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August 16, 2018

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THE FIRST BOARD-MANDATED EVALUATION OF LOS ANGELES COUNTY'S HOMELESS INITIATIVE: INITIAL OUTCOMES IN THE YEAR PRIOR TO MEASURE H

This memo transmits a report evaluating outcomes associated with Los Angeles County's Homeless Initiative (HI). The HI oversees 51 Countywide strategies developed with stakeholders inside and outside County government to combat the homeless crisis. The Board's approval of the HI's approach to the crisis in February 2016 included directions to complete *independent* annual performance evaluations. The attached report assesses results for Year 1 of the HI Fiscal Year (FY) 2016-17 and establishes baseline points of reference for the forthcoming Year 2 evaluation report targeted for completion by the end of 2018.

Evaluating HI Outcomes and an Initial Assessment of the Impact of Measure H

The competitively-procured evaluator for the first two HI performance evaluations is Public Sector Analytics (PSA). PSA's second report will examine results for FY 2017-18, which is both Year 2 of the HI and the first year during which revenues from Measure H supported the HI strategies. The two reports together will, therefore, evaluate the first two years of the Initiative and offer comparative perspective on the initial impact of Measure H.

The Five Strategies Examined in the Year 1 Evaluation

While Measure H is not a factor in PSA's Year 1 evaluation, the report's findings reflect the impact of the Board's initial $100 million investment in the implementation of the HI and first year of the Initiative's operation. The focus of the Year 1 evaluation is the five strategies for which sufficient data were available at the end of the HI's first year, shown in the table below along with the three agencies with lead responsibilities for their implementation and operation, i.e., the Los Angeles Homeless Services Authority (LAHSA) and the County's Departments of Health Services (DHS) and Public Social Services (DPSS).

"To Enrich Lives Through Effective And Caring Service"

Homeless Initiative Strategies Assessed in the Year 1 Performance Evaluation	
Strategy	**Strategy Lead**
A1 Homeless Prevention Program for Families	DPSS, LAHSA
B1 Subsidized Housing to Disabled Homeless Individuals Pursuing SSI	DHS, DPSS
B3 Partner with Cities to Expand Rapid Re-Housing	DHS, LAHSA
B7 Interim/Bridge Housing for those Exiting Institutions	DHS, LAHSA
E8 Enhance the Emergency Shelter System	LAHSA

Implementation and the Year 1 Evaluation

Implementation and expansion of newly-funded services comprises a significant portion of the background framing the findings presented in the Year 1 HI evaluation. Within this context, PSA reports that placements in housing grew and that returns to homelessness for households placed in permanent housing were kept low. The analysis projects that demand for assistance in areas such as homeless prevention, re-housing and temporary accommodation (i.e., bridge housing and emergency shelter services) is likely to exceed existing supply and that service capacities will benefit considerably from the infusion of Measure H funding.

Outcomes at Three Levels of Performance Measurement

Specific performance metrics developed for each of the 51 HI strategies are the foundation of the evaluation framework submitted to the Board in September 2016. The framework additionally consists of eight *headline measures* that aggregate the strategy metrics into broader programmatic categories, as well as three general *macro-level measures* that aggregate the headline measures and include both HI-affiliated and non-HI-affiliated services and activities, thereby producing general performance measures for the County's homeless services delivery system as a whole. A synopsis of PSA's key findings at each of these levels of performance measurement is given in Attachment I; the full report is provided in Attachment II.

Implications for PSA's Year 2 Evaluation

PSA's Year 1 evaluation reports promising findings in terms of both permanent and interim housing placements, prevention, and the efforts to strengthen the County's emergency shelter system. As the HI strategies mature and gain momentum, as well as the support of Measure H funding, service capacities will grow and future assessments, starting with PSA's Year 2 evaluation, will be able to document the effects of this. Some of the measures provided in PSA's report can, therefore, serve as baseline outcomes against which to assess the impact of future program growth. Insofar as the Year 1 evaluation covers only the partial implementation of the HI in its first year, the Year 2 report will offer a considerably broadened view of the programs and services provided through the Initiative, the persons served, and the outcomes achieved.

Next Steps

PSA initiated data collection for the Year 2 evaluation in June 2018. The data limitations described in Attachment 1 notwithstanding, the Year 2 report is to be a significantly more exhaustive assessment of the HI, both in terms of the range of strategies and services included in PSA's analysis and as a result of improvements in the outcomes-related information available to the evaluators. With the attached report providing selected points of comparative reference, the Year 2 evaluation will offer the HI and stakeholders the first systematic assessment of the difference Measure H revenues make for coordinated efforts to combat Los Angeles County's homeless crisis. Completion of the Year 2 report, which is targeted for the end of 2018, will provide valuable information to help maximize the effectiveness with which these resources are subsequently deployed.

If you have any questions or concerns, please feel free to contact me, or your staff may contact Max Stevens, CEO/CIO, at 213-253-5630 or mstevens@ceo.lacounty.gov.

SAH:JJ:FAD
WSK:PL:MS:lc

Attachments

c: Executive Office, Board of Supervisors
        County Counsel
        Sheriff
        Community Development Commission
        Health Agency
        Health Services
        Probation
        Public Social Services
        Regional Planning
        Los Angeles Homeless Services Authority

A Review of Year 1 of Los Angeles County's Homeless Initiative
Public Sector Analytics

A Summary of the Report's Key Findings

Although the micro performance metrics developed for each of the Homeless Initiative (HI) strategies form the basis of the evaluation framework, the findings presented in PSA's Year 1 report start from the *macro performance measures* for the County's homeless services delivery system as a whole and then work through the headline measures before examining the strategy-level outcomes aggregated in the reported system and headline results. This summary reviews PSA's key findings at all three levels of measurement.

Los Angeles County's Homeless Services Delivery System Overall

The evaluation framework's macro performance measures aggregate the headline measures and also include services and activities not affiliated with the HI. The three system-level measures are as follows:

o *Average Length of Time Homeless from Initial Contact with the Homeless Services System* (or average duration of homelessness),

o *Permanent Housing Placements*, and

o *Returns to Homelessness after Permanent Placements* (the flip side of retention).

Average Duration of Homelessness: By comparison with the 12 months prior to Year 1 of the HI, PSA reports *substantial improvement in the length of time from initial receipt of homeless services to housing placements over the first year of HI implementation.*

> ▪ A combined median duration of 85 days is reported for this macro measure over FY 2016-17 regardless of the placement type involved, which is a 9 percent improvement from the FY 2015-16 median of 93 days.

Housing Placements: During Year 1, the County's homeless services delivery system - inclusive of HI and non-HI services rendered through the County's Departments of Health Services (DHS) and Public Social Services (DPSS), as well as providers affiliated with the Los Angeles Homeless Services Authority (LAHSA) - made at least 16,700 permanent housing placements involving families and individuals that were homeless and receiving homeless-related services.

> ▪ This number reflects a slight increase (3.7 percent) over the previous 12 months, but the reported placement result is an *adjusted estimate* necessitated by both an anomalous decrease in the number of placements tied to Housing Choice (formerly Section 8) rental subsidy vouchers issued through the Housing Authority of the City of Los Angeles (HACLA), and equally unusual decreases in the number of family placements made through two of LAHSA's eight Family Solution Centers.

> ▪ A significant expansion in DHS's Housing for Health program produced a 168 percent increase in the department's housing placements relative to the previous year and was the most significant driver of the increase in permanent housing placements observed for the homeless services system as a whole during Year 1.

Returns to Homelessness: The PSA evaluation reports an overall rate of return to homelessness of roughly 10 percent among persons placed into permanent housing and observed for six months afterward during FY 2016-17, a result encompassing placements made through DHS, DPSS and LAHSA. This result is comparable to the rate observed for the previous 12 months.

- The rate of return among LAHSA's FY 2016-17 placements for all permanent housing modalities combined was approximately 10 percent.

- DPSS households had lower rates of return than LAHSA, possibly because of the social services support the department's clients receive in conjunction with housing.

Headline Measures

The HI evaluation framework's three system measures are largely informed by data from eight headline measures. The table below shows the four headline measures for which data were sufficient to include in the Year 1 evaluation and is followed by a summary of the key headline outcomes presented in PSA's report.

The HI Evaluation Framework's Headline Outcomes		
	**Examined in Year 1 Evaluation**	
Aggregated Performance Measure	**Y**	**N**
# Individuals, Families Prevented from becoming Homeless	✓	
# Individuals, Families Placed in Permanent Housing	✓	
# Individuals, Families Receiving Newly-Approved/Reinstated Cash Benefits		✓
# Individuals Gain Employment or Enroll in Vocational Training		✓
# , % Individuals and Families that Retain Permanent Housing After Placement*	✓	
# Individuals and Families Placed in Temporary Housing	✓	
Preservation/Expansion of the Supply of Affordable and Homeless Housing		✓
Enhanced Service Delivery and Coordination		✓

*Measured at 6, 12 and 18 months

Prevention: HI prevention services for families kept 895 persons in 287 LAHSA-assisted families housed (roughly half the 1,802 persons LAHSA assisted with prevention services in Year 1), though this number is limited to families for which follow-up data were available.

- DPSS provided HI-affiliated prevention services to 1,114 families during Year 1, but the only outcomes information available for these clients is derived from matches against the Homeless Management Information System, the results of which are included in metrics at the individual strategy level.

Permanent Housing: All three agencies included in the Year 1 evaluation - DHS, DPSS and LAHSA - are providers of permanent housing. The permanent housing headline measure overlaps with the same metric at the system level but is limited to HI-affiliated placements.

- HI-affiliated services placed 4,200 individuals in permanent housing during Year 1, which is one-quarter of the 16,700 placements estimated at the macro system level for the County homeless services system overall.

Temporary Housing: DHS and LAHSA are the agency leads for HI strategies providing interim/bridge housing to those exiting jails, hospitals and other institutions (Strategy B7) and that bolster the County's

Shelter system (Strategy E8), both of which are examined in the Year 1 Evaluation and aggregated in the temporary housing headline measure.

- A total of 6,809 persons were placed in temporary housing accommodations through these strategies in Year 1 of the HI.

Retention: Similar to outcome measurement for permanent housing, the retention headline measure overlaps with returns to homelessness tallied at the macro level but is limited to retention among those placed in permanent housing through services affiliated with the HI.

- More than 90 percent of individuals placed in permanent housing through HI programming in Year 1 retained this housing after six months.

Strategy-Specific Performance Measures

The aggregate outcomes shown at the system and headline levels are built on performance metrics developed for each of the 51 HI strategies. The Table below shows the strategy-level metrics and outcomes examined in PSA's Year 1 evaluation report and is followed by a summary of the report's key findings with respect to these metrics.

Homeless Initiative Strategy-Specific Metrics Examined in the Year 1 Evaluation		
	Strategy	**Performance Metrics**
A1	Homeless Prevention Program for Families	o 75 percent of participant families retain their housing or transition directly into other permanent housing; o 70 percent of participant families retain housing and do not enter Crisis Housing within one year.
B1	Subsidized Housing to Homeless Individuals Pursuing SSI	o Number of individuals enrolled; o Number of eligible individuals referred for a B1 subsidy; o Number of eligible individuals approved and housed with a B1 subsidy; o Percentage of participants who secured housing with B1 subsidy.
B3	Partner with Cities to Expand Rapid Re-Housing	o Number of individuals enrolled; o Number of participants placed into a permanent housing destination.
B7	Interim/Bridge Housing for those Exiting Institutions	o Number of individuals served with B7-funded interim/bridge housing; o Number of participants who exited to a permanent housing destination; o Average length of stay in interim/bridge housing.
E8	Enhance the Emergency Shelter System	o Number and percentage of individuals, families, and youth served by crisis/bridge housing who exit in the reporting period; o Number of individuals served by DHS/DMH funded interim housing beds; o Number of participants who exited to permanent housing; o Average length of shelter stay.

*A1 is the only strategy in the Year 1 report with targets built into the performance measures:

Strategy A1: Among families served under HI Strategy A1 during Year 1 (limited to those for which follow-up data were available), 92 percent receiving A1 services through DPSS and 82 percent of those receiving such services through LAHSA remained permanently housed after six months.

- Both results easily surpass the targets built into the metrics for Strategy A1.

Strategy B1: DPSS and DHS used housing subsidies available in Year 1 through HI Strategy B1 to house 543 homeless adults in varying stages of the application process for federal disability benefits paid through the Supplemental Security Income (SSI) program.

Strategy B3: LAHSA and DHS provided over 11,000 persons with low-to-moderate housing barriers with Rapid Re-Housing (RRH) services through HI Strategy B3 in Year 1.

Strategy B7: Interim/bridge housing services associated with HI Strategy B7 were provided to a total of 730 LAHSA and DHS clients in Year 1.

- Among those receiving these services through LAHSA, 23 percent exited to permanent housing arrangements in Year 1.

- Among those receiving these services through DHS, 29 percent exited to permanent housing arrangements in Year 1.

Strategy E8: Almost 7,800 single adults, family members and youth used 24/7 crisis housing emergency shelter beds provided through DHS and LAHSA under HI Strategy E8 in Year 1.

Addressing Data Limitations

The relative newness of the HI at the end of FY 2016-17 is the primary reason so many of the HI strategies could not be examined in PSA's Year 1 report, but other factors also limited the availability of outcomes-related information and thereby restricted the scope of PSA's analysis. Some of the most significant limitations affecting the Year 1 report were as follows:

- No outcome data was available for over two-thirds of the households assisted through HI prevention services for families.

- Outcomes information for the HI's RRH strategy was minimal beyond housing placement records. PSA's report was, therefore, unable to address the program measures that focus on employment and receipt of benefits.

- The numbers of users receiving services under the HI's interim/bridge housing strategy appear lower than the capacity (bed numbers) available would suggest, and information on outcomes was frequently missing or incomplete in the available data.

- A significant number of exits from the HI-affiliated emergency shelter services program were recorded in the data with unknown destinations, which limited the conclusions that could be made with respect to the strategy's performance.

While the HI has since worked with partners to improve data collection for the strategies, the Year 2 report will provide a better sense of remaining information gaps to be filled in order optimize the value of ongoing performance evaluation.

A REVIEW OF YEAR ONE OF
LOS ANGELES COUNTY'S HOMELESS INITIATIVE:
OUTCOMES AND BASELINE MEASURES FOR SELECTED STRATEGIES

JULY 2018

HALIL TOROS, PhD
STEPHEN METRAUX, PhD
DENNIS CULHANE, PhD

PUBLIC SECTOR ANALYTICS

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EXECUTIVE SUMMARY

The numbers of persons who experience periods of homelessness in the cities and Unincorporated Areas of Los Angeles (LA) County have grown steadily in recent years. The increasing visibility of the unsheltered homeless population, in turn, has elevated the problem to the top of the County's social policy priorities. In February 2016, the LA County Board of Supervisors responded to the homeless crisis by formally approving 47 countywide strategies to combat homelessness.[1] The strategies were developed in a collaborative effort with stakeholders inside and outside County government under the leadership and coordination of the Homeless Initiative (HI), which is administratively situated in the County's Chief Executive Office (CEO). The HI's strategic approach to the crisis creates or expands a range of client-centered homeless services and is structured to produce measurable outcomes. The strategies encompass six essential areas of focus: (i) prevention, (ii) subsidized housing, (iii) income and employment, (iv) case management and supportive services, (v) the development of a coordinated homeless services system, and (vi) affordable and homeless housing.

A FRAMEWORK TO PRODUCE BOARD-MANDATED PERFORMANCE EVALUATIONS

In approving the HI strategies in February 2016, the Board of Supervisors directed the Office of the HI to prepare a performance evaluation plan to guide annual assessments of the HI's ongoing effectiveness and impact. The resulting framework was submitted to the Board in September 2016 and consists of performance measures at three levels of analysis:

- o Three over-arching, macro-level *system* measures;
- o Eight meso-level *headline* outcome measures;
- o Specific micro-level *strategy* metrics that measure the performance of all 51 HI strategies.

THE FIRST OF TWO REPORTS

This report evaluates Year 1 of the HI (Los Angeles County's 2016-17 fiscal year [FY]). The Year 2 evaluation is to be completed by the end of 2018. While limited data on the evaluation framework's performance and outcome measures were available for the present report, the partial information used provides a means for establishing some key baseline points of reference. Given that Year 2 is the first year for which revenues from Los Angeles County's Measure H were available to support the HI strategies, the baseline outcomes presented here will enable the Year 2 evaluation to offer comparative perspective on the HI strategies with and without the benefit of Measure H resources.

METHODS

The evaluation of Year 1 outcomes is based on micro-level data for five HI strategies, four meso-level measures, and all three macro-level measures. The results cover the time period from July 2016 through June 2017, the first fiscal year after the launch of HI. The client-level data used come from the Los Angeles Homeless Services Authority (LAHSA) and the Los Angeles County Departments of Public Social Services (DPSS) and Health Services (DHS). After de-duplicating all clients in these records across the three agencies, selected performance measures were assessed using descriptive statistical methods. As shown in Figure E1, the analysis followed a tiered-approach based on the evaluation framework's three levels of performance measurement.

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[1] Four additional strategies were subsequently added to the overall approach bringing the total to 51.

STRATEGIES AND MEASURES EXAMINED IN THE YEAR 1 EVALUATION

In this model, the bottom level includes all 51 individual strategies, of which this report covers the five shown in the second level from the bottom, which are the five strategies for which sufficient data were available at the time we conducted our analyses (strategies A1, B1, B3, B7 and E8). The next level encompasses the evaluation framework's eight meso/headline measures, which are programmatic aggregations of the performance metrics developed for individual strategies. The headline measures cover major considerations addressed by the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009.

Figure E1: The Homeless Initiative Evaluation Framework:
Three Levels of Performance Measurement
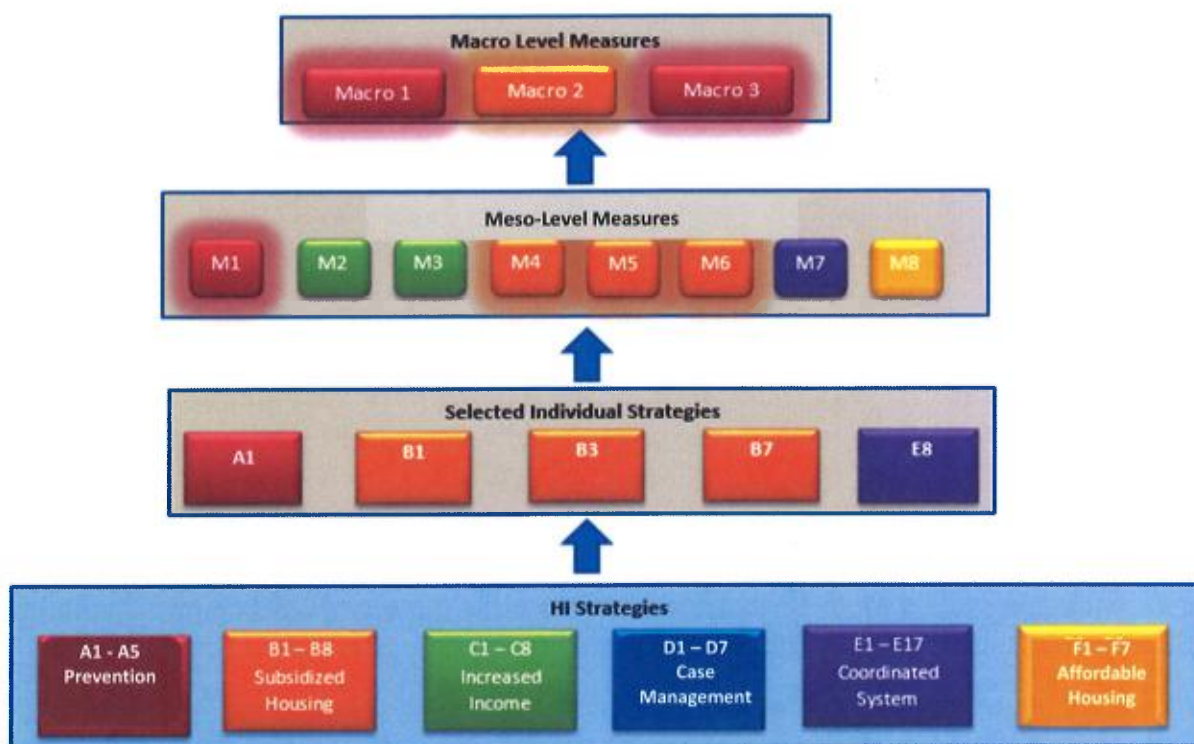
This report examines the four of meso-level measures:

- The number of persons and families prevented from becoming homeless or being discharged into homelessness (M1);

- The number of persons and families placed in temporary housing (M4);

- The number of persons and families placed in permanent housing (M5); and

- The number persons and families retaining permanent housing over given periods of time (6, 12, 18 months [M6]).

The top level of the model consists of three macro-level performance measures that gauge the overall effectiveness of the countywide homeless service delivery system, inclusive of both HI-affiliated services and benefits and activities not affiliated with the HI:

- Duration of Periods of Homelessness (Macro 1);
- Permanent Housing (PH) Placements (Macro 2);
- Returns to Homelessness after PH Placements (Macro 3).[ll]

SUMMARY OF FINDINGS

Although the micro performance metrics developed for each of the HI strategies are the foundation of the evaluation framework, Year 1 findings are presented in this report by moving from the system-level first (Section 2), to the headline level second (Section 3), before summarizing the micro/strategy-level basis of the more general aggregated outcome measures (Section 4).

THE COUNTY'S HOMELESS SERVICES DELIVERY SYSTEM AS A WHOLE: MACRO-LEVEL MEASURES

Limited Year 1 data were available for all three of the evaluation framework's macro-level performance metrics, which measure the impact of Los Angeles County's homeless services delivery system overall, inclusive of programs, services and care provided inside and outside the County's Homeless Initiative.

> ➤ *Macro Measure 1:* By comparison with the 12 months prior to Year 1 of the HI (FY 2015-16), substantial improvement is observed in the length of time required for homeless households in Los Angeles County to move from initial receipt of homeless services to housing, over the first year of the HI (FY 2016-17).

> ➤ *Macro Measure 2:* During Year 1, the County's homeless services delivery system made at least 16,700 PH placements involving households that were homeless and receiving homeless-related services at some point during the 12-month period of observation.

> ➤ *Macro Measure 3:* Roughly one in ten individuals placed in PH returned to homelessness within six months of a Year 1 placement, far surpassing the targets built into the HI performance metrics in this area.

MESO-LEVEL HEADLINE OUTCOMES

The meso-level performance measures are headline metrics limited to outcomes achieved through HI activities. Key Year 1 findings at this headline level of analysis are as follows:

> ➤ *Prevention Metric:* HI services kept 895 persons in 287 LAHSA-assisted households with exit information available (roughly half of the 1,802 persons LAHSA assisted) from becoming homeless.

[ll] Macro 2 and Macro 3 (*Permanent Housing Placements* and *Returns to Homelessness* overlap with two of the meso-level measures examined in this report (*M5: The number of persons and families placed into permanent housing* and M6: *The number of persons and families retaining permanent housing*). The macro measures, however, are more expansive in their inclusion of services not affiliated with the HI.

> ➤ *Temporary Housing Metric:* A total of 6,809 persons were placed in temporary housing accommodations through HI programming in Year 1.

> ➤ *Permanent Housing Metric:* HI programming in Year 1 placed at least 4,200 homeless persons in PH.

> ➤ *Retention Metric:* More than 90 percent of individuals placed in PH through HI programming in Year 1 remained housed after six months.

INDIVIDUAL STRATEGY OUTCOMES

This report provides Year 1 performance measurement for five of the twelve Phase I strategies designed to be at the vanguard of the HI implementation process.

Homeless Initiative Strategies Assessed in the Year 1 Performance Evaluation	
Strategy	**Strategy Lead**
A1 Homeless Prevention Program for Families	DPSS, LAHSA
B1 Subsidized Housing to Disabled Homeless Individuals Pursuing SSI	DHS, DPSS
B3 Partner with Cities to Expand Rapid Re-Housing	DHS, LAHSA
B7 Interim/Bridge Housing for those Exiting Institutions	DHS, LAHSA
E8 Enhance the Emergency Shelter System	LAHSA

Key strategy-level findings reported for Year 1 are as follows:

> ➤ *Strategy A1:* HI-affiliated prevention services were provided to 1,661 families in Year 1, though data to track outcomes subsequent to the provision of the services were only available for 349 of these families.

> > o Among the DPSS A1 families with follow-up data, 92 percent retained their housing;

> > o Among the LAHSA A1 families with follow up data, 82 percent avoided becoming homeless.

> > o Both results easily surpass the targets built into the metrics for Strategy A1.

> ➤ *Strategy B1:* HI programming housed 543 individual adults applying for federal disability benefits paid through the Supplemental Security Income (SSI) program in Year 1.

> ➤ *Strategy B3:*   Over 11,000 persons with low-to-moderate housing barriers received Rapid-Re-housing (RRH) services through HI Strategy B3 in Year 1 and more than 3,600 of these individuals were re-housed by the end of Year 1, of which more than three quarters had enrolled during the same year.

> ➤ *Strategy B7:* Interim/bridge housing services associated with HI Strategy B7 were provided to a total of 730 individuals in Year 1.

- o Among those receiving these services through LAHSA, slightly less than one quarter transitioned to PH arrangements within the 12-months of observation.

- o Among those receiving these services through DHS, 29 percent transitioned to PH arrangements within the same 12-month period of observation.

➢ *Strategy E8*: A total of 7,220 persons used 24/7 crisis housing emergency shelter beds under HI Strategy E8 in Year 1.

- o A total of 5,478 of these emergency shelter clients (75.9%) exited from E8-affiliated shelters during Year 1.

DATA LIMITATIONS AND CHALLENGES

The data available for the Year 1 evaluation consist of administrative records collected for purposes other than measurement of HI strategy outcomes. Significant data gaps in various key areas, as well as questions with respect to what the data actually measure, are pervasive themes throughout this report and restrict the depth of the findings we present. Efforts to expand and improve data collection were undertaken for Year 2 and beyond, which will enhance future assessments of the HI's strategic approach to the County's homeless crisis. Additional work to monitor and improve data quality will be needed, however, to maximize the reliability and utility of information stemming from the inter-related performance metrics developed for the HI. As the implementation and operation of HI strategies matures, we expect the overall availability of outcome data and their quality to improve. These enhancements, coupled with data collection planning, will permit more systematic evaluations of the performances and outcomes yielded through the HI's countywide activities.

IMPLICATIONS OF FINDINGS AND THE YEAR 2 REPORT

The findings and implications from this report can be incorporated, along with an increased number of established strategies and improved data collection, to form a foundation for our Year 2 report. Given the infusion of Measure H resources in Year 2, reliable and rigorous assessment and accountability will be crucial.

The findings reported here indicate that the implementation and expansion of newly-funded services were underway by the end of Year 1. PH placements grew by comparison with the previous 12 months and returns to homelessness among the placed households were kept low. The available information suggests demand for prevention, re-housing and temporary housing services (bridge housing and emergency shelter services) is likely to exceed supply in the near future. As HI programs in these areas mature and gain momentum with the benefit of Measure H resources, capacity will grow and permit future evaluations, starting with our Year 2 report, to document the effects of expansion.

SECTION 1
INTRODUCTION

1.1. OVERVIEW

The numbers of persons who experience periods of homelessness in Los Angeles (LA) County has grown steadily in recent years and their presence on the streets and in the public spaces of the County's cities and Unincorporated Areas is increasingly evident. A three-night count conducted during the period covered in this report yielded an estimate of just over 55,000 homeless persons, a 17 percent increase from a similarly-conducted count a year earlier.[1] In a hopeful sign, the most recent count for 2018 recorded the first decline in four years; the figure stood just above 53,000, a decrease of 3 percent from the previous annual count.

Homelessness in Los Angeles County is recognized as a crisis and has prompted a call for action. In February 2016, the LA County Board of Supervisors formally approved a comprehensive set of 47 strategies developed in a collaborative effort involving stakeholders inside and outside County government under the leadership of the Homeless Initiative (HI), which is administratively situated in the County's Chief Executive Office (CEO).[2] In approving the countywide strategies, the Board allocated $100 million towards the implementation and initial operation of the HI's approach to the crisis. Voters subsequently approved Measure H in March 2017, which levies a quarter-cent sales tax to fund specific HI Strategies. The broad-based recognition of the magnitude of the crisis and motivation to pursue a solution has, therefore, produced a plan to combat homelessness and made resources available to implement and administer this plan.

1.2. LOS ANGELES COUNTY'S HOMELESS INITIATIVE

The HI strategies are the product of a collaborative planning process involving the participation of 25 County departments, 30 cities, and over 100 community organizations. The core of the initiative is 51 strategies that create or expand a range of client-centered services and are structured to produce measurable outcomes. These strategies are grouped into six focus areas seeking to do the following:

- ➤ Prevent Homelessness
- ➤ Subsidize Housing
- ➤ Increase Income
- ➤ Provide Case Management and Services
- ➤ Create a Coordinated Entry System
- ➤ Increase Affordable/Homeless Housing

In establishing new homeless services and expanding a number that predates the HI, the Initiative leverages mainstream health, social services, and criminal justice systems, and enlists participation from all levels of County government, as well as non-County governmental and community entities. The implementation plan for HI initially focused on twelve strategies that were deemed to have the greatest urgency in the short and medium-terms. In a process designated as Phase I of the HI, all 12 of these strategies were to be operational by July 2016. The remaining strategies were scheduled to be implemented entirely, or in large part by July 2017.

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[1] The Greater Los Angeles Homeless Count is available at https://www.lahsa.org/homeless-count/
[2] Four additional strategies were subsequently added to the overall approach bringing the total to 51.

1.3.   MEASURE H

Measure H is projected to generate $355 million annually over ten years to fund key HI strategies. In June 2017, the Board of Supervisors unanimously approved the allocation of over $1 billion in Measure H funds for local communities over three years, with most of these funds to be used for rental subsidies, support services for households placed in permanent housing, outreach and in-reach, and enhancement of the County's shelter system. In total, 21 HI strategies are eligible for Measure H funding. In the first five years of Measure H, the funding is expected to help 45,000 families and individuals in moving from homelessness to permanent housing, and to prevent homelessness for 30,000 others. Utilization of these funds commenced in July 2017.[3]

1.4.   THIS REPORT

In approving the HI's approach to combatting the County's homeless crisis, the Board of Supervisors directed the Office of the HI to prepare an evaluation plan for annual assessments of the effectiveness of the strategies. An evaluation framework submitted in September 2016 is based on three levels of analysis: (i) a set of three over-arching, "macro-level" system outcome measures; (ii) a set of eight meso-level *headline* measures; and (iii) specific micro-level outcome metrics for each of the 51 strategies. This report presents outcomes for five HI strategies, four meso-level measures, and all three macro-level measures. The results cover the time period from July 2016 through June 2017 (FY 2016-17 for Los Angeles County), which was Year 1 of HI operations and the year prior to the availability of Measure H funding.

This limited selection of strategies included in the Year 1 evaluation reflect the data available at the time we conducted our analyses, given that many of the HI strategies were in the process of implementation during some or all of FY 2016-17. The results presented in this report provide a means for establishing baseline outcome measures, which can then be used as comparison points in evaluating HI outcomes in subsequent years and provide a platform to examine the data required to more completely assess the initiative's performance.

1.5.   DATA SOURCES

The data used for this report are administrative records collected by three of the largest agencies serving homeless clients in the County:

- **Los Angeles Homeless Services Authority (LAHSA)** is the coordinating agency for a range of homeless services made available through non-profit organizations and other non-governmental providers in the Greater Los Angeles Continuum of Care (GLA CoC), which is a federal Department of Housing and Urban Development (HUD) jurisdiction encompassing most of Los Angeles County. LAHSA administers the Homeless Management Information System (HMIS), which is the data system that records homeless services provided in the GLA CoC and three other smaller CoCs.[4]

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[3]For more information about Measure H and its implementation, see Abt Associates' 2018 report: *Developing and Passing Proposition HHH and Measure H: How It Happened and Lessons Learned*, https://hilton-production.s3.amazonaws.com/documents/298/attachments Proposition_HHH.Measure_H_FINAL_REPORT.pdf.

[4] The GLA CoC is one of four continuums in Los Angeles County. The cities of Long Beach, Glendale and Pasadena each have their own CoCs. LAHSA provided service records for the providers in these cities.

- **The Los Angeles County Department of Public Social Services (DPSS)** administers income and food stamps benefits through the CalWORKs, General Relief (GR) and CalFresh programs, as well as Medi-Cal eligibility and a range of other related services, most of which are recorded in the department's LEADER Replacement System (LRS).

- **The Los Angeles County Department of Health Services (DHS)** administers the County's publicly-run network of hospitals and other medical facilities and services. DHS provides homeless housing services and benefits in conjunction with the provision of health and medical services. The DHS services included in this report's measures are recorded in the department's CHAMP system.[5]

1.6. IMPLEMENTING THE HI AND THE PHASE I STRATEGIES

Much of the effort associated with the HI activity during Year 1 involved implementing the strategies, many of which were not ready to be evaluated during the period covered in this initial report. With the Board's approval of the HI in February 2016, however, one objective was to implement twelve Phase I strategies over the course of the year beginning in July 2016, the start of FY 2016-17. These *Phase* I strategies, shown in Table 1-1, were deemed most likely to have the greatest impact within the short and medium terms. The remainder of the HI strategies would then be implemented over the course of the initial full year (FY 2016-17). Taken together, the County's contemplated timetable projected that at least twelve strategies would be launched by the start of Year 1, and all HI strategies to be at least partially implemented by the end of Year 1.

1.7. A VANTAGE POINT FROM THE END OF YEAR 1

This report moves from the general to the specific, starting with the system-level macro measures in Section 2, and then working to the program-level meso measures and the strategy-level micro measures in Sections 3 and 4 respectively. A brief snapshot of how far along in implementation the strategies were at the end of Year 1 (June 30, 2017) will help readers understand the limitations of this report. Information on the implementation process comes largely from the first six quarterly status reports the HI prepared and submitted to the LA County Board of Supervisors following the Board's approval of the HI's overall strategic approach in February 2016.

The initial quarterly report was delivered in May 2016; this and five subsequent quarterly reports (through August 2017) cover the time period before and during Year 1. The elements from these reports provide the basis for a process narrative describing how the Phase I strategies became operational, and a progressive set of status updates for the implementation and operation of the remainder of the strategies up to the start of Year 2. A summary of the implementation process at the end of year 1, based on the quarterly reports, is provided in Table 1-2.

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[5]Standardization and client de-duplication across the three data sources used for this report was accomplished using client linkage and matching methodology developed for the Enterprise Linkages Project (ELP), which is an Integrated Data System administered by LA County's Chief Executive Office since 2007.

Table 1-1. Homeless Initiative Phase I Strategies

Area A. Prevent Homelessness
A1. Homeless Prevention Program for Families (results available for this report) – seeks the expansion and coordination of homeless prevention services, including financial assistance, case management and legal assistance.

Area B. Subsidize Housing
B1. Provide Subsidized Housing to Homeless Disabled Individuals Pursuing SSI (results available for this report) – makes available rental subsidies and intensive case management to homeless General Relief recipients who are applying for SSI disability benefits.
B3. Partner with Cities to Expand Rapid Re-Housing (results available for this report) – provides homeless households with low-to-moderate housing barriers financial assistance and case management that enables them to exit homelessness, to maintain their new housing, and regain self-sufficiency.
B4. Facilitate Utilization of Federal Housing Subsidies (results unavailable for thisd report) – makes various forms of supplementary assistance available to incentivize landlords to accept Housing Choice (Section 8) vouchers and other federal rental subsidies for homeless households.
B7. Bridge Housing for those Exiting Institutions (results available for this report) – increases supply of interim houssing (shelters, stabilization beds, reovery housing, Recuperative Care, and board and care homes) for persons exiting instituions, such as jails, hospitals, foster care and psychiatric facilities.
B8. Housing Vouchers for Permanent Supportive Housing – increases number of housing vouchers (along with case management services) that are available to adults in need of Permanent Supportive Housing.

Area C. Increase Income
C2. Increase Employment for Homeless Adults by Supporting Social Enteprise (results unavailable for this report) – increase the number of employment opportunities available for homeless people, from preferential treatment of social enterprises, creation of Alternative Staffing organizations, and leveraging County-sudidized employment programs.

Area D. Provide Case Mangement Services
D2. Expand Jail In-Reach (results unavailable for this report) – makes jail in-reach services available to all homeless inmates in Los Angeles County jails to facilitate their transition into the community.

Area E. Create a Coordinated System
E4. First Responders Training (results unavailable for this report) – implementas a training program for law enforcement, fire departments and paramedics that focuses on responding to the needs of the unsheltered homeless population and connecting homeless individuals to appropriate services.
E5. Decriminalization Policy (results unavailable for this report) – codifies and disseminates County policies and practices that promote the decriminalization of hoimelessness.
E6. Countywide Outreach System (results unavailable for this report) – develops and implements a plan to leverage current outreach efforts and create a countywide network of street-based teams to identify, engage and connect, or re-connect with homeless individuals
E8. Enhance the Emergency Shelter System (results available for this report) – expands the supply of short-term, safe, continuously-open places to stay that have access to resources and services that facilitate quick exits from homelessness (i.e. 30 days).

By the end of Year 1, nine of the twelve Phase I strategies were fully implemented and 37 of the 47 strategies were at least partially implemented. Our Year 2 evaluation will, therefore, include analyses of a substantially expanded set of strategies. Of the twelve Phase 1 strategies, five were largely built on already-existing structures providing homeless households with tangible assistance and were, therefore, sufficiently implemented to be included in this report (Table 1-3).[6]

Table 1-2: Summary of the Implementation Process at the End of Year 1					
Strategies by Implementation Phase	Fully Implemented	Partially Implemented	Targeted for November 2017	Targeted for February 2018	No Implementation Date
Phase I Strategies	9	3	0	0	0
Non-Phase 1 Strategies	15	10	7	2	1
All Strategies, by Category	Fully Implemented	Partially Implemented	Targeted for November 2017	Targeted for February 2018	No Implementation Date
Prevention	3	0	1	0	0
Subsidized Housing	6	0	2	0	0
Increase Income	3	3	0	0	0
Case Management & Services	1	2	2	1	0
Create a Coordinated System	9	5	1	1	1
Increased Affordable Housing	2	3	1	0	0
End of Yr. 1, 47 Total Strategies	24	13	7	2	1

Strategies B4 and B8, both of which were Phase I strategies led by the Housing Authority for the County of Los Angeles (HACoLA), as well as Phase I in-reach (D4) and outreach (E6) strategies, are not examined in this report due to insufficient data at the end of Year 1. A secondary reason for lack of data on B8 may be that an extended period of implementation activity, followed by administrative difficulties, which precluded a full ramp up of the strategy during Year 1.

Table 1-3: Homeless Initiative Strategies Assessed in the Year 1 Performance Evaluation		
Strategy		Strategy Lead
A1	Homeless Prevention Program for Families	DPSS, LAHSA
B1	Subsidized Housing to Disabled Homeless Individuals Pursuing SSI	DHS, DPSS
B3	Partner with Cities to Expand Rapid Re-Housing	DHS, LAHSA
B7	Interim/Bridge Housing for those Exiting Institutions	DHS, LAHSA
E8	Enhance the Emergency Shelter System	LAHSA

While the County projected implementation of all Phase I strategies by the start of Year 2, putting sufficient jail in-reach (D4) and County outreach (E6) services and personnel in place for engagement with clients required most of the year. Furthermore, expanding the shelter supply (E8) was an ongoing activity throughout Year 1. Additionally, several Phase I strategies had main outcomes that did not fit well into the structure of outcomes that will be examined in Section 2. These included Phase I strategies that sought to train first responders (E4) and disseminate decriminalization policies (E5), both of which were apparently achieved, but which had neither the means nor the data to assess outcomes.

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[6] The term "household" is used in this report as an inclusive term for referring to either a single individual who presents as homeless by him or herself, or to one or more adults presenting together along with any accompanying children. Homeless households may be composed of single adults and families.

1.8. BASELINE MEASURES FOR SELECTED STRATEGIES

This report establishes baseline outcomes for selected strategies and their associated performance metrics. Most of the HI strategies had either only recently assumed operating at full capacity or were close to full operation at the end of Year 1. As such, performance evaluation in this period of implementation and startup, even where data were available, would be premature. Instead, this report presents findings with the intention of establishing the basis for a more fully-realized evaluation in our forthcoming Year 2 report.

The concluding section of this report (Section 5) integrates the findings at all three levels of measurement to provide an initial assessment of the HI's overall vitality as of the end of Year 1 and examines the implications of the report's main findings for the Year 2 evaluation. Additionally, we provide suggestions for potential enhancements to outcomes-oriented data collection at the agency level, which would deepen and enrich all subsequent annual HI performance evaluations.

SECTION 2:
MACRO- LEVEL MEASURES

2.1.   INTRODUCTION

The macro-level of measurement gauges the system-wide performance of homeless services provision in Los Angeles County, encompassing the HI's strategic activity, as well as services and benefits not directly associated with the HI, but which are nevertheless, important components in the overall range of support and care available to the County's homeless population.   The following three macro measures in the HI evaluation framework are likely to be the outcomes of most interest to a broader public audience, insofar as they offer high-level indicators of the performance of the County's full homeless services delivery system:

- Length of time homeless from initial contact with the homeless services system
- Placements in permanent housing
- Returns to homelessness

2.2.   MACRO MEASURE 1: LENGTH OF TIME HOMELESS FROM INITIAL CONTACT WITH THE HOMELESS SERVICES SYSTEM

2.2.1. OVERVIEW

Decreases over time in homeless durations suggest that services are more responsive to housing needs and will effectively reduce the size of the homeless population. The measure is operationalized as the time from initial contact with the homeless services system to a placement in permanent housing, which includes Rapid Re-Housing (RRH) services. While this does not exhaustively capture the length of homeless episodes, the measure can be comparatively examined over successive years and provide trends for evaluative purposes, specifically to observe the degree to which the durations of these episodes are decreasing or increasing.

2.2.2. DATA SOURCES

The data for evaluating this measure come primarily from homeless services provided through LAHSA and recorded in HMIS.[7]

2.2.3. DURATION FROM FIRST CONTACT TO HOUSING PLACEMENT: YEAR 1 RESULTS

By comparison with the 12 months prior to Year 1 of the HI, the Year 1 results observed for this macro measure reflect substantial improvement in the length of time, from initial receipt of homeless services to housing placements.   Table 2-1 compares median and mean durations from the onset of homeless services use to placement in FY 2015-16 and Year 1 of the HI (FY 2016-17). The table presents both overall results and parses these results by program type.[8]

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[7] Services provided through DPSS and DHS are not included here because the initial contact dates for the services were not available. Unsheltered homelessness is also not examined as there are no records that document such homelessness.

[8] Enrollment dates or project start dates in HMIS are used to represent first contact time for clients, which may lead to underestimate time housing placement. Clients might have been assessed earlier than their enrollment dates, but assessment data was not available for this study.

Key Findings:

➤ Median and mean days from project start to placement in Permanent Supportive Housing (PSH) decreased by 17 percent and 11 percent for individuals and families, respectively.

   o Considering the differences gaps separating median and mean durations observed in Table 2-1, particularly between first contact and PSH placement, relatively few numbers of longer outliers affect the mean.[9]

Fiscal Year	Number of Placements	Median Days from Project Start to Housing	% Change	Mean Days from Project Start to Housing	% Change
Table2-1: Duration from Onset of Homelessness to Housing, FY 2016-17 versus FY 2015-16					
Onset of Homeless Services to PSH Placement					
2015-16	663	111		238	
2016-17	887	92	-17.1%	211	-11.3%
Onset of RRH Assistance to Permanent Residential Move-In					
2015-16	2,370	26		54	
2016-17	2,952	31	19.2%	68	25.9%
Onset of Homeless Services to Stable Living Situations					
2015-16	5,877	135		321	
2016-17	4,737	119	-11.9%	277	-13.7%
All Placements					
2015-16	8,460	93		253	
2016-17	8,045	85	-8.6%	205	-18.9%

➤ With RRH assistance, the time to housing is more compressed. The median interval from the provision of RRH services to PH placement is approximately one month.

   o Both the mean and median days, however, increased in Year 1 in comparison with previous year, by 19.2 percent and 25.9 percent, respectively.

➤ Lengthier intervals are observed in examining the duration from the start of homeless services use to stable living situations, both in median and mean days.

   o Roughly 1,500 individuals who moved into stable living situations in FY 2015-16 enrolled before 2015, and almost 1,000 of those who did so in FY 2016-17 enrolled before 2016.

   o A comparison of mean and median durations suggests that greater efforts to place those few households with comparatively lengthy homelessness spells would substantially reduce the mean duration.

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[9] These findings also do not include a large number of PSH placements (3,116 and 2,952 PSH placements in FY 2015-16 and FY 2016-17 respectively) for which the placement date and project start or enrollment identical. These households might have been assessed earlier, but data needed to conclusively determine duration of homelessness was not available.

➤ An overall comparison of Year 1 with the year prior to the HI shows median and mean reductions of 11.9 and 13.7 percent respectively, in the amount of time individuals require to be stably housed after initiation of homeless services use in Year 1.

➤ A combined median duration of 85 days is observed for this macro measure over FY 2016-17 when intervals are gauged without regard for the placement type involved, which is a 9 percent decline over the FY 2015-16 median of 93 days.

➤ The Year 1 mean dropped as well, by 19 percent, but this finding must be framed with caution, both because of the heterogeneity in the types of housing placements in question and because mean durations are necessarily less robust measures central tendency relative to the median.

2.2.4. SUMMARY

The improvement observed (i.e. reduced periods of homelessness) relative to the 12-month period prior to Year 1 of the HI sets a baseline for upcoming years and enables HI partners to work towards continued reductions in the 3-month period required for placement, on average, when all housing modalities are examined together. A broader span of data, covering a broader range of placements, will help reveal the extent to which the durations shown for Year 1 are representative of the amount of time required for homeless households to move to stable housing. The observed Year 1 results suggest that a more intensive focus on placing homeless service users who require significantly longer periods of time to become housed would build on the promising results shown here. The introduction of metrics for identifying the number of such households into subsequent annual HI evaluations would add valuable information for all stakeholders working to house homeless individuals and families.

2.3. MACRO MEASURE 2: PLACEMENTS IN PERMANENT HOUSING

2.3.1. OVERVIEW

One of the most basic measures of progress in the provision of homeless services is the number of permanent housing placements made through the homeless services system over the course of a given year. The placement macro measure tallies the number of permanent housing placements in FY 2016-17 and can be compared to the same macro metric for FY 2015-16.[10]

Our analysis shows that at least 16,700 PH placements were made in FY 2016-17, involving individuals and families receiving homeless services through the homeless services system at large. Closer examination suggests that additional PH placements were not captured in the available information. Nevertheless, the placement number produced with the data at hand for this report is large and will grow in future years, both as a function of expanded services and anticipated improvements in data collection.

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[10] This macro-measure overlaps with one of the meso-level measurements assessed in Section 3, the *number of individuals and families placed in permanent housing*. The difference between the two measures is that the meso-measure captures PH placements facilitated by specific HI strategies, whereas the permanent placement macro measure produces a more broadly-based number of total PH placements made in conjunction with all homeless services providers.

2.3.2. DATA SOURCES

The data to produce this measure come from three administrative sources:

- HMIS tracks PH placements that occur after individuals and families exit the homeless services system.

  - These LAHSA-associated service episodes include placements in PSH, residential move-ins following RRH assistance, and other self-resolved PH placements (private market rental, stable arrangements with family or friends, etc.).

- DPSS records for PH subsidies provided to homeless individuals pursuing Supplemental Security Income (SSI) through DPSS's General Relief Housing Subsidy and Case Management Program (HSCMP).

- DHS records of PSH services, housing placements associated with Recuperative Care, and housing offered to homeless patients who receive specialized primary care in connection with complex physical and behavioral health conditions.

2.3.3. PERMANENT HOUSING PLACEMENT RESULTS IN YEAR 1

Table 2-2 shows comparative placement details recorded in HMIS for FY 2016-17 (i.e. Year 1 of the HI) relative to FY 2015-16).

Table 2-2: LAHSA/HMIS Permanent Housing Placements, FY 2016-17 versus FY 2015-16						
FY	PSH Placements	% Change	HACLA Section 8	% Change	Adjusted PSH Placements	% Change
2015-16	3,971		597		3,971	
2016-17	3,493	-12.0	89	-85	4,001	+1.0
	Residential Move-Ins from RRH	% Change	Two FSCs	% Change	Adjusted Residential Move-Ins	% Change
2015-16	3,720		699		3,720	
2016-17	3,405	-8.5	175	-75.0	3,929	+5.6
	Permanent Destinations	% Change	Two FSCs	% Change	Adjusted Exits to PH Destinations	% Change
2015-16	9,396		679		9,396	
2016-17	9,052	-3.7	331	-51.3	9,400	0
	All LAHSA Placements	% Change	HACLA +Two FSCs	% Change	Adjusted All LAHSA Placements	% Change
2015-16	14,309		1,412		14,309	
2016-17	13,428	-6.2	387	-72.6	14,453	+1.0

➢ A 12 percent decrease in PSH placements from one year to the next, as well as an 8 percent decline in residential move-ins and a 4 percent reduction in more general housing destinations.

  - For the PSH placements, the decline is due to a drastic decrease in the number of placements using Housing Choice (formerly Section 8) rental

subsidy vouchers issued by the Housing Authority of the City of LA (HACLA). These placements declined by 85 percent, from 597 to 89.

o   Similarly, the decreases for the other two LAHSA/HMIS placement types come from two of eight Family Solution Centers (FSCs), which are coordinated points of entry for LAHSA-based homeless and housing services.

- Combined placements from these two FSCs dropped by 51 percent and 37 percent between FY 2015-16 and FY 2016-17, while remaining roughly constant for the other FSCs.

2.3.4. PERMANENT HOUSING PLACEMENTS EXAMINED WITH AND WITHOUT ADJUSTMENT

Since the Housing Choice/Section 8- and FSC-driven decreases are clearly anomalous events, the macro-level results for permanent placements do not reflect what likely would have occurred under normal circumstances and are misleading if presented without producing a comparative adjusted result based on the assumption that FY 2016-17 placements from the Housing Choice vouchers and FSCs would remain flat at their FY 2015-16 levels.

Key Findings:

➤   After de-duplicating placements per household within the respective 12-month observation periods, permanent placements declined by 6 percent, *without adjustment*.

➤   When adjusting this for the unusually steep decline in placements through HACLA and the previously-noted FSCs, however, placements increased slightly (i.e. by 1 percent).

Table 2-3 adds the DPSS and DHS PH placements to the adjusted LAHSA placements presented in Table 2-2:

Table 2-3: DPSS and DHS Permanent Housing Placements, FY 2016-17 versus FY 2015-16							
FY	DPSS HSCMP	% Change	DHS HFH	% Change	Adjusted LAHSA Placements (Table 2-2)	Total	% Change
2015-16	1,327		471		14,309	16,107	
2016-17	1,256	-5.4	1260	+167.5	14,453	16,700	3.7

➤   DPSS placements declined by 5 percent in FY 2016-17 relative to F Y 2015-16.

➤   However, DHS's significant expansion of Housing for Health (HFH) enabled the program to increase housing placements by 168 percent. In addition to 1,260 DHS placements shown in Table 2-3, there were 1,133 other clients with HFH resources who were captured in HMIS and included in the LAHSA placement total in FY 2016-17.

➤   When the (adjusted) DHS HFH and DPSS HSCMP results are combined, placements grew slightly to 16,700 in Year 1, up from 16,107 in FY 2015-16 (an increase of 4 percent).

2.3.5. SUMMARY

PH placements will be one of the most watched HI performance outcomes over time. Given the data limitations and incomplete implementation of PH strategies, the value of the findings presented here is in establishing initial baseline placement numbers that can serve as comparative points of reference in subsequent years

2.4. MACRO MEASURE 3: RETURNS TO HOMELESSNESS FOLLOWING A PERMANENT PLACEMENT

2.4.1. OVERVIEW

The degree to which individuals and families tallied in the system-level placement metric subsequently return to homelessness, is the third and final macro performance measure. Retention is dependent on housing arrangements that are both amenable and affordable, that those placed can access basic economic and social resources, and that those placed have the wherewithal and readily-accessible supportive services they need to negotiate challenges and obstacles that complicate their capacities to remain housed. A key measure of success in this area is the degree to which households that exit permanent housing services do not subsequently reenter the shelter system.[11]

2.4.2. DATA SOURCES

The data sources informing the housing retention analysis are the same used to assess the macro-level numbers of PH placements (i.e., DPSS/LRS and DHS/CHAMP). *Return to Homelessness* is operationalized as individuals and families leave homelessness for a permanent housing placement, only to have subsequent homeless services utilization episodes within six months of a placement, as recorded in HMIS.[12] All household records used here will have exited early enough to provide an opportunity to follow them for six months. For some, this necessitated using data extending into FY 2017-18.

2.4.3. RETURNS TO HOMELESSNESS IN YEAR 1

Table 2-4 shows that rate-of-return to homelessness in Year 1 of the HI (FY 2016-17) was similar to the rate observed for the 12 months prior to Year 1, with approximately one in ten LAHSA households, and one in twenty DPSS households returning to homeless services use within six months of exiting a permanent housing arrangement.

Key Findings:

➢ Among DHS households, the increases in housing placements outstripped the number of returns to homelessness, such that the rates of return declined from 4 percent to 2 percent.

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[11] The macro measure capturing returns to homelessness overlaps with the retention meso-measure examined in section 3 of this report, which gauges the number who remain permanently housed from the date of placement. Once again, the distinction between the two levels of measurement is that the meso level measures PH placements were facilitated by specific HI strategies, whereas this macro-measure produces a broader tally of PH placements made in conjunction with all homeless services providers.

[12] If individuals or families return to homelessness within the first seven days of a PH exit, it is presumed to be a continuation of the homelessness episode instead of an exit and subsequent return.

> For the LAHSA households, the return rates are not markedly different across the different placement categories, which include PSH placements, residential move-ins from RRH, and exits to other permanent housing destinations.

Table 2-4: Returns to Homelessness from LAHSA Placements, FY 2016-17 versus FY 2015-16			
FY	Number of LAHSA Placements	Number of LAHSA Returns	% Returned
2015-16	14,309	1,537	10.0
2016-17	13,428	1,333	9.9
FY	Number DPSS Placements	Number of DPSS Returns	% Returned
2015-16	1,327	69	5.3
2016-17	1,256	66	5.3
FY	Number of DHS Placements	Number of DHS Returns	% Returned
2015-16	471	18	3.8
2016-17	1,260	24	1.9
FY	Number of Total Placements	Number of Total Returns	% Returned
2015-16	15,636	1,624	10.4
2016-17	14,684	1,423	9.7

> The DPSS households had lower rates of return, possibly because of the ongoing income and social services support clients receive in conjunction with the housing placement, but also possibly because, returns were only ascertained through matching clients in receipt of PH service through DPSS in Year 1, to records of homeless services use in HMIS.

2.4.4. SUMMARY

The observed returns to homelessness overall are indicative of high retention rates across the varied placement and services modalities. Future evaluations would benefit from examining such returns by specific types, as PSH, RRH and other exits will, in all probability, have different rates of return.

SECTION 3:
MESO-LEVEL MEASURES

3.1. INTRODUCTION

The system-wide macro measures discussed in the previous section are aggregations of the meso-level headline measures and additionally include outcomes associated with homeless-related services provided outside the immediate parameters of the HI. The meso-level headline metrics are similarly aggregations of the specific strategy performance outcomes to be discussed in Section 4, but are limited to HI activities and services. The headline measures can, therefore, be understood as the bridge connecting the framework's macro (system) and micro (strategy) levels of analysis. This section presents results for the following four meso-level measures:

- Number prevented from becoming homeless or being discharged into homelessness;

- Number placed in temporary housing (i.e. shelter and bridge housing, transitional arrangements, housing for those in Recuperative Care, and residential services provided to persons receiving treatment for Substance Use Disorders, etc.);

- Number placed in PH (inclusive of subsidized and unsubsidized permanent housing, RRH, and PSH);

- Number who retain PH from date of placement.[13]

3.2. MESO MEASURE 1: NUMBER PREVENTED FROM BECOMING HOMELESS OR BEING DISCHARGED INTO HOMELESSNESS

3.2.1. OVERVIEW

The prevention headline measure counts households receiving prevention assistance in the wake of experiencing a housing emergency that meets stated criteria for an imminent risk of homelessness. The available data suggest that HI prevention services kept 1,514 persons in 459 LAHSA-assisted households from becoming homeless (assuming they would have become homeless in absence of this assistance).[14] For reasons cited below, this tally does not count DPSS assisted households that fall under this strategy, nor does the count include other households for which homelessness was prevented by other HI strategies.

The prevention metric encompasses a range of situations, including an eviction notice, sudden income loss, a requirement to leave shared living arrangements with family or friends, and discharge into homelessness from an institutional setting such as a hospital, the military, or a jail facility. When Individual and family households receive prevention services after meeting given agency-level criteria for being at risk of homelessness, the subsequent outcomes observed in the

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[13] Additionally, there are four other meso-level outcomes that will be included in subsequent evaluations: *Number who gain employment or enroll in vocational training/education; number who receive newly-approved or reinstated cash aid, including disability benefits; enhanced service delivery and coordination for homeless clients;* and *expansion of the supply of affordable and homeless housing.*

[14] We anticipate that the numbers of persons documented to avoid homelessness will increase drastically once data from these strategies become part of this meso-measure.

data – i.e. the households either avoid becoming homeless or become homeless – are the basis of the prevention measure. With the passage of sufficient time to evaluate all programs shown in Table 3-1, the prevention meso-measure would encompass all four strategies in Area A, as well as selected strategies in other areas that target precariously-housed families and individuals.

Table 3-1: Homeless Initiative Strategies that Contribute to Homelessness Prevention

Area A. Prevent Homelessness
A1. Homeless Prevention Program for Families – seeks the expansion and coordination of homeless prevention services, including financial assistance, case management and legal assistance.
A2. Discharge Planning Guidelines – develops discharge planning guidelines that will standardize procedures for identifying homelessness risk and take measures to prevent homelessness upon discharge for persons exiting institutions such as foster care, DHS hospitals and domestic violence shelters.
A3. Housing Authority Family Reunification Program – houses formerly incarcerated persons released from the criminal justic system within the last 24 months with family members who are current participants of the Housing Authority of Los Angeles's (HACLA's) Section 8 Housing Choice voucher program
A4. Discharges from Foster Care and Juvenile Probation – strengthens the County's discharge policies for foster care and juvenile probation so that youth exiting these systems will be better prepared and supported for transitioning into long-term housing arrangements.

Area B. Subsidize Housing
B4. Facilitate Utilization of Federal Housing Subsidies – makes various forms of supplementary assistance available to incentivize landlords to accept Housing Choice (Section 8) vouchers and other federal rental subsidies for homeless households.
B7. Bridge Housing for those Exiting Institutions – increases supply of interim houssing (shelters, stabilization beds, reovery housing, Recuperative Care, and board and care homes) for persons exiting instituions, such as jails, hospitals, foster care and psychiatric facilities.

Area C. Increase Income
C4. Establish a Countywide SSI Advocacy Program for People Expeiencing Homeleness or At Risk of Homelessness – provides assistance to eligible homeless individuals and those at risk of homelessness (including all disabled General Relief participants) in applying for and Obtaining Supplemental Security Income (SSI) or other related disability benefits.
C5. Establish a Countywide Veterans Benefits Advocacy Program for Veterans Experiencing Homelessness or At Risk of Homelessness – provides assistance to eligible homeless veterans and those at risk of homeleness in applying for, and obtaining, income and/or health benefits from the Department of Veterans Affairs.
C6. Targeted SSI Advocacy for Inmates – assists disabled incarcerated individuals in submitting their SSI application prior to discharge or in securing reinstatement of their SSI benefits if the individual was receiving SSI prior to incarcerration.

Area D. Provide Case Mangement Services
D2. Expand Jail In-Reach – makes jail in-reach services available to all homeless inmates in Los Angeles County jails to facilitate their transition into the community.

Area E. Create a Coordinated System
E9. Discharge Data Tracking System – develops a consistent systemic approach to tracking and identifying people inb an institution or residential setting who were homeless upon entry or who are at risk of becoming homeless upon discharge.

3.2.2. DATA SOURCES

Two of the five individual strategies, A1 (which directly addresses prevention of family homelessness) and B7 (bridge housing for those leaving institutions) contribute to the number of persons prevented from becoming homeless. Our analysis combines and summarizes findings from those two strategies.

3.2.3. HOMELESSNESS PREVENTION RESULTS IN YEAR 1

Key Findings:

> ➤ Family prevention assistance made available through LAHSA-affiliated providers under Strategy A1 retained housing for, or relocated, 895 persons, which is 50 percent of the 1,802 individuals LAHSA assisted. Similar placement records were not available for DPSS-sponsored assistance and no attempt will be made to extrapolate this.

> ➤ Among 730 persons provided with bridge/interim housing under Strategy B7, 23 percent and 29 percent of those served by DHS and LAHSA respectively, exited to long-term housing arrangements during Year 1.[15]

3.3. MESO MEASURE 2: NUMBER WHO ARE PLACED IN TEMPORARY HOUSING

3.3.1. OVERVIEW

Over time, the temporary housing headline metric will reveal growth of temporary housing services capacity. The supply of these accommodations, including shelters, bridge housing and transitional housing, falls far short of the number of homeless individuals and families in need of such services on a given night in Los Angeles County, forcing many to spend nights in places not meant for habitation. HI strategies providing temporary housing services, address the need for increasing the supply, and make safe accommodations available to those who otherwise have nowhere to spend the night. The temporary orientation of these facilities, however, also necessitates short stays that lead to long-term housing arrangements.

Three HI strategies focus directly on temporary housing. Strategies B7 (Interim/Bridge Housing for those Exiting Institutions) and E8 (Enhance the Emergency Shelter System) are reviewed in Section 4. In addition, Strategy E7 (Strengthen the Coordinated Entry System) seeks to enhance HMIS so as to track persons and families in their use of services, including temporary housing.

3.3.2. DATA SOURCES

Year 1 results for this measure are based on strategies B7 and E8. Analysis of Strategy B7 draws on data from LAHSA/HMIS and DHS/CHAMP, while examination of E8 is based on data in HMIS. Our analysis is limited to those placed in this housing in FY 2016-17. Those placed earlier, including those with stays that began prior to Year 1 and continued into FY 2016-17, are not examined here.

3.3.3. TEMPORARY HOUSING RESULTS IN YEAR 1

Table 3-2 de-duplicated counts of persons using HI-affiliated temporary housing services in the first year of the HI.[16]

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[15] The degree to which, and point in time at which, those assisted were previously released from institutions is unclear, particularly in the service records currently available in HMIS. A deliberate effort to collect data that record this would permit the preventive effectiveness of HI strategy B7 to be evaluated more thoroughly.

Table 3-2: Persons Using HI-Affiliated Temporary Housing Services, FY 2016-17	
Housing Type (HI Strategy)	**De-Duplicated Persons Using Services**
DHS Interim Housing (B7)	524
LAHSA Bridge Housing (B7)	114
LAHSA Emergency Shelters (E8)	6,171
De-Duplicated Total	**6,809**

3.3.4. THE UTILITY OF THE TEMPORARY HOUSING HEADLINE MEASURE

The 6,809 unique persons tallied in the first year across the two temporary housing strategies reported here are insufficient as the basis for assessing the number of persons and families placed in temporary housing. HMIS currently tracks a considerably larger portion of the temporary housing system than is reflected in our results because the temporary housing placement headline measure is limited to services affiliated with the HI. Temporary housing placements, moreover, is not among the macro system measures, which means that a significant portion of temporary housing utilization in the County – i.e. services used, but not affiliated with the HI - is not accounted for within the existing evaluation framework.[17]

Strategies B7 and E8 are likely to expand the number of beds in the next few years, which will entail some overlap as many of the bridge/interim housing beds will fall under the criteria for temporary housing established by E8. If this is the case, however, the value that the temporary housing headline measure will add to assessments of each of these strategies individually, is an issue worthy of careful evaluation. Temporary housing is a critical component of homeless services and is also among those most visible and recognizable to the general public. While having a temporary housing headline measure is, therefore appropriate, we recommend closer examination that fully addresses the data needed to properly account for these services, as well as the question of how the resulting measure should be oriented within the HI performance evaluation framework.

3.4. MESO MEASURE 3: NUMBER PLACED IN PERMANENT HOUSING

3.4.1. OVERVIEW

The PH headline measure aggregates households placed in permanent housing across the permanent housing HI strategies. The measure enables assessment of the effectiveness of HI-related efforts to facilitate ending homelessness for individuals and families through placements to subsidized and unsubsidized PH, RRH, and PSH services. All seven strategies that will eventually be aggregated in the PH headline measure are shown in Table 3-3.

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[16] As is noted in the next section of this report (subsection 4.6), the shelter bed capacity was 16,623, and the 2017 point-in-time count for Los Angeles counted 14,966 sheltered persons on a given night.

[17] At the time of this writing, the CEO is soliciting more in-depth evaluations of five sets of HI strategies, one of which is a temporary housing set, that will examine strategies B7 and E8 together, one that will provide more detail on efforts in this area than is possible within the larger performance evaluation framework guiding our Year 1 and Year 2 evaluations. While it will be important for us to coordinate our efforts with the work performed by those conducting the strategy evaluations, the performance evaluation framework will not define the more detailed analyses of the strategies, which means that services and service users necessarily omitted from the outcomes we report, such as temporary housing services not affiliated with the HI, can be accounted for and examined in the in-depth strategy examinations.

Table 3-3 Homeless Initiative Strategies that Focus on Permanent Housing Placements

AREA B. SUBSIDIZE HOUSING
B1. Provide Subsidized Housing to Homeless Disabled Individuals Pursing SSI – makes available rental subsidies and intensive case management to homeless General Relief (GR) recipients who are applying for SSI disability benefits.
B3. Partner with Cities to Expand Rapid Re-Housing – provides homeless households with low-to-moderate housing barriers, financial assistance and case management that enables them to exit homelessness, to maintain their new housing, and regain self-sufficiency.
B4. Facilitate Utilization of Federal Housing Subsidies – makes various forms of supplementary assistance available to incentivize landlords to accept Housing Choice (Section 8) vouchers for homeless households.
B5. Expand General Relief Housing Subsidies –enhances and expand the General Relief Housing Subsidy and Case Management Program administered by DPSS.
B6. Family Reunification Housing Subsidy – provides RRH and case management services through LAHSA and DCFS to families in the child welfare system where the parent(s)' homelessness is the sole barrier to the return of the child or children.
B8. Housing Choice Vouchers for Permanent Supportive Housing – increases number of Housing Choice vouchers (along with case management services) that are available to adults meeting the chronic homelessness definition.

3.4.2. DATA SOURCES

Two of the six HI strategies that have sufficient data available to inform the PH placement headline measure are as follows: B1 (Provide Subsidized Housing to Homeless Disabled Individuals Pursuing SSI), and B3 (Partner with Cities to Expand RRH) .

3.4.3. PERMANENT HOUSING PLACEMENT RESULTS IN YEAR 1

Table 3-3 shows the number of persons enrolled and served through three permanent housing HI strategies in Year 1.

Key Findings:

➤ A total of 4,200 de-duplicated individuals were placed in HI PH in Year 1, approximately three-quarters of whom also enrolled during Year 1 (FY 2016-17).

  o Of the 4,200 placed individuals, 85 percent received their placement under the LAHSA RRH programs (B3). The remaining 15 percent were placed through the DPSS B1 program and the DHS B1 and B3 programs.

Table 3-4 Persons Placed in Permanent Housing in FY 2016-17, by HI Strategy		
Program	Persons Enrolled in FY 2016-17	Persons Served in FY 2016-17
DPSS B1	101	101
DHS B1	274	442
LAHSA B3	2,748	3,569
DHS B3	47	88
Total	3,170	4,200

3.4.4. SUMMARY

In looking at the PH results at the headline level, it is important to stress that *at least* 4,200 persons were placed in PH through HI programming in FY 2016-17. Prefacing this statement with *'at least'* is key because we are only able, at this time, to evaluate two of the six PH strategies that feed the PH headline measure. As explained in Section 5, moreover, data issues affect the results produced for the specific metrics developed for these two strategies, which compound the undercount in permanent housing placements at the meso level of measurement. As mentioned in earlier discussions of meso-level measures in general, the data and brief schema provided here are better served as a basis for planning subsequent evaluations, than for reporting definitive results. At the same time, Homeless Initiative Director, Phil Ansell, testified before the LA County Board of Supervisors in February 2016 that: "the Phase 1 strategies will enable 3,500 homeless persons to exit homelessness..." The results presented here indicate that this projection has been easily surpassed. [18]

3.5. MESO MEASURE 4: NUMBER WHO RETAIN PERMANENT HOUSING FROM DATE OF PLACEMENT

3.5.1. OVERVIEW

This retention headline measure tallies the number of formerly homeless individuals who remain permanently housed six months from the date of PH placement. This metric is the foundation for monitoring and improving the level of sustainability for the placements tallied in the PH headline metric. During the period covered in this report, there were no specific HI strategies *directly* addressing housing retention. The retention headline measure, therefore, is derived from the number of individuals placed in PH regardless of the year in which they became enrolled for these services.

3.5.2. DATA SOURCES

As with the placement metric, the retention measure aggregates strategies B1 (Provide Subsidized Housing to Homeless Disabled Individuals Pursuing SSI) and B3 (Partner with Cities to Expand RRH). The data for this measure come from DPSS (B1), DHS (B1 and B3) and LAHSA (B3).

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[18] See page 105 of the transcript of the meeting of the LA County Board of Supervisors, held on February 9, 2016. This document is available at: file.lacounty.gov/SDSInter/bos/sop/transcripts/239856_020916C.pdf.

3.5.3. RETENTION RESULTS IN YEAR 1

Key Findings:

➢ A total of 4,200 unique individuals were placed in permanent housing through the HI during Year 1, as discussed in subsection 3.4, of whom 3,832 (91.2%) remained housed six months after the date of placement (Table 3-5)

  o The retention rate is essentially unchanged when the result is limited to those *enrolled* in FY 2016-17.

Table 3-5 Persons Moving from Homeless Services to HI-Affiliated Permanent Housing, FY 2016-17						
Agency/ Strategy	Enrolled in FY 2016-17			All Served in FY 2016-17		
	Retained	Total Placed *n=*	Retention %	Retained	Total Placed *n=*	Retention %
LAHSA B3	2,510	2,748	91.3	3250	3,569	91.1
DHS B1	272	274	99.3	434	442	98.2
DHS B3	44	47	93.6	83	88	94.3
DPSS B1	65	101	64.4	65	101	64.4
Total	2,891	3,170	91.2	3,832	4,200	91.2

3.5.4. SUMMARY

Retention results offer the strongest-meso-level outcomes-presented in this report and show that more than 9 of every 10 households placed into PH via the two HI strategies included in the Year 1 analysis retained their housing through the initial period after move in, which is the period of greatest vulnerability. As with all the measures assessed in this report, a more in-depth analysis of the dynamics underlying these retention rates would be helpful, especially in looking further into why the DPSS placements in the B1 strategy had more difficulty remaining housed than those in the DHS and LAHSA programs.

SECTION 4:
MICRO-LEVEL MEASURES

4.1. INTRODUCTION

The performance metrics developed for each of the individual HI strategies are the foundation of the results presented in this report and of the evaluation framework, more generally. These metrics constitute the framework's most direct interface with the County's efforts to combat homelessness. The following five HI strategies were sufficiently implemented at the end of the HI's Year 1 and had enough data for us to include their outcomes in our analyses:

- A1: Homeless Prevention for Families
- B1: Subsidized Housing to Homeless Disabled Individuals Pursuing SSI
- B3: Rapid Re-Housing
- B7: Interim/Bridge Housing for Those Exiting Institutions
- E8: Enhance the Emergency Shelter System

4.2. STRATEGY A1: HOMELESS PREVENTION PROGRAM FOR FAMILIES

4.2.1. OVERVIEW

HI Strategy A1, the Homeless Prevention Program for Families, is one of four prevention strategies that will eventually be aggregated in the prevention headline measure. This strategy seeks to prevent families from falling into homelessness by identifying those at risk through a universal assessment procedure. Eligible families are connected with agencies and systems that provide assistance in stabilizing the client family's living situation. This can include rent/housing, case management, employment services, and legal services. A1 prioritizes families for rental assistance by identifying (a) those at greatest risk of becoming homeless and/or who face the greatest housing-related barriers, and then among this population (b) those with the greatest potential to remain housed after one-time or short-term assistance.

The lead agencies for the Homeless Prevention Program for Families are LAHSA and DPSS, and this strategy builds on existing CalWORKs homeless-related programs, which provide cash aid and services to eligible needy families, as well as Homeless Prevention Services. The assistance made available through CalWORKs funding under this strategy is distributed both by DPSS and LAHSA's Homeless Family Solutions System (HFSS), which coordinates County-funded assistance to homeless and at-risk families and is disbursed both in DPSS CalWORKs offices and in LAHSA Family Solutions Centers (FSC). [19]

The DPSS A1 program was implemented in May 2016, with some components, such as legal services and services for families with domestic violence issues, implemented at later dates. Enhanced funding for A1 initially came from a one-time CalWORKs allocation of $5 million and, after the initial year, funding will come from Measure H allocations ($3 million for FY 2017-18 and $6 million for subsequent two years).

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[19] The HFSS was used during the period of time covered in this report; however, it has since been redesigned and renamed the Coordinated Entry System for Families.

The LAHSA A1 program was implemented during Year 1 as a pilot program seeking to assist an additional 70 families who were at risk for becoming homeless through LAHSA's ongoing prevention assistance programing. These additional families were CalWORKs recipients referred from DPSS to HFSS centers, where they would be eligible for an enhanced set of prevention services. Enhancements included increases in the amount of emergency assistance families could receive, and extensions in the number of months over which they could receive rental assistance. An initial allocation of $5 million in CalWORKs Fraud Incentives provided one-time funding for Year 1. The referral process also included the use of a new screening triage instrument (the Prevention Service Prioritization Determination Tool [SPDAT]) for assessing referred households.

4.2.2. DATA AND OUTCOME MEASURES

The outcome measures for Strategy A1 are unique among the five strategies assessed in this section in that specific benchmarks for the outcomes were established upfront. The data used to measure A1 outcomes are extracted from LAHSA/HMIS and DPSS/LRS. The benchmark targets are as follows:

- 75 percent of A1 participant families retain their housing or transition directly into other, specifically defined, permanent housing;

- 70 percent of A1 participant families retain housing and do not enter Crisis Housing within one year.

4.2.3. RETENTION AND PERMANENT HOUSING UNDER A1

LAHSA and DPSS A1 outcomes are first presented separately and then combined because prevention is measured differently within the two agencies.[20] Exit destination information was not available for 198 of the 547 families assisted with LAHSA A1 services during Year 1, some of which may have retained their housing with the help of A1. We measured the retention rate only for those 349 families with exit information.

Key Findings

- ➤ LAHSA A1 programming surpassed its first outcome target in that, 82.2 percent of the families using these services in Year 1 either retained their housing or transitioned into other permanent housing that was more conducive to maintaining housing stability (Table 4-1).

- ➤ Among the 82.2 percent LAHSA A1 families who avoided homelessness or further residential instability during Year 1, 22.3 percent retained their housing while the remainder was assisted with relocation to other PH.

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[20] HMIS tracks the outcome of prevention services, whereas no exit results are shown in DPSS A1 data. CalWORKs Families using prevention services available through the program must secure housing if they are moving to a new location. The department, therefore, assumes that a record of receiving these funds means the family in question has been prevented from becoming homeless.

Table 4-1: LAHSA A1 Services: Families Assisted and Homelessness Averted, FY 2016-17

Category of Families	Number of Families	% of Families
Total Families Assisted	**547**	**100**
Assisted Families with no Exits	198	36.2
Assisted Families with Exits	349	63.8
Category of Families	**Number of Families**	**% of Families with Exits**
Total Retained or Moved to PH at Exit	**287**	**82.2**
Retained Their Housing	78	22.3
Transitioned to PH	209	59.9

➢ As shown in Table 4-2, 263 of the 287 LAHSA A1 families (91.6%) who retained their housing or moved to permanent housing at exit avoided crisis housing (shelters, etc.) in the six months after placement. This exceeds the previously-stated second benchmark of 70 percent by almost 22 percentage points.

Table 4-2: LAHSA A1 that Remained in Permanent Housing After Six Months

Category of Families	Number of Families	Percent of Families
Remained in PH	263	91.6
Moved to Crisis Housing	24	8.4
All PH families	**287**	**100**

The DPSS A1 program, which is composed of an emergency assistance program to prevent eviction and a 4-month rental assistance program, does not include exit information for the 1,114 families who received these services through the department during Year 1.

➢ A match of the 1,114 families yielded 59 families subsequently using emergency shelter services, which means that only 5.2 percent of the 1,114 families assisted for purposes of retention subsequently used shelters.[21]

Table 4-3 shows the *combined* numbers of persons in families enrolled and served by LAHSA and DPSS under Strategy A1 during Year 1. *Enrolled* persons includes those in all households who were initially provided prevention services in FY 2016-17, while *served* persons include all those provided prevention assistance, regardless of when they enrolled in this programming.

Table 4-3: Persons Enrolled and Served in LAHSA & DPSS A1 Prevention Programs, FY 2016-17

Program	Enrolled Persons	Served Persons
LAHSA A1	1,227	1,802
DPSS A1	3,579	3,916
Total	**4,806**	**5,718**

LAHSA and DPSS providers combined under A1 to serve de-duplicated totals of 5,718 individuals and 1,661 families. Roughly 84 percent of these participants enrolled in the programs in FY 2016-17. There are no outcome data available in connection with the DPSS A1 services other than those created through matches against HMIS.

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[21] While some of the remaining families may have experienced homeless situations that did not involve use of HMIS-covered shelters, there is no data available to assess this.

4.2.4. SUMMARY

Among families receiving A1 prevention services during Year 1, and for whom the outcomes of their use of these services could be tracked, the results exceeded the benchmarks for averting homelessness. While this is encouraging, we recommend a careful evaluation of the quality of this measure. The most immediate concern is the absence of any outcome information for more than two-thirds of the families assisted under A1. A comprehensive and reliable assessment of the strategy's effectiveness going forward will necessitate finding or developing a solution that will permit inclusion of DPSS-assisted families in data that feed the strategy-level outcome measures for A1, either through a procedure built directly into DPSS's LRS system or by virtue of a supplemental recording process.

Knowing the severity of the housing crises that are presented by families turning to this program would further enhance the rigor of outcomes assessment. Housing placement and retention rates are increased by effective prevention programs, but can also be increased through a reverse triage effect, reflecting a tendency to assist families with less critical housing crises, who thereby have better prospects for remaining in housing.[22]

Providing housing for 1,661 families in the initial year of A1 implementation is impressive, although it is unclear how much this increased the volume from the previous year. Regardless, this number sets a benchmark to be exceeded in subsequent years. Given the demand for these services, the HI might consider setting benchmarks related to available resources and capacity.

4.3. STRATEGY B1: SUBSIDIZED HOUSING TO HOMELESS DISABLED INDIVIDUALS PURSUING SSI

4.3.1. OVERVIEW

HI strategy B1 makes rental subsidies available to homeless General Relief (GR) recipients who are applying for federal disability benefits paid through the Supplemental Security Income (SSI) program. The goal of the strategy is to provide housing subsidies, facilitate SSI approvals and recoup the County's housing costs following SSI approval. Funding allocated in Year 1 came from $3.7 million in County Homeless Program Initiative (HPI) funds; $1 million in (California) Senate Bill (SB) 678 funding (Probation); and $4 million Assembly Bill (AB) 109 funding.[23] As of the end of the first program year (June 30, 2017), 209 individuals were housed and 389 were searching for housing.

This program was implemented on June 30, 2016 and began with an expansion of access to GR rental subsidies for all homeless GR recipients applying for SSI through two of DPSS's GR District Offices (Wilshire Special and San Gabriel Valley). Expansion was slated to include another

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[22]Factors that relate to the precariousness of family situations, such as income, housing arrears, family support, etc., should be accessible through client case files. Incorporating these data into outcome measures for this strategy could support assessments of targeting practices, as well as identifying risk factors for homelessness that persist even when A1 assistance is provided. One means by which to assess the risk factors for family homelessness is through the previously mentioned SPDAT for families. Screening scores from this instrument will become available from the CES for the Year 2 report. More information on the family SPDAT is available at http://www.orgcode.com/products.

[23]SB 678 authorizes counties to convene multidisciplinary teams engaged in providing community corrections supervision and evidence-based rehabilitation programs. AB 109 allows for current non-violent, non-serious, and non-sex offenders to be supervised at the local County level after they are released from California State prison.

five GR District Offices by December 2016, at which point DHS began accessing resources allocated to this program, specifically to assist those eligible for B1 services with more complex health and behavioral health conditions.

4.3.2. DATA AND OUTCOME MEASURES

The data for B1 come from DPSS and DHS administrative records. Our analysis covers four of the six outcome metrics for this strategy:

- Number of individuals enrolled
- Number of eligible individuals referred for a B1 subsidy
- Numbers of eligible individuals approved for and who secured housing with a B1 subsidy
- Percentage of B1 participants who secured housing with B1 subsidy[24]

4.3.3. APPROVAL FOR SUBSIDIES UNDER B1

Table 4-4 shows the number of individuals who were approved for a subsidy and who secured housing through each department during FY 2016-17. An important caveat in reviewing these results is that the information available does not specify the funding source for the subsidies, and some of the GR rental subsidy participants received subsidies from sources other than B1 funding.

Table 4-4: Persons Enrolled in and Served by DHS and DPSS B1 Programs, FY 2016-17		
B1 Strategy Leads	**Approved for Subsidy in FY 2016-17**	**Total Served in FY 2016-17**
DHS B1	319	442
DPSS B1	101	101
Total	420	543

Key Findings:

➢ A total of 442 people and 101 people were served (i.e., housed) in conjunction with assistance from the DHS and DPSS B1 programs, respectively.

    ○ Of these totals, 72 percent of those served through DHS and 100 percent of those served through DPSS received the B1 services in Year 1 of the HI (FY 2016-17).

➢ As shown in Table 4-5, 33 percent of DHS *referrals* eligible for a B1 subsidy secured housing (Table 4-5).[25]

Table 4-5: Persons Who Were Referred to and Secured Housing with B1 Subsidies, FY 2016-17			
		Secured Housing	
	# Referred	**#**	**% of Referrals**
DHS	1,333	442	33.2

4.3.4. A CRITICAL COMPONENT IN THE COUNTYWIDE APPROACH

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[24] The remaining two B1 outcome metrics not examined in this report are *Number of B1 participants approved for SSI* and *Percent increase in the amount of B1 funding recovered through the Interim Assistance Reimbursement* (IAR).

[25] No data was available for referrals from DPSS.

Strategy B1 addresses both disability and housing and promises to be a key component in the overall countywide approach to homelessness. A total of 543 persons received housing placements in anticipation of their approval for SSI or other disability benefits. This count of persons feeds the permanent housing placement headline measure discussed in Section 3. Looking ahead, there appears to be ample capacity for further expansion of B1 services, as the demand for this program appeared to increase for the combined DHS and DPSS components. Collecting systematic information that enables SSI approvals and housing placements to be cross-referenced is needed in order to track the proportion of funding for this strategy recouped from approvals, and will be essential to a more thorough understanding of B1 outcomes in years to come.[26]

4.4. STRATEGY B3: PARTNER WITH CITIES TO EXPAND RAPID RE-HOUSING

4.4.1. OVERVIEW

Eligible homeless families and individuals with low-to-moderate housing barriers can receive financial assistance and case management services through the Rapid-Rehousing modality (RRH), which is intended to (a) move households expeditiously from homelessness to housing, (b) enable these households to maintain their new housing arrangements, and (c) help these households regain self-sufficiency. HI Strategy B3 seeks to provide an expanded number of homeless households with RRH services and to broaden the participation of cities in supporting this strategy.

DHS implemented strategy B3 for individual adults on June 30, 2016, while LAHSA implemented B3 for youth and families on October 1, 2016. Funding allocated to this strategy in Year 1 of the HI was comprised of $8 million from the HPI, $11 million from SB 678, and $7 million from AB 109. Outcomes reported for the period from January 2016 to July 14, 2017 are based on 669 housed and 1,302 enrolled B3 households. With respect to the effort to gain support and build collaborative partnerships with cities in LA County, HI quarterly reports indicate that Los Angeles County built relationships in connection with B3 with at least four cities during Year 1 and was in the process of developing agreements with several more at the time we prepared this report.

4.4.2. DATA AND OUTCOME MEASURES

Outcomes data we used to examine Strategy B3 in Year 1 come from HMIS and DHS's CHAMP system. These data used to produce tallies of individual adults, youth, and families for two of the five outcome measures developed for the strategy:

- Number of individuals enrolled
- Number of B3 participants placed into a permanent housing destination[27]

4.4.3. NEW ENROLLMENTS AND PERSONS SERVED OVERALL UNDER B3

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[26]Aggregated DPSS data shows that 160 of the department's clients served under B1 in Year 1 were approved for SSI. However, the number of DHS B1 participants who were approved for SSI or other disability benefits was unavailable at the time this report was prepared.

[27] The three B3 outcome measures we were not able to examine for this report are: *number of B3 participants who obtained employment; number of B3 participants who obtained benefits;* and *number of B3 participants who retained permanent housing for twelve months following placement.* Neither employment nor benefits data were available for this report. The last measure, focusing on housing retention, could not be assessed for this report as not enough time had passed at the time of this report to assess retention.

Key Findings:

- ➢ A de-duplicated total of 6,518 households enrolled for services provided under B3 in FY 2016-17, a number composed of the following:

  - o 3,729 individuals (i.e., without accompanying adults or children)
  - o 2,789 family households (4,820 family members)

- ➢ Including persons who were enrolled in prior years (about one-quarter of the total), over 11,000 participants were enrolled in the LAHSA B3 program at some point in FY 2016-17, which is a significant expansion over the previous 12 months (Table 4-6).[28]

Table 4-6. Persons Enrolled in and Served by B3 Programs, FY 2016-17		
B3 Strategy Leads	**FY 2016-17 Enrollees**	**Persons Served in FY 2016-17**
DHS	138	198
LAHSA	8,411	11,045
Total	8,549	11,243

4.4.4. YEAR 1 PLACEMENTS INTO PERMANENT HOUSING UNDER B3

B3 placements into permanent housing are shown in Table 4-7, both overall and for LAHSA and DHS, separately. These placements, like those observed for B1, feed the permanent housing headline measure. The numbers presented in Table 4-7 encompass all B3 permanent housing placements, i.e. placements made with RRH subsidies and those in which households remain in permanent housing after exits from RRH, inclusive of both those brokered with program assistance and those for whom the permanent housing arrangements are made directly by the exiting households.

Key Findings:

- ➢ Combining the results shown in Table 4-6 and 4-7, B3 housing placement rates among people in the "all served" category were 46 percent and 32.3 percent for DHS and LAHSA, respectively.[29]

  - o When setting new enrollments as a proportion of all served by DHS and LAHSA, 53.7 percent and 77 percent of the respective clients who moved into permanent housing during the reporting period were newly-enrolled during the FY 2016-17.[30]

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[28] LAHSA B3 program included funding from HUD and Los Angeles City that contributed to this expansion.

[29] This method of calculating PH placement rates differs from LAHSA's standard method of reporting, which calculates *number who exited to PH/number who exited from the program*. The calculation method used here produces much lower rates than that used by LAHSA. Since the number of clients with exits other than permanent housing destinations is very small, the LAHSA method yields 94% retention rate.

[30] These placement rates only reflect those who were housed by the end of FY 2016-17. Others enrolled, but not housed, continued to receive B3 services in FY 2017-18. Given that this was the initial year for this strategy's adoption, moreover, many of the households would have been enrolled toward the end of the year and would, therefore, likely not be housed yet. Since such persons are nevertheless included in the

Table 4-7 Total Placements in Permanent Housing by DHS and LAHSA B3 Programs, FY 2016-17				
	FY 2016-17 De- Duplicated Placements			
			%	
B3 Strategy Leads	FY 2016-17 Enrollees	All Enrollees	All Enrollees Placed in FY 2016-17	All Served in 2016-17*
DHS	48	91	52.7	46.0
LAHSA -Move Ins to PH	1,412	1,749	80.7	15.8
LAHSA Exits from RRH to other PH	1,336	1,820	73.4	16.5
+LAHSA Combined Unique Total	2,748	3,569	77.0	32.3
Overall B3 Total	2,796	3,660	76.4	32.6

*The denominators for the % of all served are the numbers shown in the corresponding *All Served* rows in Table 4-6. All three LAHSA percentages given in this table are based on the LAHSA *All Served* count in Table 4-6 (*n*=11,045)

+For persons with FY 2016-17 records of both placements *into* RRH and placements *from* RRH to other PH arrangement, we only count the individual one time, adding the placement to the *LAHSA Exits from RRH to other PH category*.

- o Almost half of the LAHSA placements were exits from RRH to other LAHSA permanent housing projects and the remaining half were exits to PH destinations where the individuals may have either self-resolved their housing crisis or achieved the same result with the help of a case worker.

4.4.5. PROJECTION AND PLANNING WILL BUILD ON PROMISING YEAR 1 RESULTS

With over 11,000 persons served and over 3,600 persons placed back into housing shortly after becoming homeless, this strategy, like B1, promises to make a significant impact in reducing the homeless population in Los Angeles County. The key to this approach is for housing placements to continue as the program expands. As with B1, the demand for RRH services is likely to exceed even the considerable resources in play, with respect to the Year 1 results. As such, it will be critical to deploy all available information for purposes of projecting the volume of households, individuals and families to be targeted for services available under B3, given the anticipated resources. *Cost per assisted household* calculations would assist in both performance assessment and planning.

4.5. STRATEGY B7: INTERIM/BRIDGE HOUSING FOR THOSE EXITING INSTITUTIONS

4.5.1. OVERVIEW

HI Strategy B7 provides greater access to what is collectively referred to as interim/bridge housing e.g. shelters, stabilization beds, recovery housing, Recuperative Care, and board and care homes – to persons exiting institutions such as jails, prisons, hospitals and psychiatric facilities. The broader objectives of the strategy are, firstly, to have a destination available for those making such exits

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denominators for the rates shown in Table 4-7, the results are artificially depressed to an indeterminate degree.

who otherwise lack housing options and, secondly, to work with these persons once they have returned to their communities in securing long-term housing arrangements.

B7 was implemented on June 30, 2016. Year 1 funding for this strategy in the amount of $3.2 million was provided through HPI. Additionally, $3.4 million was allocated from SB 678 funds, and $4.6 million was added from AB 109 funds. Many of those placed in short-term housing under this strategy had qualifying criminal justice backgrounds. This included those referred to DHS, which maintained over 500 bridge housing beds for individuals with complex health and/or behavioral health conditions. During Year 1, at least 268 new bridge housing beds were added by other agencies via HPI funds.

4.5.2. DATA AND OUTCOME MEASURES

DHS is the largest single provider of interim/bridge housing in Los Angeles County and the department's CHAMP system provides a significant portion of the data used for our Year 1 examination of Strategy B7. HMIS records on community-based agencies that provided interim/bridge housing are also used. Information from these two sources informs the Year 1 results reported for the following B7 metrics:

- Number of individuals who have been served with B7 funded interim/bridge housing and a breakdown of the institutions from which they were discharged;

- Number of B7 participants who exited to a permanent housing destination; and

- Average length of stay for B7 participants in interim/bridge housing.

4.5.3. PERSONS SERVED AND NEW ENROLMENTS UNDER B7

➢ DHS served 613 persons under B7 over the course of Year 1 (compared to DHS's stated capacity of 700 beds), while LAHSA served 117 (in 268 new beds, Table 4-8).[31]

4.5.4. PRIOR LIVING SITUATIONS OF PERSONS SERVED AND NEW ENROLMENTS UNDER B7

Prior living situations of persons served under B7, which was available only for LAHSA clients, are shown in Table 4-9.

Table 4-8: Persons Enrolled in and Served by B7 Programs, FY 2016-17*		
Program	New Enrollments	All Served
DHS B7	613	613
LAHSA B7	117	117
Total	**730**	**730**
B7 began at the start of Year 1 and, therefore, all 730 persons served through the strategy were enrolled during FY 2016-17.		

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[31]Information on bed capacities comes from the May 2017 HI Quarterly Report, available at homeless.lacounty.gov/wp-content/uploads/2017/05/05.09.17-HI-Quarterly-Report-5-S.pdf. The logistics of readying beds for use may affect the number of people able to occupy these beds in a given period.

Key Findings:

➤ A total of 47 of the 117 persons served by LAHSA under Strategy B7 (40.2 percent) made exits from institutions (e.g. hospitals, jails, substance use treatment) immediately prior to being placed in a B7 bed.

   o Others may have met the B7 eligibility criteria by having exited an institution shortly before being placed in a B7 bed.

Table 4-9: Prior Living Conditions of Persons Served by the LAHSA B7 Program, FY 2016-17	
Prior Living Situation	**LAHSA B7 Clients**
Emergency Shelter/Hotels/Safe Haven	9
Transitional or Interim Housing	5
Hospital/Psychiatric Hospital/Long Term Care	24
Jail	16
Place Not Meant for Habitation	49
Staying/Living with Family or Friends	7
Substance Use Treatment Facility	7
Total	**117**

➤ A similar proportion of those LAHSA served under B7 (49 persons, 41.9 percent) were previously living in places *not meant for habitation,* which generally means unsheltered homeless locations.[32]

4.5.5. EXITS TO PERMANENT HOUSING ASSOCIATED WITH B7 IN YEAR 1

Key Findings:

➤ Similar proportions of persons served under B7 in Year 1 by DHS (23.5 percent) and LAHSA (24.8 percent) moved into PH by the end of the 12 months of observation.[33]

➤ More than half (55 percent) of those served by LAHSA under B7 in Year 1 of the HI exited to non-permanent destinations, which includes 37 percent returning to homelessness, i.e. 19 percent moving to emergency shelters or hotels and another 18 percent to a location not meant for habitation (Table 4-10).[34]

The combined overall results indicate that, among those whose destinations were recorded in the data (destinations of 16 participants were unknown), a higher proportion of participants exited to other homeless destinations than to permanent housing arrangements.

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[32] Some individuals in this population may have exited an institution prior to their unsheltered homelessness.
[33] However, the exit proportions between DHS and LAHSA are not comparable. While 85% of LAHSA clients exited interim housing to permanent and non-permanent destinations, among DHS clients many stayed in interim housing and some exited to permanent housing in FY 2017-18.
[34] This level of granularity, capturing specific destinations for persons who are not ultimately placed into a known housing arrangement, is not available for the persons served under B7 by DHS.

Table 4-10: Destinations of Persons who Exited the LAHSA B7 Program, FY 2016-17	LAHSA B7 Clients	
Destinations	#	%
Emergency Shelter, Including Hotel or Motels	19	19.0
Hospital/Psychiatric Hospital/Long Term Care	7	7.0
Jail, Prison or Juvenile Detention Facility	2	2.0
Place Not Meant for Habitation	18	18.0
Transitional Housing for Homeless Persons	4	4.0
Staying or Living with Family, Temporary Tenure	5	5.0
Total Non-Permanent Destinations	55	55.0
Permanent Housing (other than RRH) for Formerly Homeless Persons	2	2.0
Rental by Client, no Ongoing Housing Subsidy	4	4.0
Rental by Client, with Other Ongoing Housing Subsidy	13	13.0
Rental by Client, with VASH Housing Subsidy	6	6.0
Staying or Living with Family, Permanent Tenure	4	4.0
Total Permanent Destinations	29	29.0
Unknown Destinations	16	16.0
Total	100	100

4.5.6. MEASURING THE DURATION OF STAYS IN INTERIM AND BRIDGE HOUSING

Table 4-11 shows the average length of stay for B7 participants in interim/bridge housing among those who exited during Year 1.[35] Almost all participants entered the program in FY 2016-17 and thus only shorter stayers would have had the opportunity to also exit the housing. With this in mind, the median duration of B7 stays, in days, for 26 individuals who exited in FY 2016-17 is 30 and 47 days for LAHSA and DHS groups, respectively.

Table 4-11: Average Length of Stays in DHS and LAHSA B7 Programs, with Exits in FY 2016-17		
B7 Strategy Leads and Participant Counts	Average Days of Stay	
	Median	Mean
DHS (n=407)	47	66
LAHSA (n=26)	30	69

Key Findings:

➤ As shown in Figure 4-1, the median duration for 407 DHS clients with exits in FY 2016-17 was 47 days.

   o The daily average length of stay for DHS B7 participants increased somewhat to over 100 days as the bed census increased toward the end of FY 2016-17.

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[35] Given the relatively brief period for which data was available, the opportunity for having an extended stay without truncation due to the termination of 12-month observation period for the Year 1 evaluation (FY 2016-17) was relatively small.

Homeless Initiative Year 1 Evaluation: Micro-Level Measures

Figure 4-1: The Average Length of Stay in the DHS B-7 Program, in Days, FY 2016-17
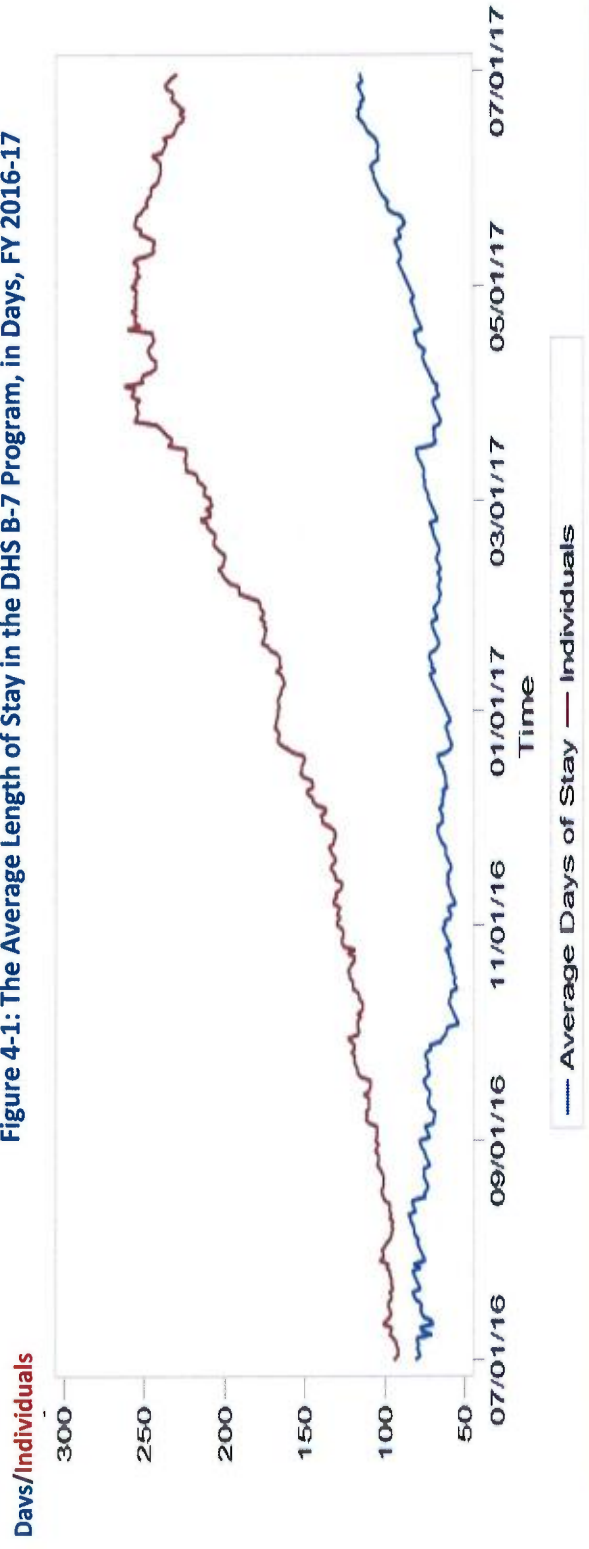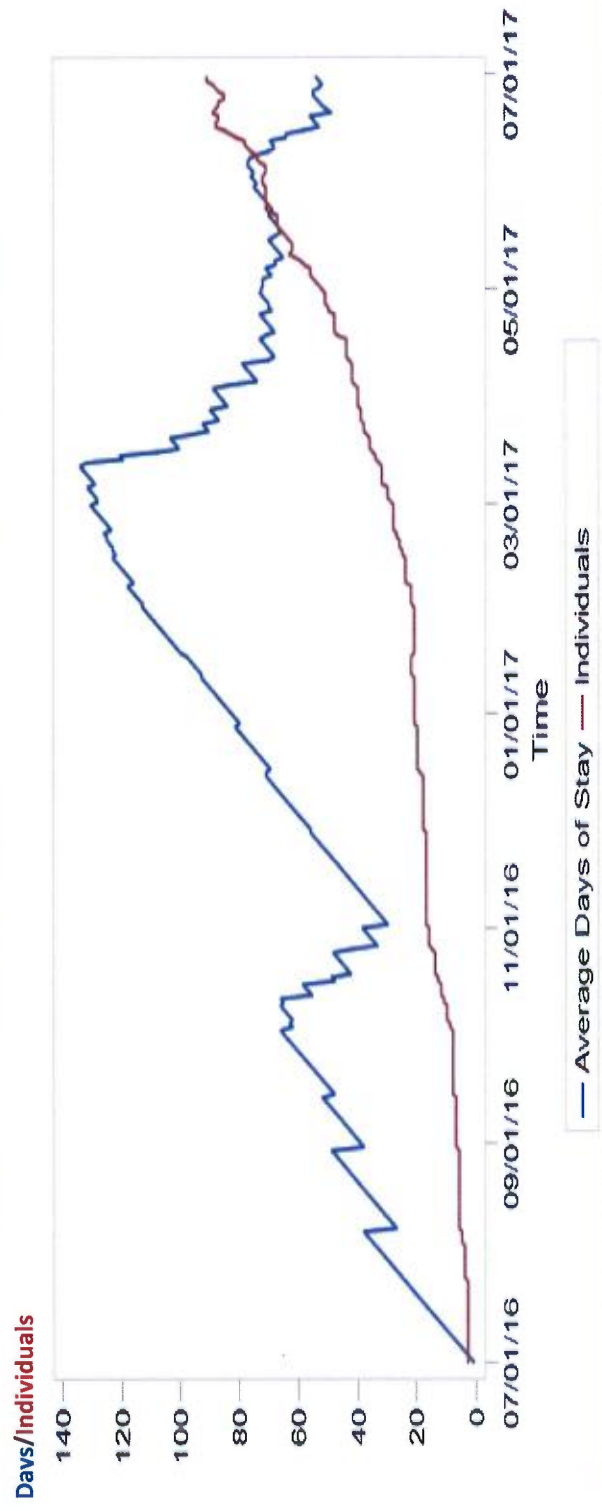

Figure 4-2: The Average Length of Stay in the LAHSA B7 Program, in Days, FY 2016-17

- o The number of DHS B7 participants remained at roughly 80 until the last quarter of FY 2016-17, at which point the number spiked, 110 participants by the end of Year 1.

➢ Among those who used LAHSA bridge housing services, the length of stay patterns fluctuated more dramatically over the same time period, hitting a high of 130 days by March 2017 before falling (Figure 4-2).[36]

- o The number of participants stayed around 80 until the last quarter of the fiscal year, when it jumped above 110.

4.5.7. SUMMARY

A combined and de-duplicated total of 730 DHS and LAHSA clients were served with B7-funded interim/bridge housing in FY 2016-17, with 23 percent of the LAHSA participants and 29 percent of the DHS participants exiting to permanent housing. This tally feeds the temporary housing headline measure discussed in Section 3. The number of participants staying in interim/bridge housing increased as the year progressed, which likely reflects augmented capacity. The average duration of stays was 84 days for DHS and 125 days for LAHSA clients.[37] Low proportions of LAHSA's B7 clients were placed in PH, both in absolute terms and as compared to those listed as exiting to homeless situations. Among the DHS B7 clients, the high proportion who did not exit the program prevents conclusions on exits from being drawn.[38]

4.6.   STRATEGY E8: ENHANCE THE EMERGENCY SHELTER SYSTEM

4.6.1.   OVERVIEW

The HI describes E8 as a strategy to ensure *'that individuals, families, and youth have a safe place to stay in the short-term, with access to resources and services that will help them exit homelessness quickly – optimally within 30 days'*. As such, the center of this strategy is expanding the supply of "24/7 crisis housing." Implementation of E8 necessitated collection of information on existing shelter programs, which then informed efforts to augment the supply of existing shelter beds. Initial funding sources were $1.5 million in HPI/Net County Cost (NCC).

4.6.2.   DATA AND OUTCOME MEASURES

The specific outcome performance metrics developed for Strategy E8 are as follows:

- Number and percentage of individuals, families, and youth served by LAHSA-funded crisis or bridge housing programs, and who exit the program in the reporting period;

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[36] The number of clients rose steadily and reached 90 by the end of FY 2016-17. This increase is likely due to the increase in bed capacity that occurred over the course of this year.

[37] These numbers show the average stay duration for the total days of stay in FY 2016-17, adding multiple stays for the same client. The numbers are different than average stay duration shown in Table 2.14, which is based on the median days of individuals stays in interim housing.

[38] Additionally, the absence of benchmarks precludes an assessment of the *relative* success of B7 housing as measured by permanent exits. Development of such benchmarks would help track improvement over time in the transitions from interim to permanent housing.

- Number of individuals served by E8 interim housing beds through DHS and the County's Department of Mental Health (DMH);

- Number of E8 participants subsequently placed in PH; and

- Average length of E8 shelter stay.

DHS and DMH data for E8 were not available because funding was not received by these departments until FY 2017-18, which, in turn, also prevented an examination of the number of E8 participants exiting to permanent Housing for this report. The results reported, therefore, capture the total shelter beds administered by LAHSA under Strategy E8 in Year 1, i.e. the reported 1,645 shelter beds that were or became operational on a 24-hour basis.

4.6.3. E8 ENROLLMENTS, PERSONS AND FAMILIES SERVED, AND DESTINATIONS AFTER EXIT

Table 4-12 shows the numbers of all recorded individuals, families and youth served through LAHSA E8 (crisis or bridge housing) services in FY 2016-17, both those who enrolled in this fiscal year and the total who stayed, regardless of when they enrolled.

Table 4-12: Persons Enrolled and Served by the LAHSA E8 Program, FY 2016-17		
Population	FY 2016-17 Enrollments	All Served
Individuals	6,120	7,220
Youth	494	547
Total Persons	6,614	7,767
Families	659	795

- Table 4-13 shows that 22 percent (individual adults), 21 percent (unaccompanied youth), and 34 percent (families) exited to permanent living arrangements.

  - Among all served and all exits in Year 1, youth exited at the highest rate (70 percent), followed by the individuals (64.9 percent), and families (51.7 percent). For each of the E8 sub-populations, however, higher proportions exited to various non-permanent living situations than exited to permanent arrangements.

4.6.4. DURATION OF STAYS AMONG THOSE USING E8 SERVICES

The median and mean stay durations for those who exited and started E8 services through LAHSA in Year 1, shown in Table 4-14, are all roughly congruent.

4.6.5. E8 SUMMARY

A total of 7,220 persons stayed in shelter beds covered by the E8 efforts to increase the number of 24/7 crisis housing beds. Roughly 65% of these persons (4,685) exited from crisis housing during FY 2016-17. Relatively small proportions of those staying in these shelter beds exited to permanent housing, and stays for a little over half of the population (considerably more in the case of families) extend beyond the optimal 30-day duration.

Table 4-13: Destinations of Persons Who Exited the LAHSA E8 Program, FY 2016-17

Destination*	Individuals		Youth		Families	
	#	% Total	#	% Total	#	% Total
Emergency Shelter, Including Hotel or Motel Paid for With Emergency Shelter Voucher	439	9.4	40	10.5	71	17.3
Hotel or Motel Paid for Without Emergency Shelter Voucher or Safe Haven	75	1.6	8	2.1	19	4.6
Foster Care Home or Foster Care Group Home	107	2.3	6	1.6	1	0.02
Hospital/Psychiatric Hospital/Long Term Care/Substance Abuse	91	1.9	7	1.8	1	0.02
Jail, Prison or Juvenile Detention Facility	40	0.09	5	1.3	2	0.05
Place Not Meant for Habitation	313	6.7	50	13.1	20	4.9
Transitional Housing for Homeless Persons	186	4.0	31	8.1	20	4.9
Staying or Living with Family or Friends, Temporary Tenure	273	5.8	28	7.3	66	1.16
Total Non-Permanent Destinations	**1,524**	**32.5**	**175**	**45.8**	**200**	**48.7**
Permanent Housing (Other Than RRH) For Formerly Homeless Persons	224	4.8	12	3.1	6	1.5
Rental by Client, No Ongoing Housing Subsidy	318	6.8	28	7.3	63	15.3
Rental by Client, With Other Ongoing Housing Subsidy	312	6.7	26	6.8	55	13.4
Rental by Client, With VASH Or GPD TIP Housing Subsidy	25	0.05	0	0	2	0.05
Staying or Living with Family or Friends, Permanent Tenure	144	3.1	13	3.4	14	3.4
Owned by Client	13	0.03	2	0.02	0	0
Total Permanent Destinations	**1,036**	**22.1**	**81**	**21.2**	**140**	**34.1**
Unknown Destinations	2,125	45.4	26	6.8	71	17.3
Total	**4,685**	**100**	**382**	**100**	**411**	**100**

*Of the total 7,220 individuals serve by LAHSA, 5,478 (75.9%) exited during FY 2016-17.

Table 4-14: The Average Duration of Stay in the LAHSA E8 Program, FY 2016-17				
	E8 Stays			
	Among All Who *Exited* in FY 16-17		Among All Who *Started* in FY 16-17	
Sub-Population	Days		Days	
	Median	Mean	Median	Mean
Individuals	36	80	39	77
Youth	32	65	45	72
Families	78	93	92	99

In the absence of formal benchmarks, these results are helpful in setting targets for the outcome metrics developed for Strategy E8. Expansion of the data available to track E8 outcomes, as well as efforts to monitor and maximize data quality, would boost the utility of subsequent performance evaluations. The final consideration here is that the beds covered under this strategy are slated to grow substantially under the HI plan. Future assessments of this strategy will need to take this growth into consideration.

SECTION 5:
SUMMARY AND IMPLICATIONS FOR THE YEAR 2 EVALUATION

5.1. EVALUATION IN THE MIDST OF IMPLEMENTATION

During the HI's inaugural year, most of the Board-approved strategies were either newly-operational or still engaged in the process of implementation and ramp up. As noted throughout this report, moreover, outcome data even for fully-implemented HI strategies were limited. Outcomes presented in this report are therefore preliminary and non-exhaustive but nevertheless establish the groundwork for more inclusive evaluations in the future.

Our analyses cover HI strategies that were furthest along in terms of both the provision of services and data collection during Year 1. This includes five (out of 47) strategies, which enabled results to be presented for four of the eight meso-level headline measures, and all three macro-level system measures. The creation of benchmarks and identification of areas to examine in preparation for Year 2 evaluation is the primary value of these examinations. While the logic of our Year 1 evaluation flows from the macro down to micro measures, a summary of the overall evaluation is best presented in the other direction, from specific strategy metrics, to aggregated headline measures, and from the headline measures to the system-level macro measures.

5.2. INDIVIDUAL STRATEGIES

Collectively, the results presented for individual strategies indicate that programs either newly-launched or expanded were, at the end of Year 1, beginning to serve the intended households and, with some caveats due to limited information, the strategies appear to have met the objectives for which it was possible to produce meaningful results. Our analysis indicates that significant volumes of households have made use of the services available through the HI strategies, especially in the areas of prevention, housing assistance to SSI applicants, and RRH. However, outcome measures were not available for many of the households served. A significant portion of those using RRH services, in particular, were not recorded as being housed in the appropriate outcomes data. Additionally, the degree to which the HI RRH strategy was implemented during the study year could stand to impact these findings. For these reasons, the relevant outcome measures should be watched closely, but should also improve in Year 2.

For the strategies focused on temporary housing, both bridge housing and expanded emergency shelter, the results show that capacity to serve the target populations has increased substantially. Exit data was not of sufficient quality to provide a full assessment of outcomes in this area. However, placement data indicates relatively low rates of exit to permanent housing, and this is an area in which it will be important to clarify the intended performance targets. Doing so will necessitate taking steps to improve the quality of the information needed to assess temporary housing outcomes.

5.3. MESO-LEVEL MEASURES

Since the meso-level measures are aggregated from the micro-measures, the incompleteness of the latter necessarily affects the former. Nevertheless, the headline measures examined in this report indicate that nearly 500 LAHSA-assisted households were prevented from becoming

homeless, and that more than 90 percent of the 4,200 persons placed in HI-affiliated permanent housing remained housed six months late. These findings will set valuable baselines against which future progress can be measured.

5.4. MACRO-LEVEL MEASURES

Macro-level system metrics provide broad, aggregated measures of the effectiveness of Los Angeles County's overall homeless services delivery system. Analysis performed for the first such metric shows that the median period of time homeless households required to move from initial receipt of homeless services to an exit to housing over Year 1 of the HI was roughly three months.

MEDIAN LENGTH OF TIME FROM
INITIATION OF HOMELESS SERVICES USE TO HOUSING IN YEAR 1: **APPROXIMATELY THREE MONTHS.**

The second macro measure in the evaluation framework, the total number of placements into PH, will be one of the most closely watched results as the HI progresses. Our Year 1 examination suggests that the County's homeless services delivery system overall – i.e. inclusive, but not limited to services and providers affiliated with the HI - generated at least 16,700 placements to permanent housing for single adults and family members.

NUMBER OF HI AND NON-HI PLACEMENTS OF HOMELESS HOUSEHOLDS
INTO PERMANENT HOUSING IN YEAR 1: **AT LEAST 16,700.**

The third macro-level measure represents a more expansive variation on the meso-level retention measure. As such, the results from this macro-level measure are consistent with those of the corresponding meso-level measure, and the findings are likely indicative of high retention rates across homeless services. As with the other two macro measures, the findings presented for this measure represent baseline levels for future years.

PROPORTION OF HOMELESS HOUSEHOLDS RETURNING TO HOMELESSNESS WITHIN
SIX MONTHS OF A PERMANENT HOUSING PLACEMENT IN YEAR 1: **10%**

5.5. DATA LIMITATIONS AND CHALLENGES

The data available for our analyses consisted of administrative records that were collected for other purposes than measuring outcomes for these strategies. Significant data gaps in various key areas, as well as questions about what the measure, preclude more thorough examination of the outcomes discussed in this report. A transition in May 2017, during which LAHSA changed HMIS vendors, additionally impacted the completeness of data collection and compounded the information gaps. More systematic performance and outcomes evaluations in future years will depend on expanded data collection and an investment of the time and effort needed to improve data quality. In addition to these general limitations and challenges, each strategy assessed in this report was subject to specific data issues. The most significant of these issues are as follows:

- No outcome information is available for over two thirds of the households assisted through Strategy A1. If the effectiveness of this strategy is to be fully evaluated, DPSS-assisted families must be included in the results prevention outcome metrics.

- Very little Year 1 data for Strategy B3 was available to measure anything but housing placements.

- o The data currently available for this strategy do not permit analysis of outcomes in the areas of employment and receipt of benefits.

  - o Housing retention associated with B3 could not be assessed for this report as not enough time had passed at the time of this report to assess retention.

- ▪ The number of persons receiving services under strategy B7 appears lower than the capacity (bed numbers) available and would suggest that outcomes for DHS B7 participants are not well documented in the existing sources of information.

- ▪ In examining outcomes for strategy E8, data from DHS and DMH were not available because the funding started in FY 2017-18. This report, therefore, does not address the number of individuals served by E8 funding through these agencies.

  - o Additionally, a significant number of exits from the LAHSA E8 program showed unknown destinations, which limited the conclusions that could be drawn about the strategy's performance.

Effectively evaluating 51 different strategies to combat homelessness is a momentous task; even evaluating the five strategies taken on by this report highlights the gap between reporting baseline outcome measures from the available data (as is done here) and what is needed to undertake fully-inclusive evaluations of these strategies. As the implementation and operation of HI strategies mature, we expect data quality and inclusiveness will improve. These enhancements coupled with more deliberate planning on data collection, will support more systematic future evaluations of the performances and outcomes of HI strategies.

5.6. LOOKING AHEAD TO YEAR 2 AND THE IMPACT OF MEASURE H

The findings and implications from this report can be incorporated, along with an increased number of established strategies and improved data collection, into a foundation for the Year 2 report that will gauge the impact of the HI more comprehensively. Given the availability of Measure H resources starting in Year 2, such assessment and accountability will be crucial.

The findings reported here indicate that the implementation and expansion of newly funded services are underway, that housing placements are growing, and that returns to homelessness for households placed in PH are low. Demand for assistance in areas such as homeless prevention, re-housing and temporary accommodation (bridge housing and emergency shelter) is likely to exceed supply in the near future. As these programs mature and gain momentum with the infusion of Measure H funding, capacity will grow and future assessments can document the effects of this expansion. Some of the measures provided in this report can thus serve as comparative points of reference against which to assess the impact of future program growth. Future evaluations could also assess program growth against planned targets, and by including unit costs for various programs, could inform further capacity planning.

Since this report covers only the partial implementation of HI in its first year, the Year 2 report will offer a much broader view of the initiative, of the programs implemented, the persons served, and the impacts attained. Data improvements, combined with a broader set of activities to evaluate in Year 2, will produce a better and deeper understanding of the HI's impact in reducing homelessness in Los Angeles County.

APPENDIX A:
ABBREVIATIONS

CalWORKs	-	California Work Opportunity and Responsibility to Kids
DHS	-	LA County Department of Health Services
DMH	-	LA County Department of Mental Health
DPSS	-	LA County Department of Public Social Services
ELP	-	Enterprise Linkage Project
FSC	-	LAHSA Family Solutions Centers
FY	-	Fiscal Year
GR	-	General Relief
HACLA	-	Housing Authority of the City of LA
HACoLA	-	Housing Authority of the County of
LAHFSS	-	LAHSA Homeless Family Solutions System
HI	-	Los Angeles County Homelessness Initiative
HMIS	-	Homeless Management Information System
HPI	-	Homeless Prevention Initiative (funding source)
HSCMP	-	Housing Subsidy and Case Management Program
LAHSA	-	Los Angeles Homeless Services Authority
LA	-	Los Angeles
PH	-	Permanent Housing
PSH	-	Permanent Supportive Housing
RRH	-	Rapid Re-Housing
SSI	-	Supplemental Security Income, federal disability benefit

APPENDIX B:
DEMOGRAPHIC DISTRIBUTIONS FOR SELECTED PERFORMANCE MEASURES

Table B-1. Macro Measure: Persons Exiting Homelessness To Permanent Placements

Demographic Category		FY 2015-16	FY 2016-17
	Total individuals	16,107	15,944
Age	Under 18 (unaccompanied)	118	161
	Under 18 (in a family)	4,205	3,418
	18-24	1,199	1,430
	25-54	7,173	7,469
	55-61	2,141	2,072
	62 & older	1,248	1,338
	Unknown	23	56
Ethnicity	Hispanic/Latino	4,786	4,326
	Not Hispanic/Latino	10,470	9,774
	Unknown	851	1,844
Race	White	6,005	5,296
	Black/African- American	7,644	7,094
	Asian	174	166
	American Indian/Alaskan Native	199	215
	Native Hawaiian/Other Pacific Islander	144	90
	Multi-Racial/Other (includes Hispanics)	720	638
	Unknown	1,221	2,445
Gender	Female	6,871	6,649
	Male	8,819	8,610
	Transgender and Other	60	87
	Unknown	6,871	6,649
Veterans		340	8,819
Families with Minor Children	Total Families	2,094	1,688
	Total Individuals	7,261	6,360
	Total Adults	3,056	2,942
	Total Minors (under 18)	4,205	3,418
	Individuals in Single Households	8,846	9,584

Table B-2. Macro Measure : Persons Returning to Homelessness Following Permanent Placement

Demographic Category		FY 2015-16	FY 2016-17
	Total Individuals	1,624	1,423
Age	Under 18 (unaccompanied)	10	10
	Under 18 (in a family)	376	261
	18-24	129	112
	25-54	749	732
	55-61	236	194
	62 & older	123	97
	Unknown	1	17
Ethnicity	Hispanic/Latino	497	352
	Not Hispanic/Latino	1,095	1,015
	Unknown	32	56
Race	White	605	487
	Black/African- American	815	733
	Asian	14	17
	American Indian/Alaskan Native	30	26
	Native Hawaiian/Other Pacific Islander	20	6
	Multi-Racial/Other (includes Hispanics)	45	43
	Unknown	95	111
Gender	Female	673	586
	Male	933	808
	Transgender and Other	8	9
	Unknown	10	20
Veterans		364	279
Families with Minor Children	Total Families	183	120
	Total Individuals	645	501
	Total Adults	269	240
	Total Minors (under 18)	376	261
Individuals in Single Households		979	922

Table B-3. Persons Assisted Through LAHSA and DPSS A1 Programs, FY 2016-17

Demographic Category		Enrolled	All Served
	Total Individuals	4,806	5,718
Age	Under 18 (unaccompanied)	35	966
	Under 18 (in a family)	2,673	2,252
	18-24	409	474
	25-54	61,587	1,910
	55-61	34	46
	62 & older	13	15
	Unknown	55	55
Ethnicity	Hispanic/Latino	1,635	2,033
	Not Hispanic/Latino	3,016	3,499
	Unknown	155	186
Race	White	783	1,008
	Black/African- American	1,930	2,280
	Asian	51	55
	American Indian/Alaskan Native	10	17
	Native Hawaiian/Other Pacific Islander	28	31
	Multi-Racial/Other (includes Hispanics)	1,787	1,960
	Unknown	217	367
Gender	Female	2,640	3,143
	Male	2,014	2,403
	Transgender Male to Female	0	0
	Transgender Female to Male	0	1
	Other	0	0
	Unknown	152	171
Veterans		15	20
Individuals in Families with Minor Children		4,806	5,718
Families with Minor Children		1,359	1,661
Individuals in Single Households		0	0

Table B-4. Persons Assisted Through LAHSA and DHS B3 Programs, FY 2015-16

Demographic Category		Enrolled	All Served
	Total Individuals	**8,549**	**11,243**
Age	Under 18 (unaccompanied)	230	256
	Under 18 (in a family)	3,538	4,707
	18-24	854	1,120
	25-54	3,145	4,144
	55-61	377	509
	62 & older	218	93
	Unknown	187	214
Ethnicity	Hispanic/Latino	2,905	3,797
	Not Hispanic/Latino	4,764	6,439
	Unknown	880	1,007
Race	White	2,789	3,745
	Black/African- American	3,953	5,321
	Asian	63	78
	American Indian/Alaskan Native	88	125
	Native Hawaiian/Other Pacific Islander	52	63
	Multi-Racial/Other (includes Hispanics)	271	366
	Unknown	1,333	1,545
Gender	Female	4,438	5,930
	Male	3,414	4,554
	Transgender	22	30
	Unknown	675	729
Veterans		83	144
Individuals in Families with Minor Children		**5,628**	**7,514**
Families with Minor Children		**2,045**	**2,789**
Individuals in Single Households		**2,921**	**3,729**

Table B-5. Persons Assisted Through LAHSA and DHS B7 Programs, FY 2015-16

Demographic Category		Enrolled	All Served
	Total Individuals	641	730
Age	Under 18 (unaccompanied)	0	0
	Under 18 (in a family)	0	0
	18-24	42	46
	25-54	451	502
	55-61	97	119
	62 & older	42	54
	Unknown	9	9
Ethnicity	Hispanic/Latino	34	34
	Not Hispanic/Latino	69	69
	Unknown	538	627
Race	White	47	47
	Black/African- American	44	44
	Asian	0	0
	American Indian/Alaskan Native	2	2
	Native Hawaiian/Other Pacific Islander	0	0
	Multi-Racial/Other (includes Hispanics)	3	3
	Unknown	545	634
Gender	Female	153	179
	Male	469	532
	Transgender	2	2
	Unknown	17	17
Veterans		29	34
Individuals in Families with Minor Children		0	0
Families with Minor Children		0	0
Individuals in Single Households		641	730

Table B-6. Persons Assisted Through LAHSA's E8 Program, FY 2015-16

Demographic Category		Enrolled	All Served
	Total Individuals	6,120	7,220
Age	Under 18 (unaccompanied)	273	284
	Under 18 (in a family)	1,197	1,472
	18-24	495	553
	25-54	2,780	3,320
	55-61	723	846
	62 & older	384	466
	Unknown	268	279
Ethnicity	Hispanic/Latino	1,670	1,978
	Not Hispanic/Latino	3,960	4,712
	Unknown	490	530
Race	White	1,983	2,360
	Black/African-American	3,123	3,699
	Asian	55	72
	American Indian/Alaskan Native	70	82
	Native Hawaiian/Other Pacific Islander	47	54
	Multi-Racial/Other (includes Hispanics)	186	221
	Unknown	656	732
Gender	Female	2,494	2,907
	Male	3,126	3,778
	Transgender	45	47
	Unknown	455	488
Veterans		340	389
Individuals in Families with Minor Children		1,847	2,260
Families with Minor Children		711	860
Individuals in Single Households		4,273	4,960