to the streets, hospitals and clinics must provide better training to discharge planners and social workers to become more familiar with community based programs and housing options that will ensure a place for individuals leaving their care to recover properly. The community must guarantee that for this to happen there are the housing and recovery options available to discharge planners. These include dramatically expanding respite care facilities as well as housing that provides assisted living.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Goal 6: Increase community resources to implement the plan.

Bring LA Home remains only a road map until we fund it and provide the resources to ensure its success. Local, state and federal government support must be increased and augmented by the corporate and philanthropic communities. In addition, we must have the public's support for spending their tax dollars on these priorities and for personally contributing to the *Bring LA Home Trust Fund* to achieve these goals and keys to success.

An educational campaign will be needed to raise awareness and cultivate support for *Bring LA Home*. The campaign will include information about homelessness in Los Angeles County, current model programs that have helped homeless people change their lives, and suggestions for what the public can do to help.

The Los Angeles Homeless Services Authority (LAHSA), as a joint powers authority for the City and County of Los Angeles, is uniquely qualified to oversee the plan's implementation, monitor progress, and report on results. LAHSA currently administers over \$50 million per year in contracts for homeless services and coordinates the Homeless Management Information System (HMIS), which will enable LAHSA to produce reports documenting service usage and ways to improve on service delivery.

Keys to Success The keys to success are critical for achieving each goal. Each key will be operationalized by specific detailed recommendations, with timelines, milestones, projected resources, and responsible parties.

Key 31  Establish a *Bring LA Home Trust Fund* with new funding sources.

Additional public investment is required to end homelessness. A *Bring LA Home Trust Fund* must be created with new and sustainable sources of revenue. Finally, as a community we must embrace the principles of fair share as well as multi-sector funding.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD

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Responsible Parties: TBD

Key 32



Education campaign and marketing of plan.

Increasing public awareness of the human and financial costs of homelessness is key to raising the commitment of the Los Angeles community to the level necessary to end this crisis.

Strategy 1: TBD

Timeline: TBD

Milestone: TBD

Projected Resources: TBD

Responsible Parties: TBD

Goal 7: Increase coordinated municipal lobbying efforts at State and Federal levels.

Often times Los Angeles County is characterized as complicated with its 88-cities, multiple jurisdictions, decentralized politics, and one of the largest economies in the world. However, as a County we have proven in the past that lobbying as a region has been incredibly effective. We have lobbied several times to save closures of hospitals in our overburdened healthcare system with aid from the federal government, in 1996 AIDS advocates lobbied for our fair share of funds from the Ryan White CARE Act and, currently, a united lobbying effort is underway and endorsed by politicians such as Mayor Hahn, on behalf of all of Los Angeles County that seeks to bring our fair share of transportation funding. However, in the areas of homeless services and affordable housing, other counties in California and other cities nationally are extremely successful in lobbying for dollars from the federal government. We need to do a better job of exercising our clout by coordinating our lobbying efforts.

There are eighteen members in Congress representing Los Angeles County. Our congressional representatives sit on powerful committees including: Appropriations, which holds hearings on the national budget as prepared by the President and analyzes the fiscal and economic impacts of the budget; Housing; Education and Workforce; Rules; Ways and Means, which is responsible for raising the revenue required to finance the Federal Government and social insurance programs and a whole series of grant-in-aid programs to State governments such as, SSI, TANF, Foster Care, Child Support programs, social services and unemployment compensation. These representatives have the potential to bring in needed funding to our region for homeless services and housing. At the State level there are twenty-six Assembly members and fourteen State Senators representing Los Angeles County who must also be engaged in this process so that they will stand up for the resources necessary to end homelessness in their communities.

As a County we have lobbied in a reactionary way for too long. It is time for a more coordinated and proactive approach to bring in our share of funding regionally to increase funding and resources to implement this plan.

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Keys to Success The keys to success are critical for achieving each goal. Each key will be operationalized by specific detailed recommendations, with timelines, milestones, projected resources, and responsible parties.

Key 33  Adoption of the plan by the City and County of Los Angeles.

Upon adoption, the City and County of Los Angeles can begin to craft a uniform legislative agenda to advance our goals for increased funding and resources from the State and Federal governments to the entire county.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 34  Endorsement of the plan by the balance of 87 cities in Los Angeles County.

Endorsement by the balance of Los Angeles County will strengthen the likelihood of the plan's success and our ability to coordinate our legislative agenda effectively.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD
 Projected Resources: TBD
 Responsible Parties: TBD

Key 35  Develop a coordinated lobbying effort focusing on state funding, legislation, regulations and policies that impact Los Angeles.

Strategy 1: TBD
 Timeline: TBD
 Milestone: TBD

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Projected Resources: TBD
Responsible Parties: TBD

Key 36



Collaborate with other jurisdictions who have adopted 10-year plans to focus on national funding, legislation, regulations and policies that impact homelessness.








Strategy 1: TBD
Timeline: TBD
Milestone: TBD
Projected Resources: TBD
Responsible Parties: TBD

We can, and we will Bring Los Angeles Home!

Chapter 7 – Implementation

Implementation: Where we go from here

We must take concrete steps to implement the keys to ending homelessness and commit ourselves to undertake the tasks in this strategic plan. In this way we are moving from a reactive stance to a proactive goal oriented process. Further we can measure progress towards meeting goals by evaluating the effectiveness of systems and programs and invest in the programs and systems which bring results. We are recommending therefore that:

-  LAHSA be established as the oversight agency for implementing the plan.
-  An implementation board be established to advise and guide LAHSA in the implementation process, to issue regular reports on the progress made towards achieving goals, and to develop a widespread public education plan for Bring LA Home. As we move forward it is important to carefully determine the make up of this board. It is crucial that all sectors of the community be represented and work together to address the common goal of ending homelessness.
-  A baseline census of homeless people (2005) be established and updated on a regular basis.
-  A Homeless Information Management System (HMIS) be fully implemented throughout the County.
-  A research advisory committee be formed to identify opportunities to use data gathered by public agencies to inform, evaluate, and improve both prevention efforts and the homeless service delivery system.
-  A standard performance (outcome based) evaluation system for all government funded projects be designed, tested and implemented.
-  A technical assistance institute be created to provide training to community based providers and public agencies to improve prevention efforts, program design, and service delivery.

Appendix

Acknowledgements

We would like to thank the community leaders, human service professionals, and community stakeholders listed below who have contributed to developing this strategic plan. For those who are not listed, we apologize and thank you also.

Blue Ribbon Panel

Larry Adamson, President, The Midnight Mission	Barbara Hope, Ex. Dir., House of Ruth
Richard Alarcon, Senator, CA Senate	Bruce Iwasaki, Ex. Dir., Legal Aid Fndn. L.A.
Leroy Baca, Sheriff, L.A. County	Madeline Janis-Aparicio, Ex. Dir., LAANE
Rosina Becerra, Office of the Chancellor, UCLA	Colleen Kareti, G.M., Hyatt Regency Los Angeles
Charles Blake, Bishop, W. Angeles C.O.G.I.C.	Robert Levy, EnviroCommunications, Inc.
Richard Bloom, Mayor, City of Santa Monica	Estela Lopez, Ex. Dir., Central City East Association
Bill Bogaard, Mayor, City of Pasadena	Tracy Lovejoy, Former Ex. Dir., CCEA (Former Blue Ribbon Panel member)
Yvonne Brathwaite Burke, Supervisor, L.A. County	Mollie Lowery, Ex. Dir., Lamp Community
William Bratton, Chief, L.A. Police Dept.	Roger Mahony, Cardinal Archbishop of Los Angeles
Jan Breidenbach, Ex. Dir., So.CA Assn. Non-Profit Housing	Antonio Manning, Vice-Pres., Washington Mutual
J. Jon Bruno, Bishop, Episcopal Diocese Carmelita Casal	Rickey Mantley, Organizer, L.A. Comm. Action Network
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Miguel Contreras, Ex. Sec.-Treas., County Fed. of Labor	Rhonda Meister, Ex. Dir., Saint Joseph Center
Kathy Cooper-Ledesma, Field Dir., CA Council of Churches	Cecil Murray, Pastor, First AME Church
Diane Donoghue, Ex. Dir., Esperanza Com. Housing Corp.	Mitchell Netburn, Executive Director, Los Angeles Homeless Services Authority
Peter Dreier, Prof., Occidental College	Fabian Nuñez, Speaker, CA Assembly
Neal Dudovitz, Ex. Dir., Neighborhood Legal Services	Beverly O'Neill, Mayor, City of Long Beach
Marc Stevens Dworkin, Rabbi, American Jewish Ctr.	Robert Ovrom, CEO, L.A. CRA
Bob Erlenbusch, Ex. Dir., L.A. Coalition to End Hunger & Homelessness	Jan Perry, City Councilmember, Los Angeles
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Michael Feuer, Attorney at Law, Morrison & Foerster	Ralph Plumb, Pres., Union Rescue Mission (Former Blue Ribbon Panel member)
Andrew Friedman, Attorney at Law	Susan Rabinovitz, Assoc. Dir., Childrens' Hospital
Dora Gallo, CEO, A Community of Friends	Joel Roberts, Ex. Dir., PATH
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JoAnn Garcia, Chairperson, LAHSA	Tyrone Roy, Homeless Advocate
John Grant, Counsel, UFCW	Gilbert Saldate, Prog. Coord., Tri-City Mental Health
Wendy Greuel, L.A. City Councilmember	Carol Schatz, Dir., Central City Association
Joseph Haggerty, President, United Way	Len Schneiderman, Prof. (ret.) UCLA
James K. Hahn, Mayor, City of Los Angeles	Ruth Schwartz, Ex. Dir., Shelter Partnership, Inc.
Stephani Hardy, Ex. Dir., U.S. Vets	Major Carol Seiler, Div. Comdr., The Salvation Army
Ted Hayes, Ex. Dir., Justiceville	Tanya Tull, Pres., Beyond Shelter, Inc.
Antonia Hernandez, CEO, CA Community Foundation	Lt. Col. Alfred Van Cleef, (ret.) The Salvation Army (Former Blue Ribbon Panel member)
	Paul Vert, Pres. & CEO, Youngs Market Companies
	Antonio Villaraigosa, L.A. City Councilmember
	Herb Wesson, Speaker Emeritus, CA Assembly
	Jennifer Wolch, Prof., USC
	Zev Yaroslavsky, Supervisor, L.A. County

Appendix

Los Angeles Homeless Services Authority

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Los Angeles Coalition to End Hunger & Homelessness

Bob Erlenbusch, Executive Director
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Jason Seward, Office of County Supervisor Yvonne Brathwaite Burke
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Glossary

Area Median Income - Each year, the federal government calculates the median income for communities across the country to use as guidelines for federal housing programs. The area median income means that half of families in the area earn more than the median and half earn less than the median. Area Median Incomes are based on the Department of Housing and Urban Development estimates with adjustments for family size. In Los Angeles County the median family income is \$49,600 for a family of three and \$55,100 for a family of four.

Access Centers - There are eleven homeless access centers with outreach teams that focus on rapid and intensive intervention for individuals and families that are homeless. Outreach teams identify clients within their communities and work to bring them into the service system. Client needs are assessed in the field and on site and are referred and/or transported to appropriate services including shelter and housing, health and mental health care, crisis counseling, legal services, and job development. The primary objectives of the access centers are that persons at risk of losing their housing be able to remain housed and that those who are homeless are referred to appropriate housing options. Designed as a "one-stop shop", these centers reduce the number of access barriers that hinder program participation. These centers also maintain a regular contact with provider representatives to confirm available bed space. Bus tokens are given for transportation to services not within walking distances or if the center has a mobile unit, they are transported to other providers.

Affirmative Zoning Policies - Policies and land use zoning that provide incentives to facilitate affordable housing development.

Affordable Housing - Housing with rent that is affordable to households of low and moderate income, which are households within the lowest 80% of the area median income for the region, as determined by the Department of Housing and Urban Development. Affordable in this context means annual housing costs do not exceed 30% of gross annual household income.

At-risk of Homelessness - Potential households considered at-risk of homelessness are: households paying more than 50% of their income for rent; households doubling up with others or "couch surfing" (temporarily staying with friends); and living in single room occupancy hotels represent a conservative definition of those at risk of homelessness.

Case Management - The process by which all matters of a homeless individual's needs are assessed and managed by a social worker or case manager. Case managers coordinate designated components of health care, employment readiness, public benefits, and housing placement. Case management is intended to ensure continuity of services and accessibility to overcome rigidity, fragmented services, and the misutilization of facilities and resources. It also attempts to match the appropriate intensity of services with the individual's needs over time.

Chronically Homeless - An unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more or has had at least four (4) episodes of homelessness in the past three (3) years.

Community Court - A restorative justice program to serve low-level offenders to pay back the neighborhood through community service while at the same time offering them help with problems that often underlie criminal behavior. The community court collaborates with social service agencies to provide social services, including drug treatment, health care and job training.

Conditional Use Permit - A permit authorized by a Planning Department for a conditional use. A conditional use is a use that would not be appropriate without restriction, but which is permitted

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provided that all performance standards and other requirements of this ordinance are met. A Conditional Use Permit may be issued only after the applicant has followed the procedures of the ordinance. A Conditional Use Permit does not authorize the applicant to build, but merely authorizes the code enforcement officer to issue a building permit, provided that all other requirements for the issuance of a building permit are satisfied by the applicant.

Continuum of Care - A comprehensive and coordinated housing and service delivery system. This approach helps communities plan for and provide a balance of emergency, transitional, and permanent housing and service resources to address the needs of homeless persons so they can make the critical transition from the streets to jobs and independent living.

Co-occurring Disorders - Typically refers to homeless individuals with the occurrence of mental and substance use disorders.

Discharge Planning - The process of coordinating and evaluating an individual's needs in order to arrange for appropriate care following discharge from a hospital or other institutional care setting.

Dually Diagnosed - Individuals who are substantially limited in one or more major life activity by mental illness *and* alcohol or drug addiction. Persons with other diagnoses qualify under multiple diagnoses.

Elderly Homeless - An elderly homeless individual is 62 years old or older.

Emancipated Foster Youth - Young adults who have reached majority age (18 years) were in the foster care system and who now have no other home.

Emergency Shelter - Free temporary shelter provided as an alternative to residing in a place not meant for human habitation and typically is limited to 90 days.

Extremely Low-Income Households - Households who have incomes that are 30% or less of the area median income.

Family - Defined as any of the following: Minor parents with child(ren); one or more adults with legal custody of minor child(ren); a couple in which one person is pregnant; grandparents or others who are legal guardians with child(ren) present; multi-generational families with grandparents, parents (adult child) and minor child(ren).

Federal Poverty Level - The federal government's working definition of poverty that is used as the reference point for the income standard for eligibility for many federal benefits programs. Adjusted annually for inflation and published by the Department of Health and Human Services in the form of Poverty Guidelines, the FPL in calendar year 2004 is \$9,310 for an individual, \$12,490 for a family of two, \$15,670 for a family of three and \$18,850 for a family of four.

Fiscalization of Land Use - Refers to the way land is used locally to generate revenue. Under the current government finance scheme, retail development generates more revenue (through sales taxes) than housing and other non-retail uses. As a result, local governments have less incentive to promote housing development.

General Plan - California state law requires every city and county to adopt a comprehensive general plan for the physical development of the county and/or city, and any land-use outside its boundaries that bears a relation to its planning. The general plan presents the city's or county's development and policy goals as it relates to future public and private land usage.

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Homeless Management Information System (HMIS) - Refers to a computerized system that will allow agencies to track service usage over time. The usage data collected will help LAHSA plan for future services and programs. The system is presently under implementation.

Homeless - A person is considered homeless only when he/she resides in a place not meant for human habitation, such as cars, parks, sidewalks, abandoned buildings, on the street; in an emergency shelter; in transitional or supportive housing for homeless persons who originally came from the streets or emergency shelters; in any of the above places but is spending a short time (up to 30 consecutive days) in a hospital or other institution; is being evicted within a week from a private dwelling unit and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing; is being discharged within a week from an institution, such as a mental health or substance abuse treatment facility or a jail/prison, in which the person has been a resident for more than 30 consecutive days and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing; is fleeing a domestic violence housing situation and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing.

Homeless Court - Homeless courts are special court sessions held in a shelter or other community site designed for homeless residents to resolve misdemeanor criminal warrants, principally infractions such as jaywalking, public urination, etc.

Homeless Domestic Violence – Individuals and/or Families that are homeless due to an abusive partner. The abuse could be physical, mental, or emotional. The cause of the family homelessness or housing instability must be related to domestic violence.

Homeless Veterans - An eligible Veteran¹ is defined as one who: (1) served on active duty in the US armed forces for more than 160 days and was discharged with other than a dishonorable discharge; (2) was discharged or released from active duty because of a service connected disability; or (3) served on active duty during a period of war, or in a campaign or expedition to which a campaign badge is authorized.

Homeless Youth - Unaccompanied persons, age 12 to 24. Youth may have run away or were forced out of their home and are not in the company of a parent or guardian, and who may or may not be legally emancipated.

Housing Affordability - Housing affordability means annual housing costs do not exceed 30% of gross annual household income.

Housing Element - The Housing Element is a requirement of the General Plan that describes how a local government plans to meet its existing and future housing needs for all income groups. Local governments must adopt land use plans that provide opportunities for private developers to develop housing for all income groups. With regards to homelessness and affordable housing, the plan is required to identify land use zones and densities that can accommodate the local government's share of the regional housing need for low and moderate-income households.

Housing Wage - The amount a person working full-time has to earn to afford a two-bedroom rental unit at fair market rent while paying no more than 30% of income in rent.

¹ According to The Federal Wagner-Peyser Act of 1993 and Title 38, Chapters 41, 42, and 43 of the United States Code of Federal Regulations, US Department of Labor.

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Inclusionary Zoning - A practice by which state or local governments impose zoning restrictions that require a specified percentage of new development in a designated area to be set aside to provide housing for low- and moderate-income persons.

Land Use - The way land is used by humans, i.e. residential, commercial, industrial, agricultural, open space, forestry, recreation, etc.

Market Rate Housing - Housing that rents or sells at the prevailing rate determined by current market conditions.

McKinney-Vento Act - The primary federal legislation that funds housing and services specifically for homeless individuals and families and is administered by various federal departments.

Mentally Ill Individual - An individual substantially limited in one or more major life activities by mental illness based on confirmed clinical diagnosis, or initially by referral or staff assessment and later confirmed by clinical diagnosis.

Mental Health Court - Mental health courts have been created by locally, often adapting the model of drug courts, to obtain mental health treatment for persons with mental illness accused of crimes. Currently, some mental health courts involve using the authority of the court to impose treatment compliance as a condition of release. Failure to comply may result in sanctions being imposed, up to and including incarceration.

NIMBY - Is an acronym that stands for Not In My Back Yard and describes someone or a group of people who object to siting something in their own neighborhood but do not object to it being sited elsewhere.

Permanent Housing - Housing that is not time-limited and is intended to be a home for as long as a person chooses to live there and continues to be eligible if the unit is subsidized.

Permanent Supportive Housing - Housing that is not time-limited and is linked to support services such as mental health, case management, employment assistance and other services to enable residents to maintain self-sufficiency.

Proposition 46 - The Housing and Emergency Shelter Trust Fund Act of 2002, is a \$2.1 billion dollar bond measure that was passed by the voters in California in November 2002. The bond provides millions of dollars to help fund the construction, rehabilitation and preservation of affordable rental housing, emergency shelters and homeless facilities, as well as funds that can be used to provide downpayment assistance to low and moderate-income first-time homebuyers.

Recidivism - Return or relapse to a type of behavior, such as substance abuse.

Rent Stabilization Ordinance - The City of Los Angeles adopted the Rent Stabilization Ordinance on May 1, 1979 to safeguard tenants from excessive rent increases, while providing landlords with reasonable returns for their investment. The ordinance is only in effect for units built prior to adoption of the ordinance. The ordinance allows for rent increases of 3%, once every 12 months. An additional 1% increase is allowed if the landlord pays for all the costs of either gas or electrical utilities. The ordinance does allow landlords to raise the rent to any level after a voluntary vacancy.

Safe Haven - A facility that provides shelter and services to chronically homeless and chronically mentally ill individuals that cannot comply with strict rules of traditional shelters. The safe havens

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are typically low-demand and high expectation facilities that have few entrance requirements but do require abstinence from alcohol and drug use and violent behavior.

Section 8 - A federal housing subsidy program that is administered locally by housing authorities. The subsidy program is both tenant and project-based. The Section 8 voucher program provides assistance in order for the voucher recipient to pay no more than 30% of their gross monthly income on rent in a unit that complies with the rent guidelines. Housing authorities may spend a portion of their Section 8 certificate program funds to specific housing projects and thus subsidizing the unit.

Service Enriched Housing – Rental housing in the community at-large, in which “services coordination” is available, to help all residents attain improved social and/or economic well-being.

Street Outreach - Services delivered directly to homeless individuals residing in places not meant for human habitation in order to connect the individuals to existing service providers.

Substance Abuse Individual - An individual who has acknowledged addiction problems related to alcohol and drug use and who seek services or housing to support their sobriety.

Supportive Housing - Housing that is coupled with supportive services in order to assist individuals and families maintain financial and personal stability and self-sufficiency, to prevent homelessness.

Supportive Services - Services provided directly to homeless individuals and/or families intended to assist homeless individuals and/or families in attaining or maintaining residential, financial and personal stability and self-sufficiency.

Transitional Housing - Housing that has as its purpose facilitating the movement of homeless individuals and families to permanent housing within usually 24 months.

Zero Tolerance - Is an extreme intolerance of any behavior or activity usually by an uncompromising application of the law.