



# County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration  
500 West Temple Street, Room 713, Los Angeles, California 90012  
(213) 974-1101  
<http://ceo.lacounty.gov>

SACHI A. HAMAI  
Chief Executive Officer

May 17, 2019

To: Supervisor Janice Hahn, Chair  
Supervisor Hilda L. Solis  
Supervisor Mark Ridley-Thomas  
Supervisor Sheila Kuehl  
Supervisor Kathryn Barger

From: Sachi A. Hamai  
Chief Executive Officer

Board of Supervisors  
HILDA L. SOLIS  
First District

MARK RIDLEY-THOMAS  
Second District

SHEILA KUEHL  
Third District

JANICE HAHN  
Fourth District

KATHRYN BARGER  
Fifth District

## TRANSMISSION OF YEAR TWO OF THE HOMELESS INITIATIVE PERFORMANCE EVALUATION TO THE BOARD OF SUPERVISORS

This memo transmits the second annual Homeless Initiative (HI) performance evaluation report to the Board of Supervisors. The report is responsive to the Board's instruction to conduct *independent* annual performance evaluations of the HI, which was included with the Board's approval of the HI's coordinated countywide approach to the homeless crisis on February 9, 2016. The report was prepared by Public Sector Analytics (PSA), a competitively-procured independent evaluator. PSA's analysis covers Fiscal Year (FY) 2017-18, which was Year Two of implementation of the HI strategies and the first year during which Measure H revenues were available to fund the strategies. The attached materials include both the report's executive summary (Attachment I) and the full report (Attachment II).

### Comparative Perspective on the Initial Impact of Measure H

The PSA also prepared the Year One evaluation, and the first two annual reports together offer valuable comparative perspective on the initial impact of Measure H. Consistent with the evaluation framework previously submitted to the Board, the outcomes and results assessed in the Year Two evaluation are reported at three levels of measurement. At the micro level, outcomes associated with specific strategies are examined and evaluated. These strategy results are, in turn, aggregated at a broader programmatic meso-level of measurement. Finally, a systemwide macro-level of analysis further aggregates the meso-level results and additionally captures homeless services provided outside the HI.

### ***Key Outcomes and Results***

The PSA's Year Two evaluation, reports promising findings in permanent and temporary housing placements of individuals and families, as well as in the provision of homelessness prevention services:

- At the macro level of measurement, the County's overall homeless services system recorded close to 19,500 Permanent Housing (PH) placements of individuals and family members in Year Two. PH is a category inclusive of, but not limited to: Rapid Re-Housing, Permanent Supportive Housing and housing subsidies provided to individuals pursuing federally-funded disability benefits through the Supplemental Security Income (SSI) program. Systemwide PH placements reported that Year Two represents an increase of 27 percent over systemwide PH placements recorded in Year One.
- Looking at the subset of systemwide PH placements funded through the HI, 8,125 such placements of individuals and family members were recorded in Year Two, an increase of two-thirds by comparison with the 4,880 HI-funded PH placements reported for Year One.
- Temporary/bridge housing placements of individuals and family members in facilities funded in whole or in part through the HI more than doubled, from 8,113 in Year One to 16,496 in Year Two.
- Systemwide provision of prevention services more than doubled in Year Two by comparison with Year One.
- While the number of persons placed in permanent housing grew significantly, there was no adverse impact observed on six-month placement retention as the Year Two six-month rate remained unchanged from the Year One rate of 91 percent.
- The average duration of homelessness was also effectively unchanged from Year One.

### **Looking Ahead to the Year Three Evaluation**

The CEO/OCIO projects completion of the Year Three HI performance evaluation by the end of calendar Year Two 2019 and will make the results available to inform deliberations over FY 2020-21 Measure H funding allocations. The Year Three report will examine the second year of Measure H, FY 2018-19, and provide the HI and its partners with the ability to track comparative improvements in the effectiveness with which Measure H resources are deployed across HI strategies.

Each Supervisor  
May 17, 2019  
Page 3

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

SAH:FAD:WSK  
MS:pa

Attachments

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

**EXECUTIVE SUMMARY  
YEAR TWO OUTCOMES FROM THE  
LOS ANGELES COUNTY HOMELESS INITIATIVE:**

**MARCH 2019**

**HALIL TOROS, PHD**

**STEPHEN METRAUX, PHD**

**DENNIS CULHANE, PHD**

**PUBLIC SECTOR ANALYTICS**

## INTRODUCTION

In February 2016, the LA County Board of Supervisors formally approved a comprehensive set of strategies, administered under the County's Chief Executive Office (CEO), that provide the framework for LA County's Homeless Initiative (HI). The HI strategies are the product of a collaborative planning process that involved the participation of multiple County departments, cities and 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; and
- Increase Affordable/Homeless Housing.

This document presents findings derived from the assessment of the Year Two data on outcomes and measures of selected HI strategies. These outcomes are reported here in a structure consisting of three macro-level measures, four meso-level measures, and thirty micro-measures corresponding to individual HI strategies. The result covers the period from July 2017 through June 2018, the second fiscal year after the launch of HI. Where the data is available, Year Two outcomes (all macro and meso-level measures and five micro strategies) are compared against the Year One outcomes to provide a comparative assessment.

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). Though LAHSA only provides HUD-funded services in the GLA CoC, LAHSA provides Measure H and other County-funded services countywide.
- The Los Angeles County Department of Public Social Services (DPSS) administers cash and food assistance benefits through the CalWORKs, General Relief (GR) CalFresh and Cash Assistance for Immigrants (CAPI) 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. DHS also has programming, including targeted housing, outreach, and SSI advocacy that specifically focus on addressing homelessness. The DHS services included in this report's measures are recorded in the department's CHAMP system.



## MACRO-LEVEL MEASURES

### 2.1. INTRODUCTION

Three macro-level measures gauge the system-wide performance of homeless services provision in Los Angeles County. These measures encompass the HI's strategic activity, as well as services and benefits not directly associated with the HI but which are important components of the support and care available to the County's homeless population. All three macro-level performance measures are key indicators of the overall effectiveness of the countywide homeless service delivery system, inclusive of both HI-affiliated services and activities not affiliated with the HI.

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

This measure is operationalized as the time from assessment to a placement in permanent housing. Three types of placements are assessed: placements in permanent supportive housing (PSH), residential move-ins following rapid rehousing (RRH) assistance (people who moved into permanent housing with a RRH subsidy and/or people who stayed in permanent housing after their subsidy stops) and exits to permanent housing (PH) through self-resolution and other means (private market rental, stable arrangements with family or friends, etc.). The data for this measure come from homeless services provided through LAHSA and recorded in the Homeless Management Information System (HMIS).

**Table Macro-1: Median days between assessments and placements**

Year	Exits to PH	PSH	RRH Move-Ins	All Placements	# of Assessments followed by a PH placement
FY 2016-17	82	134	77	89	5,153
FY 2017-18	85	132	81	93	7,479
Percent Change	4%	-2%	5%	4%	45%

Table Macro-1 shows the median days between assessments and placements. Approximately two-thirds of all placements had sufficient assessment data to be included for analysis. By comparison with the Year One (FY 2016-17), the Year Two results do not show a significant change in the overall length of time from assessment to housing placements (89 days to 93 days).

The longest time between assessment and placement was observed for permanent supportive housing (PSH) placements, which, at 134 days, was almost 40 days longer than the average and the shortest interval between assessment and placement was observed following RRH assistance.

#### MACRO MEASURE 2: PLACEMENTS IN PERMANENT HOUSING

One of the most basic measures of progress in the provision of homeless services is the number of exits to permanent housing made from the homeless services system over the course of a given year. The "placements" macro measure tallies the number of permanent housing placements in FY 2017-18 as compared to the same macro metric for FY 2016-17. The data to produce this measure come from three administrative sources: LAHSA HMIS records of homeless households (individuals and families) exiting the homeless services system; DPSS records for permanent housing subsidies; and DHS records of

placements related to PSH, and RRH for homeless patients. All placements are for individuals and family members.

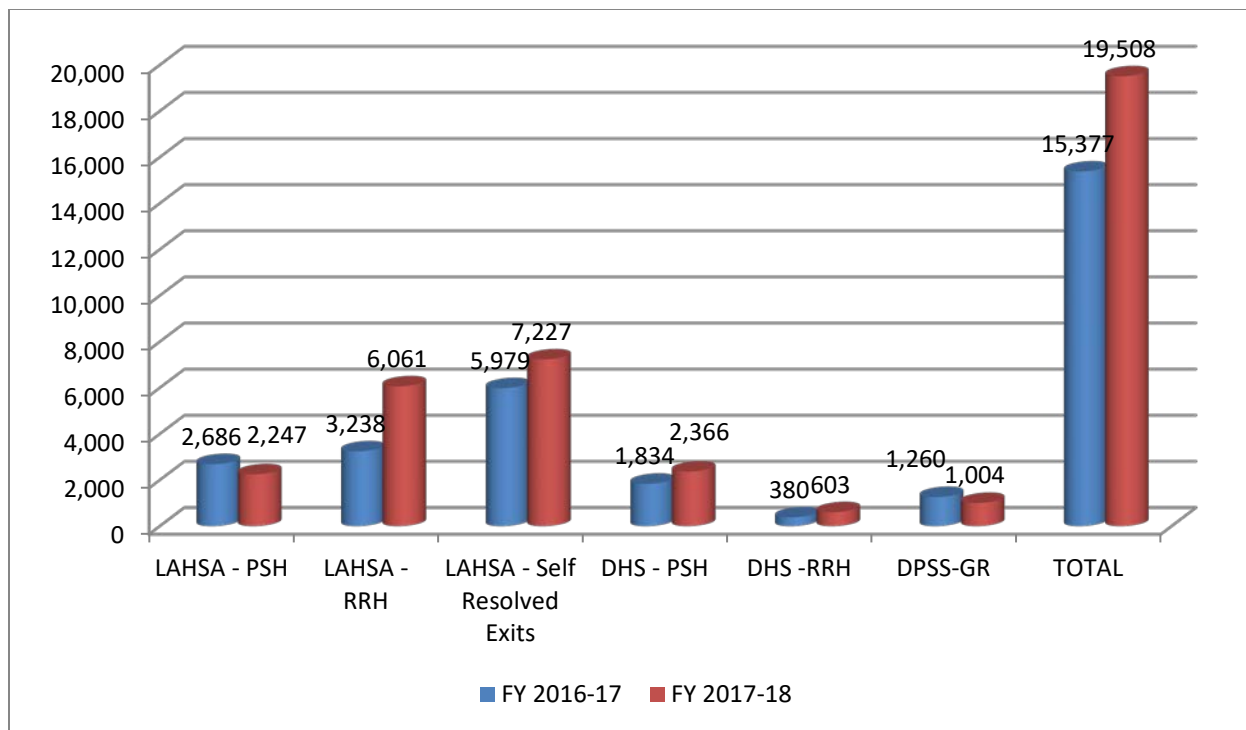
Table Macro-2 and Figure Macro-1 show unduplicated counts of permanent housing placements in terms of unique individuals or family members placed in permanent housing. Almost 19,500 people received such placements in Year Two (FY 2017-18), an increase of 27 percent from Year One. The largest increase was observed for residential move-ins following rapid rehousing assistance (LAHSA-RRH), which exceeded 6,000 in Year Two (an increase of 87 percent). The largest decreases were among permanent supportive housing placements (LAHSA-PSH), which decreased by 16 percent and DPSS placements for GR recipients, which dropped by 20 percent. DHS PSH placements increased by 29 percent, more than compensating for the decrease in LAHSA placements. Over 4,600 PSH placements were recorded by LAHSA and DHS.

2,300 of the individuals and family members permanently placed in FY 2017-18 were also placed in FY 2016-17, indicating that 89 percent of the placements in FY 2017-18 represented new placement clients. During FY 2017-18, over a quarter of individuals or family members were placed more than once. If a person was placed by both DPSS and LAHSA in a year, only the LAHSA placement is shown (106 such placements are not included in the table). If a placement made by DHS was also recorded in HMIS, that placement is only shown under a DHS placement type. In addition, the table does not include 2,982 and 3,155 family households assisted by DPSS permanent housing and moving assistance programs in Years One and Two, respectively.

**Table Macro-2: Unduplicated counts of permanent housing placements of persons and family members**

<b>Year</b>	<b>LAHSA – PSH</b>	<b>LAHSA - RRH</b>	<b>LAHSA - Exits</b>	<b>DHS- PH</b>	<b>DHS- RRH</b>	<b>DPSS- GR</b>	<b>TOTAL</b>
Year One (FY 2016-17)	2,686	3,238	5,979	1,834	380	1,260	15,377
Year Two (FY 2017-18)	2,247	6,061	7,227	2,366	603	1,004	19,508
Percent Change	-16%	87%	21%	29%	59%	-20%	27%

**Figure Macro-1: Unduplicated counts of permanent housing placements of persons and family members**



### MACRO MEASURE 3: RETURNS TO HOMELESSNESS FOLLOWING A PERMANENT PLACEMENT

The degree to which individuals and families tallied in the system-level placement metric subsequently returned to homelessness is the third macro performance measure. The sustainability of permanent housing placements—the degree to which households who exited permanent housing services did not subsequently reenter the homeless services system—represents a key measure of success. *Return to Homelessness* is operationalized as individuals and families leaving homelessness for a permanent housing placement only to have subsequent homeless services utilization episodes in HMIS within six months of a placement. All household records used here exited in the first two quarters of the respective fiscal years and thus, provide an opportunity to follow them for six months.

Table Macro-3 shows the rate of return to homelessness by placement agency. Each year shows the aggregate numbers for the first two quarters of the fiscal years. In Year Two (FY 2017-18), return rates were similar to the rates observed in Year One (FY 2016-17), with approximately one in ten households returning to homeless services use within six months of entering a permanent housing arrangement.

For the LAHSA households, the return rates are generally similar across the different placement categories (results not shown on table), except for permanent supportive housing placements, which showed that 21 and 16 percent of such placements that occurred during the first two quarters of FY 2017-18, respectively, returned to homelessness. Also, not shown on the table was that time to return to homelessness increased by 10 days between the two years. The median time of returning to homelessness during the first two quarters of FY 2016-17 and 2017-18 was 55 and 65 days, respectively.



**Table Macro-3: The rate of return to homelessness by agency**

<b>FY</b>	<b>Number of LAHSA Placements</b>	<b>Number of LAHSA Returns</b>	<b>% Returned</b>
2016-17 (Q1-Q2)	8,019	700	8.7%
2017-18 (Q1-Q2)	8,988	833	9.3%
<b>FY</b>	<b>Number DPSS-GR Placements</b>	<b>Number of DPSS-GR Returns</b>	<b>% Returned</b>
2016-17 (Q1-Q2)	581	64	11.0%
2017-18 (Q1-Q2)	498	62	12.4%
<b>FY</b>	<b>Number of DHS Placements</b>	<b>Number of DHS Returns</b>	<b>% Returned</b>
2016-17 (Q1-Q2)	1,149	73	6.4%
2017-18 (Q1-Q2)	1,351	88	6.5%
<b>FY</b>	<b>Number of Total Placements</b>	<b>Number of Total Returns</b>	<b>% Returned</b>
2016-17 (Q1-Q2)	9,749	837	8.6%
2017-18 (Q1-Q2)	10,837	983	9.1%

## MESO- LEVEL MEASURES

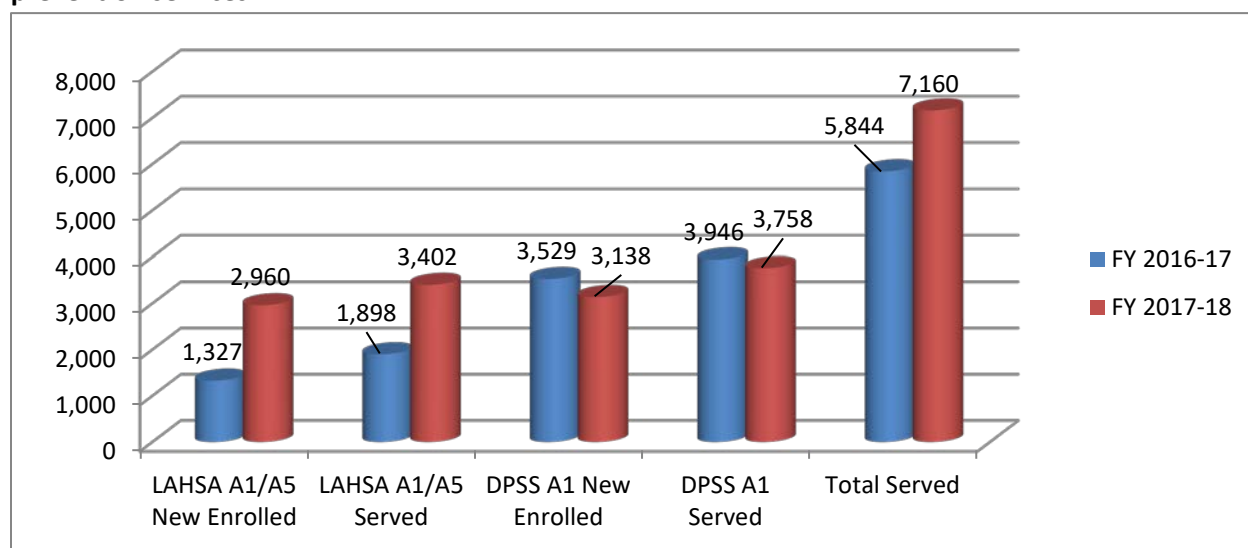
Meso-level measures serve as the “headline” measures of the Homeless Initiative. They bridge the overarching macro measures that were just presented and the strategy-specific micro measures that are the building blocks of LA County’s Homeless Initiative. While the macro measures include outcomes associated with homeless-related services provided outside of the HI, the meso-level headline metrics are aggregations of strategy-specific outcomes (to be discussed in the next section) and stay focused on HI activities and services. This section presents outcomes for the four (out of eight) meso-level measures for which outcomes are available.

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

The prevention headline measure counts households receiving prevention assistance in the wake of experiencing a housing emergency that meets stated criteria for imminent risk of homelessness. This incorporates outcomes from strategies A1 (prevention of family homelessness) and A5 (prevention of individual homelessness).

Figure Meso-1 shows the number of households assisted through HI prevention programs. The increases from Year One (FY 2016-17) to Year Two (FY 2017-18) reflect both the increased number of families served (A1) and the addition of individual household outcomes (A5) in Year Two. Data on the total number of households that were prevented from becoming homeless were only available for LAHSA-administered prevention programs (i.e., are incomplete), and are not shown here. These partial results are provided in the A1 and A5 summaries (see next section). In summary, we can document the total number of households served by prevention services, but not the total number for whom homelessness was prevented. However, given the substantial increases in program participation, the overall number of households for whom homelessness was prevented would almost certainly have seen substantial increases as well.

**Figure Meso-1: The total number of new enrollments and total in LAHSA and DPSS homelessness prevention services**



## MESO MEASURE 2: NUMBER WHO ARE PLACED IN TEMPORARY HOUSING

The supply of temporary housing, including shelters, bridge housing and transitional housing, falls far short of the number of homeless individuals and families who are unsheltered on a given night in Los Angeles County. HI strategies providing temporary housing services address the need for increasing the supply of safe accommodations available to those who otherwise have nowhere to spend the night. This meso measure aggregates outcomes from two HI strategies that focus directly on temporary housing and which are summarized individually in the next section. This includes strategies B7 (Interim/Bridge Housing for those Exiting Institutions); and E8 (Enhance the Emergency Shelter System).

Table Meso-1 shows the number of unduplicated persons entering HI-affiliated temporary housing services over two years. The persons entering these temporary housing facilities increased 99 percent in Year Two, from 7,791 to 15,538. Of the 15,538 individuals who were placed in temporary housing facilities funded in whole or part by Measure H, 90 percent received their services under the LAHSA affiliated programs (B7 and E8), and the remaining 10 percent were placed through the DHS B7 and E8 programs. The share of HI PH placements among 21,900 unduplicated system-wide placements was 71 percent in Year Two.

**Table Meso-1 Number of persons using HI-affiliated temporary housing services**

Program	Year One	Year Two	Percent Change
DHS B7	690	1,273	85%
LAHSA B7	112	338	202%
LAHSA E8	7,229	13,975	92%
DHS E8	NA	643	NA
Crossovers*	-240	-631	NA
Total	7,791	15,538	99%

\*There were 240 persons in Year One and 631 persons in Year Two who were placed by multiple programs. These placements were excluded to present unduplicated counts.

## MESO MEASURE 3: NUMBER PLACED IN PERMANENT HOUSING

The permanent housing (PH) meso measure aggregates people (individuals and family members) placed in PH across three HI strategies. The measure shows the capacity of HI to facilitate increasing numbers of placements for individuals and families into an array of subsidized and unsubsidized PH, including RRH and PSH arrangements. Three HI strategies focused directly on permanent housing and had data on individual households available: strategies B1 (Provide Subsidized Housing to Homeless Disabled Individuals Pursuing SSI), B3 (Partner with Cities to Expand Rapid Re-Housing), and D7 (Provide Services and Rental Subsidies for Permanent Supportive Housing). Two additional strategies, B4 (Facilitate Utilization of Federal Housing Subsidies) and B6 (Family Reunification Housing Subsidy), which focused on permanent housing but did not have individual household data available, are not summarized under this meso measure. All five strategies are summarized individually in the Micro-Level Measures section.

**Figure Meso-2: Number of persons placed in HI PH in Years One and Two**

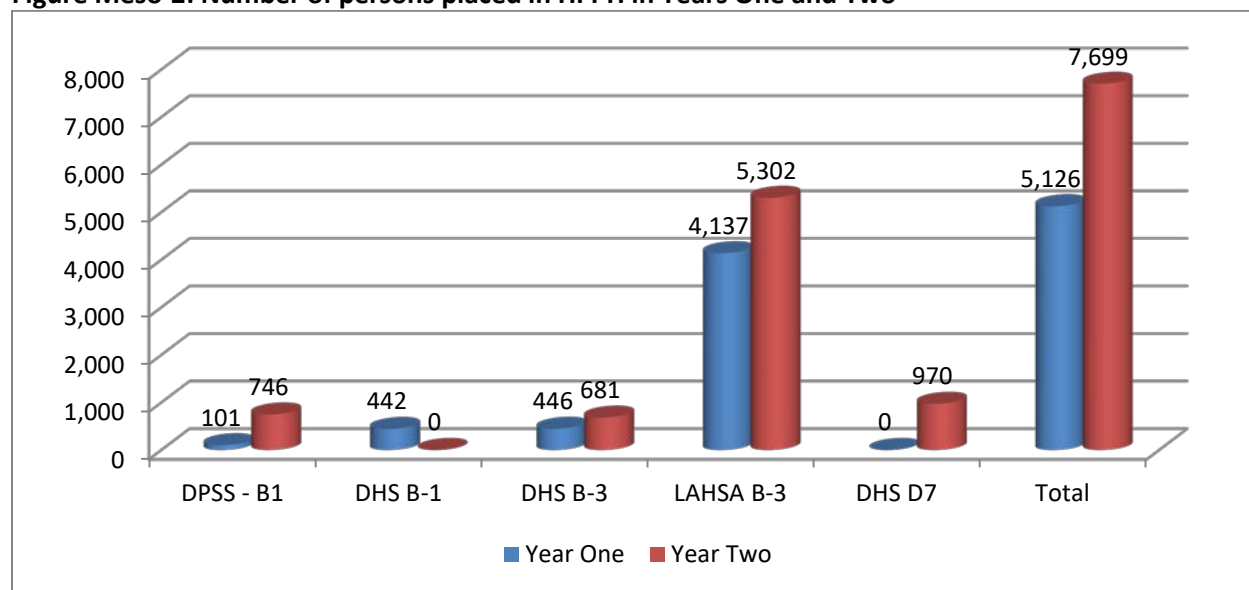


Figure Meso-2 shows the number of persons placed in HI PH in FY 2016-17 and 2017-18. A total of 7,699 unduplicated family members and individuals were placed in HI PH in FY 2017-18, a 50 percent increase from Year One. Of the 7,699 placed individuals, 69 percent received their placement under the LAHSA RRH programs (B3). The remaining 31 percent were placed through the DPSS B1 program, and the DHS B3 and D7 programs. The share of people receiving HI PH placements as a proportion of all system-wide placements (macro-measure 2) increased significantly (from 33 percent in Year One to 40 percent in Year Two). This represents a noteworthy increase considering that system-wide placements rose by 27 percent as well.

#### **MESO MEASURE 4: NUMBER WHO RETAIN PERMANENT HOUSING FROM DATE OF PLACEMENT**

The retention meso measure tallied the number of formerly homeless people (family members and individuals) who remained permanently housed six months from the date of their PH placements. All records used here reflect placements in permanent housing in the first two quarters of the respective fiscal years to provide an opportunity to follow them for six months. The same two HI strategies that were used in meso measure #3, which focus on permanent housing, were used for this meso measure. Table Meso-2 shows the number of people who did not receive homeless services for at least six months following their HI-affiliated permanent housing placement for Years One and Two. This overall “retention” rate across the program years remained virtually the same at just over 90 percent, which means that 9 out of 10 people did not return to homeless services for at least six months after their placement date.

**Table Meso-2: The HI-affiliated permanent placement and retention numbers**

Program	Year One			Year Two		
	Placed	Retained	Retention %	Placed	Retained	Retention %
LAHSA B3	1,606	1,463	91.1%	2,129	1,914	89.9%
DHS B3	125	110	88%	410	383	93.4%
DHS D7	NA	NA	NA	409	379	92.7%
Total	1,731	1,573	90.8%	2,948	2,676	90.8%

## MICRO-LEVEL MEASURES

The performance outcomes developed for each of the individual HI strategies are the foundation of the higher order (macro and meso) results presented in this document. Summaries of available Year Two outcomes for individual HI strategies are grouped here by the six topic domains presented in the HI Report.

**Topic A – Prevent Homelessness.** Outcomes were available for two of the five micro strategies under this topic. For **Strategy A1** (prevent homelessness for at-risk families), over 1,200 additional family members enrolled in the prevention program in Year Two (compared to Year One), but the proportion of participant families that exited the program who managed to either retain their housing or move to permanent housing with the assistance dropped from 81 percent to 73 percent. Virtually all (94 percent) of those who used their assistance to retain or move to permanent housing managed to maintain this housing for at least six months. More limited data were available for **Strategy A5** (prevent homelessness for at-risk individuals), which showed, in Year Two, that 257 individuals were enrolled in the prevention program and that, among those 91 individuals who exited the program with assistance, 90 percent of those tracked either retained their housing or moved to permanent housing.

**Topic B – Subsidize Housing.** Outcome measures were available for six of the eight micro strategies under this topic. There were four strategies in which the Year Two outcomes were substantially higher than comparable Year One outcomes. Specifically:

- **Strategy B1** (Subsidized Housing to Homeless Disabled Individuals Pursuing SSI) had 1,480 homeless SSI applicants placed into housing (compared to 101 in Year One) and recouped \$76,900 in housing assistance costs when 120 participants were approved for SSI Benefits.
- **Strategy B3** (Partner with Cities to Expand Rapid Re-housing) had 20,892 served and 5,824 placed in housing. This is compared to 12,274 and 4,337 served and placed, respectively, in Year One.
- Under **Strategy B4** (Facilitate Utilization of Federal Housing Subsidies), the Housing Authority of the County of Los Angeles (HACoLA) provided \$1,285,217 in incentive payments and leased 498 units for HACoLA voucher and certificate holders. This is compared to \$662,018 and 419 in incentive payments and units leased, respectively, in Year One.
- **Strategy B7** (Interim/Bridge Housing for Those Exiting Institutions) had 2,000 participants enrolled (compared to 896 in Year One), with 377 exiting to permanent housing.

The two remaining strategies reported more modest outcomes. **Strategy B6** (Family Reunification Housing Subsidy) provided housing for 42 families in Year Two (compared to 39 in Year One); and **Strategy B8** (Housing Choice Vouchers for Permanent Supportive Housing) reported “This FY [2017-18] a total of 178 new vouchers were issued. Of those, 154 vouchers were issued to chronically homeless clients.”

**Topic C – Increase Income.** Year Two outcomes were available for all seven strategies (C2 and C7 were combined), which clustered into employment-related and disability benefits-related strategies. In the employment cluster, outcomes for **Strategy C1** (Enhance the CalWORKs Subsidized Employment Program for Homeless Families)—268 participants engaged in subsidized employment (65 percent of total enrollees) and 34 participants were placed in unsubsidized employment—exceeding the 212 subsidized placements reported for Year One (45 percent of total enrollees). **Strategy C2/C7** (Increase Employment through Supporting Social Enterprise) had 798 participants enrolled in transitional employment and 192 who secured unsubsidized employment. **Strategy C3** (Expand Targeted Recruitment to Increase Access

to County Jobs) facilitated 21 individuals who were at risk of or experiencing homelessness getting hired into County positions.

For the benefits cluster, all three strategies sought to help homeless or at-risk individuals get approved for SSI or other disability benefits. **Strategy C4** (Countywide SSI Advocacy Program) had 99 of 7,421 enrolled individuals get approved for SSI benefits, and linked 1,362 to mental health services and 1,457 to health services. Similarly, **Strategy C5** (Countywide Veterans Benefits Advocacy Program) facilitated benefits approval for 18 of 423 enrolled individuals and linked 77 and 73 individuals to mental health and health services, respectively. Finally, **Strategy C6** (Targeted SSI Advocacy for Inmates) had 4 of 220 enrolled individuals get approved for SSI benefits, and linked 26 individuals to mental health services and 44 to health services.

**Topic D – Provide Case Management and Services.** Four of seven strategies addressing this topic had Year Two outcomes to report.

- **Strategy D1** (Model Employment Retention Support Program) provided employment retention services that helped 192 individuals maintain employment following program exit.
- **Strategy D2** (Expansion of Jail In-reach) expanded from serving 2,750 inmates in Year One to 3,489 in Year Two. In Year Two, these services helped arrange bridge housing for 620 and permanent supportive housing for 119.
- **Strategy D6** (Criminal Record Clearing Project) worked with 553 homeless individuals; filed 264 petitions for dismissal or reduction of criminal records and saw 153 petitions granted.
- **Strategy D7** (Provide Services and Rental Subsidies for Permanent Supportive Housing) had four key outcome measures: 970 D7 participants (34 percent of linked to Intensive Case Management Services (ICMS)) placed in housing; 2,842 linked to Intensive Case Management Services; 1,317 received federal rental subsidies; and 1,229 received local rental subsidies.

**Topic E – Create a Coordinated System.** This topic had the most individual strategies (17), but had outcomes available for only five of these strategies:

- Under **Strategy E4** (First Responders Training), 1,315 LASD sheriff's deputies (compared to 558 in Year One); 18 non-LASD law enforcement personnel and 389 non-law enforcement first responders received training on handling situations involving homeless individuals.
- **Strategy E6** (Countywide Outreach System) showed that outreach workers contacted 18,147 individuals; engaged 8,461 individuals; arranged services for 6,662; and directed 938 individuals to crisis or bridge housing placements and an estimated 673 to permanent housing placements.
- 30,597 households were screened through CES under **Strategy E7** (Strengthen the Coordinated Entry System).
- For **Strategy E8** (Enhance the Emergency Shelter System), 14,482 entered temporary housing and 4,170 subsequently received permanent placements (compared to corresponding numbers of 7,229 and 1,453 in Year One).
- For **Strategy E10** (Regional Coordination of Los Angeles County Housing Authorities), six LA County public housing authorities participated in quarterly meetings in Year Two.

**Topic F – Increase Affordable/Homeless Housing.** All strategies under this topic reported outcomes, although they all involved policy or financing objectives instead of direct services to homeless households.



Three of the strategies, **Strategy F1** (Promote Regional SB 2 Compliance) and the combined **Strategies F2/F5** (Linkage Fee Nexus Study and Value Capture Strategies) were all deemed “completed” in January 2018. Ongoing strategies included **Strategy F3** (Support for Inclusionary Zoning for Affordable Rental Units), which was implemented as AB 1505 in January 2018 and where, following its passage, LA County was working on an Inclusionary Housing Ordinance for the County’s unincorporated areas. **Strategy F4** (Development of Second Dwelling Unit Pilot Project) encompassed the passing of a County ordinance facilitating accessory dwelling unit (ADU) construction in unincorporated County areas; the completion of a design contest; and the implementation of a pilot ADU construction project. For **Strategy F6** (Use of Public Land for Homeless Housing) activities were ongoing with no outcomes reported. Finally, **Strategy F7** (Preserve and Promote the Development of Affordable Housing; and Establish One-Time Housing Innovation Fund) merges two components. For the affordable housing development component, five projects were awarded support to develop housing, and, for the innovation fund component, the Housing Innovation Challenge solicitation was launched just prior to the end of Year Two.

**FINAL REPORT: A REVIEW OF YEAR TWO OF  
LOS ANGELES COUNTY'S HOMELESS INITIATIVE:  
OUTCOMES AND MEASURES FOR SELECTED STRATEGIES**

**MARCH 2019**

**HALIL TOROS, PhD**

**STEPHEN METRAUX, PhD**

**DENNIS CULHANE, PhD**

**PUBLIC SECTOR ANALYTICS**

## SECTION 1 INTRODUCTION

### 1.1. OVERVIEW

In February 2016, the Los Angeles County (LA County) Board of Supervisors (Board) formally approved a comprehensive set of strategies, administered under the County's Chief Executive Office (CEO), that provide the framework for LA County's Homeless Initiative (HI). The HI strategies are the product of a collaborative planning process that involved the participation of multiple County departments, cities and 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; and
- Increase Affordable/Homeless Housing.

### 1.2. THIS DOCUMENT

In approving the HI's approach to combatting the County's homeless crisis, the Board 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 contains 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.

The Year One Report, published in July 2018, 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 (Fiscal Year [FY] 2016-17 for LA County).

This document presents findings derived from the assessment of the Year Two (July 2017 through June 2018) data on outcomes and measures of selected HI strategies. The Year Two analysis includes all three macro measures, four of eight meso-measures and micro measures for 30 HI strategies.

The strategies included in the Year Two evaluation reflect the data available at the time we conducted our analyses, given that some of the HI strategies were in the process of implementation during some or all of FY 2017-18.

### 1.3. DATA SOURCES AND METHODS

The service-level data available for this report come from 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 LA County. Though LAHSA only provides HUD-funded services in the GLA CoC, LAHSA provides Measure H and other county-funded services countywide. LAHSA administers the Homeless Management Information System (HMIS), which is the data system that records homeless services provided in the GLA CoC and two other small CoCs—the cities of Glendale and Pasadena.
- The LA County Department of Public Social Services (DPSS) administers cash and food assistance benefits through the CalWORKs, General Relief (GR) CalFresh and Cash Assistance for Immigrants programs (CAPI), 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 LA County Department of Health Services (DHS) administers the County's publicly-run network of hospitals and other medical facilities and services. DHS also has programming, including targeted housing, outreach and SSI advocacy, that specifically focus on addressing homelessness. 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 Comprehensive Health Accompaniment and Management Platform (CHAMP) system.
- 

The evaluation of Year Two outcomes is based on micro-level data for four meso-level measures, and all three macro-level measures. In addition, micro level data assessment is completed for 13 HI strategies. Finally, for 17 HI strategies a summary assessment is presented based on published County Quarterly Reports. The results cover the time period from July 2017 through June 2018, the second fiscal year after the launch of HI. Where the data are available, Year Two outcomes (all macro and meso-measures and five micro measures for specific HI strategies) are compared against the Year One outcomes to provide a comparative assessment.

Since all source data systems include clients with multiple IDs over two years of the HI implementation, a robust entity-resolution process was completed to assign unique ids to all persons studied. Standardization and client de-duplication across the three data sources used for this report were accomplished using the client linkage and matching methodology developed for the Enterprise Linkages Project (ELP), which is an Integrated Data System administered by LA County's CEO since 2007. After de-duplicating all clients in these records across the three agencies, selected performance measures were assessed using descriptive statistical methods.

## SECTION 2: MACRO-LEVEL MEASURES

### 2.1. INTRODUCTION

The macro-level of measurement gauges the system-wide performance of homeless services provision in LA 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.

This is the second year in which results are available for these three macro measures. In the absence of other benchmarks, the Year One (FY 2016-17) outcomes will act as a reference point for comparing the Year Two results.

There are three macro-level performance measures. These measures serve as key indicators of the overall effectiveness of the countywide homeless service delivery system. These indicators are:

- The duration of periods of homelessness.
- The number of homeless households (both families and individuals) who were placed into Permanent Housing (PH).
- Returns to homelessness following placement into PH.

Before reviewing the Year Two macro-level measure results, we present the general number of people within the homeless population who touched different services systems over the two years of HI implementation.

### 2.2. FLOWS OF HOMELESS POPULATION IN LOS ANGELES COUNTY

In this section, we show the flows of the LA County population in and out of homelessness between Year One (FY 2016-17) and Year Two (FY 2017-18). Table 2-1 presents these findings based upon HMIS data. For each fiscal year, there is a row for individuals and family members who either remained homeless at the end of the year or exited the services during the year. A final row presents the difference between Year One and Year Two. The categories in the columns indicate the last programs into which individuals or family members enrolled or where they exited during the fiscal year in question.

For FY 2017-18, we observe that a total of 102,447 people had an engagement with HMIS during the year. 61,876 of them were still in the system by the end of fiscal year. 36,266 persons either enrolled in a homeless program or exited to homelessness. Another 9,806 people were staying in interim housing and 8,881 enrolled in a rapid rehousing (RRH) project but not moved-in yet. On the other hand, 40,571 exited the system by the end of Year Two. While almost 16,000 exited to permanent placement, over 24,000 exited to unknown destinations during Year Two.

**Table 2-1 Flows of Homeless Population in HMIS Data**

Year	Homeless by the end of FY					Exited during the FY			Total
	Stayed Homeless	In Interim Housing	Enrolled in RRH* but not moved-in	Exit to Homelessness	Total Homeless	To PH	Unknown Exits	Total Exits	
<b>FY 2016-17</b>	40,847	13,429	12,793	3,125	70,194	13,132	9,014	22,146	92,340
<b>FY 2017-18</b>	36,266	9,806	8,881	6,923	61,876	15,944	24,627	40,571	102,447
<b>Difference</b>	-11 %	-27 %	-31 %	122 %	-12 %	21 %	173 %	83 %	11 %

\* RRH – rapid rehousing

Key findings include:

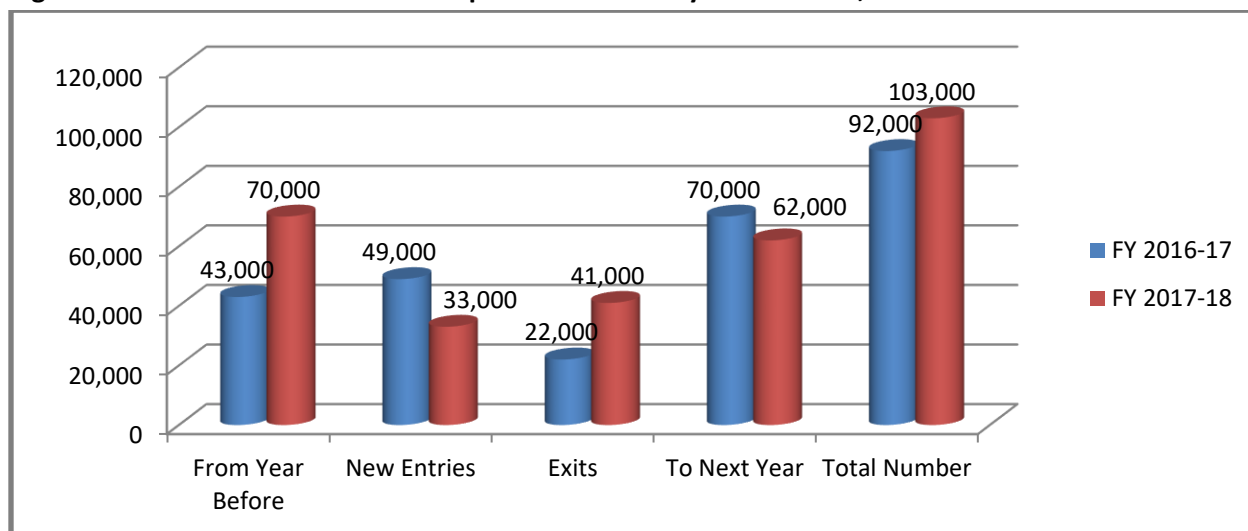
- The number of total people served increased from 92,340 to 102,447, an 11 percent growth.
- The number of individuals and family members stayed in a homeless program by the end of fiscal year dropped by 12 percent from 70,194 to 61,875 in spite of 11 percent growth in total number of people served.
- The total number of exits to PH increased from 13,132 to 15,944 (an increase of 21 percent). Taking in account the difference in numbers of persons placed in the two years, 15.2 percent of the total persons served exited to permanent placements in Year Two, up from 13.8 percent in Year One. Exits to PH are assessed separately in section 2-3.
- The number of persons stayed homeless by the end of fiscal year dropped by 11 percent and those who were staying in interim housing dropped by 27 percent.
- The number who enrolled in RRH without an exit to PH declined in Year Two by 31 percent. This suggests that more people who were engaged in RRH exited homeless services during the year and a smaller fraction stayed in the system.
- Many more persons in Year Two had exits to unknown circumstances than in Year One (9,014 to 24,627). This observation is concerning, as it suggests that the number of exits to PH and/or homelessness were substantially undercounted. However, it is the most common exit in many systems like in New York City when people make their own arrangement.

Figure 2-1 presents these results graphically, including some new results. Among the latter:

- The number of exits nearly doubled from 23,418 to 45,837. Not shown in the figure is that, out of the 23,418 households exiting homelessness in Year One, approximately 6,000 (25 percent) returned to HMIS as new entries in Year Two.
- The number of new entries decreased by 37 percent from 52,000 to 33,000. Almost all the new entries in Year Two exited during the year, while only 33 percent of new entries exited by the end of Year One.



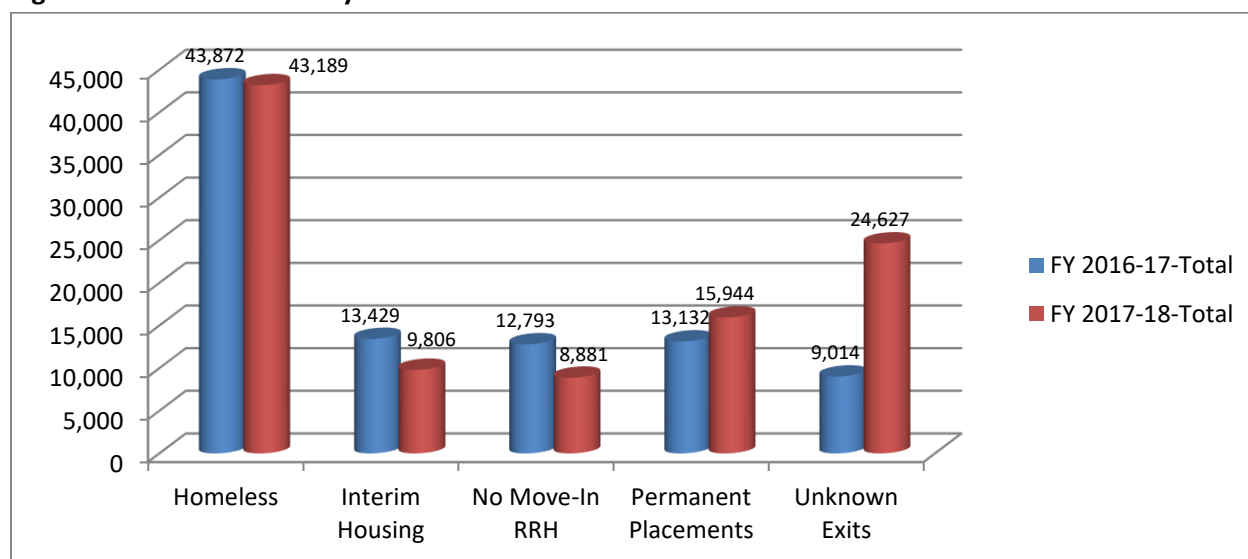
**Figure 2-1: The number of homeless persons over two years for exits, non-exits and total clients**



This dynamic analysis of homeless flows shows significant changes in the flows of homeless households in and out of HMIS-tracked services between the first and second years of HI implementation. In the first year, there was a much larger number of new entries and a smaller number of exits. This led to the transfer of a large group of homeless households to Year Two. In Year Two, new entries dropped. This was most likely because many of the homeless households had already been engaged in Year One. Moreover, intensified engagement in Year Two might have led to a higher number of exits, which contributed to a decrease to 62,000 of the number of individuals and family members with no residential move-in at the end of Year Two who were either homeless or in interim housing or enrolled in a RRH program. This group was larger at almost 70,000 at the end of Year One.

Figure 2-2 compares the two years based on the status and exit information of the last program of record for homeless households in each fiscal year as tabulated in Table 2-1. This expresses graphically findings that were already reported in narrative accompanying the Table 2-1 results.

**Figure 2-2: Homelessness by destinations**



In addition to clients served through HMIS, there were 3,000 and 2,000 persons placed by DHS and DPSS, respectively, in FY 2017-18 that are not included in Figure 2-2 (after dropping clients already served by HMIS-tracked providers). The extent to which these DHS and DPSS populations overlapped with those covered in the Year Two population on Table 2-1 is small.

Finally, approximately 100,000 persons who received General Relief (GR) benefits in Year Two were designated “homeless” because their addresses were DPSS offices. This was a practice adopted by the Agency to identify “homeless” recipients. Among the 100,000 persons designated as homeless who received GR benefits through DPSS:

- Over a quarter of this population were new entries to the program. They were not GR recipients within the last 3 years.
- Over 40 percent exited during the fiscal year. This left almost 60,000 homeless persons in the GR program by the end of Year Two.
- Almost 30 percent of the GR homeless population was positively matched with HMIS data, leaving approximately 70,000 GR-identified homeless persons unengaged by HMIS-tracked providers.

Little additional information was available about the housing circumstances of this population. The nature of the homelessness (type, frequency and duration) among the non-overlapping GR group (flagged as homeless by GR but not served by HMIS providers) is also unknown and should be further studied to better understand their circumstances and service needs.

## **2.3. MACRO MEASURE 1:**

### **LENGTH OF TIME HOMELESS FROM INITIAL CONTACT WITH THE HOMELESS SERVICES SYSTEM**

#### **2.3.1. OVERVIEW**

This measure is operationalized as the time from assessment to a placement in PH. Three types of placements are assessed: placements in permanent supportive housing (PSH), residential move-ins with RRH assistance (people who moved into PH with a RRH subsidy and/or people who stayed in PH after their subsidy stops), and other exits to PH through self-resolution and other means (private market rental, stable arrangements with family or friends, etc.). The data for this measure came from homeless services provided through LAHSA and recorded in HMIS. Services provided through DPSS and DHS were not included here because assessment dates for the services were not available. No changes in the measurement of these outcomes occurred from Year One to Year Two.

#### **2.3.2. FINDINGS**

Table 2-2 and Figure 2-3 show the median times between assessments and placements. Measurements were at the household level. Assessment data were not available for all placement episodes; approximately two-thirds of placements could be aligned with an assessment date and median times to placement were measured for these placements. Only data from these placements were included in the results presented here. The remaining one-third of households either did not have an assessment date or their assessment date could not be aligned with the placement.

**Table 2-2: Median days between household assessments and Permanent Housing placements**

Year	Exits to PH	PSH	RRH Move-Ins	All Placements	# of Assessments followed by a PH placement
FY 2016-17	82	134	77	89	5,153
FY 2017-18	85	132	81	93	7,479
Percent Change	4 percent	-2 percent	5 percent	4 percent	45 percent

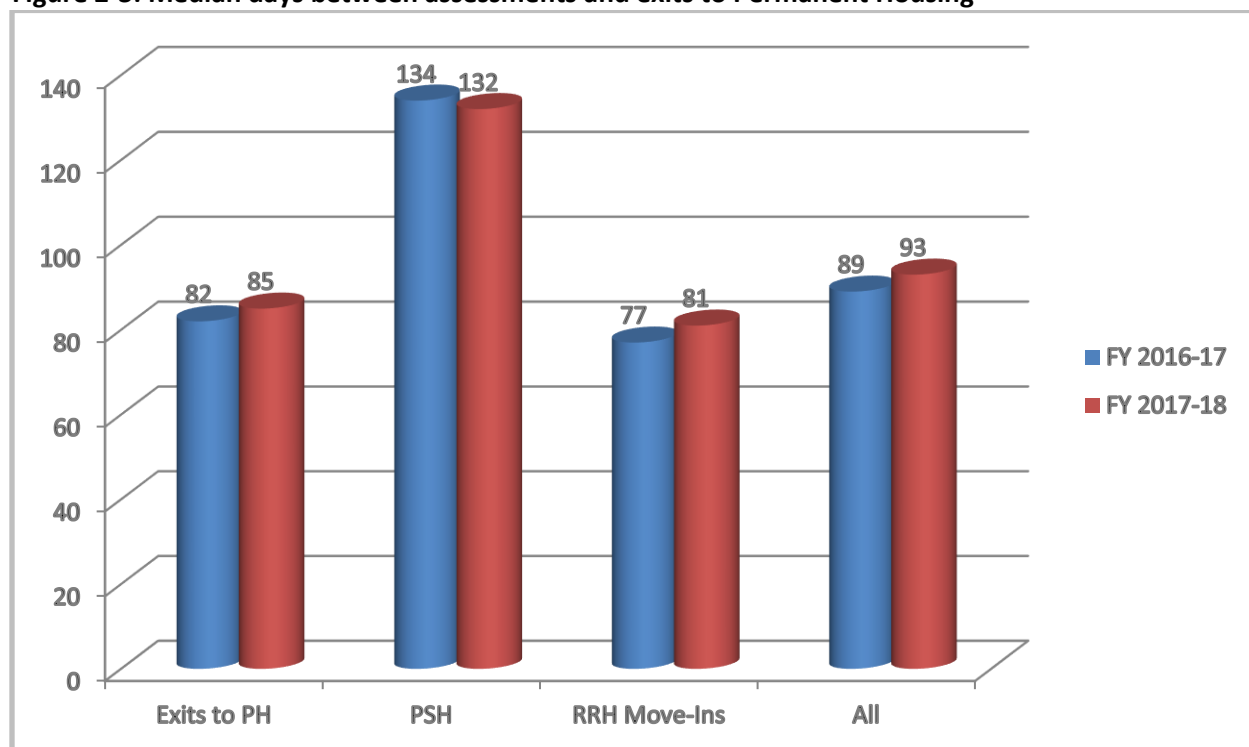
Comparing Year One and Year Two results, data were available for a substantially higher number of assessments followed by placements (5,153 to 7,479, an increase of 45 percent), but no significant change in the length of time from assessment to housing placements was observed.

Noteworthy among these results were:

- The combined median duration to placement was 93 days in Year Two, 4 days higher than the 89-day median value in Year One.
- The longest time between assessment and placement was for PSH placements, at 132 days. This was almost 40 days longer than the average.

The results shown on Table 2-2 are presented graphically in Figure 2-3.

**Figure 2-3: Median days between assessments and exits to Permanent Housing**



## **2.4. MACRO MEASURE 2:** **PLACEMENTS IN PERMANENT HOUSING**

### **2.4.1. OVERVIEW**

One of the most basic measures of progress in the provision of homeless services is the number of exits to PH made from the homeless services system over the course of a given year. The “placements” macro measure tallies the number of PH placements in Year Two as compared to the same macro metric for Year One.

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

- HMIS, which tracks PH placements that occur in conjunction with individuals and families using homeless services.
  - These LAHSA-associated service episodes include placements in permanent supportive housing (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 SSI through DPSS’s General Relief Housing Subsidy and Case Management Program (HSCMP).
- DHS records of PSH and RRH placements.

### **2.4.2. FINDINGS**

Table 2-3 shows unduplicated counts of exits to PH. In Year Two there were 19,508 unduplicated family members and individuals who left homelessness to PH situations. This was a 27 percent increase from the 15,377 households that left homelessness for PH in Year One. The table also shows the break-down of exits by individuals and family members. In Year Two, over 12,000 individuals and 7,000 family members exited to PH. This reflects a near 40 percent increase in the placements of family members.

If a person exited from DPSS and LAHSA in a year, only the LAHSA exit is shown in Table 2-3. There were 106 such exits not included in the table. If an exit from DHS was also recorded in HMIS, that placement is only shown under a DHS placement type.

**Table 2-3: Unduplicated counts of individuals and family members exiting to Permanent Housing**

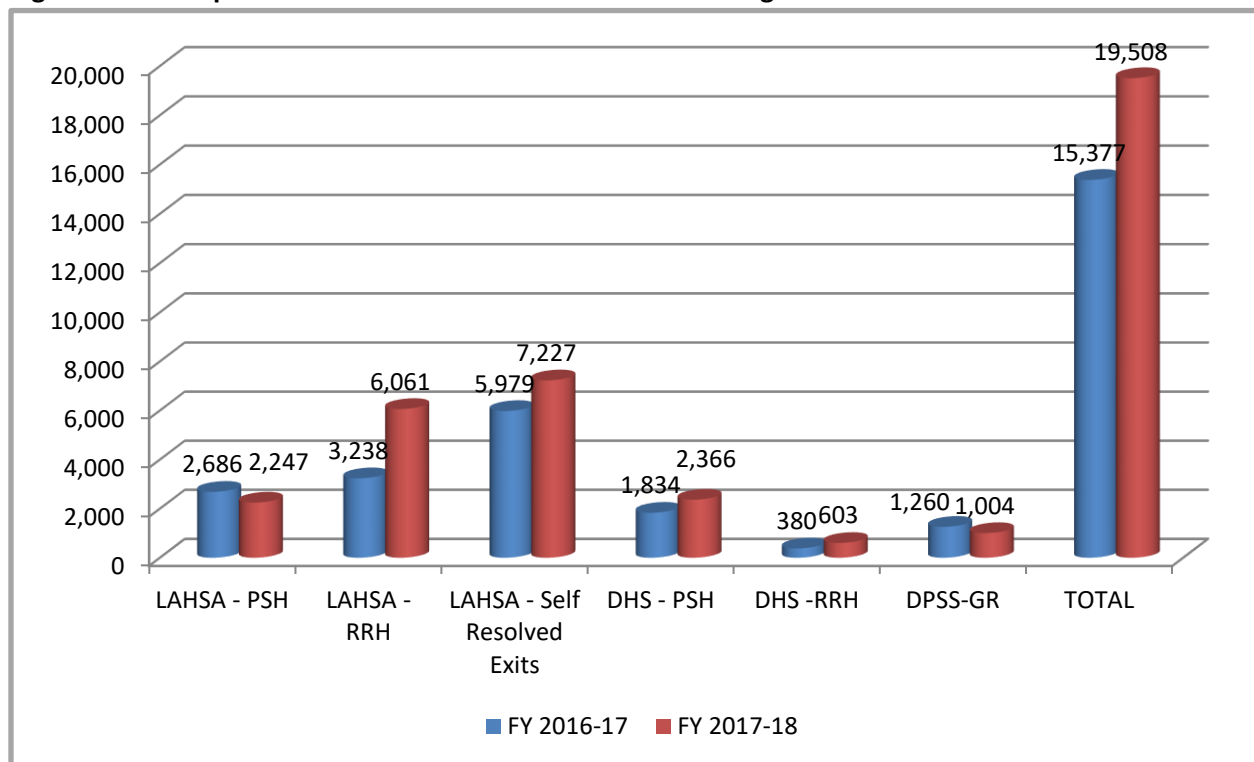
	LAHSA – PSH	LAHSA - RRH	LAHSA – Self Resolved Exits	DHS-PSH	DHS-RRH	DPSS-GR	TOTAL
<b>Year</b>	<b>Individuals and Family Members</b>						
Year One (FY 2016-17)	2,686	3,238	5,979	1,834	380	1,260	15,377
Year Two (FY 2017-18)	2,247	6,061	7,227	2,366	603	1,004	19,508
Percent Change	-16 %	87 %	21 %	29 %	59 %	-20 %	27 %
<b>Year</b>	<b>Individuals</b>						
Year One (FY 2016-17)	1,624	2,055	3,029	1,834	380	1,260	10,182
Year Two (FY 2017-18)	1,197	1,866	5,277	2,366	603	1,004	12,313
Percent Change	-26 %	-9 %	74 %	29 %	59 %	-20 %	21 %
<b>Year</b>	<b>Family Members</b>						
Year One (FY 2016-17)	1,062	1,183	2,950	0	0	0	5,195
Year Two (FY 2017-18)	1,050	4,195	1,950	0	0	0	7,195
Percent Change	-1 %	255 %	-34 %	0 %	0 %	0 %	38 %

Specific elements of the changes from Year One to Year Two among the categories of PH exits include:

- The largest increase was observed for residential move-ins with RRH assistance (LAHSA-RRH), which exceeded 6,000 in Year Two (an increase of 87 percent). Most of this change is attributable to a dramatic increase in the number of family members, which went up by 255 percent. DHS RRH placements also increased significantly by 59 percent, exceeding 600 in Year Two.
- LAHSA self-resolved PH exits increased by 21 percent, as over 7,200 self-resolved PH exits were observed in Year Two.
- While LAHSA PSH placements decreased by 16 percent, DHS PSH placements increased by 29 percent. The latter more than compensated for the decrease in LAHSA placements. Over 4,600 PSH placements were recorded by LAHSA and DHS combined.
- DPSS placements for GR recipients declined by 20 percent in Year Two relative to Year One. Almost 1,000 DPSS permanent placements were made in Year Two. The approval of new B1 subsidies was suspended in March 2018.
- Only 2,300 of the individuals with PH exits in Year Two, also had such exits in Year One, indicating that 88 percent of the placements in Year Two represented persons with new placement.
- During Year Two, over a quarter of individuals had more than one exit to housing. They had, for example, multiple exits and re-entries to PSH projects. They are shown only once in the table.
- The table does not show 2,982 and 3,155 families assisted by DPSS PH and moving assistance programs in Years One and Two, respectively.

Figure 2-4 shows graphically the results that were just presented in Table 2-3.

**Figure 2-4: Unduplicated counts of exits to Permanent Housing**



## 2.5. MACRO MEASURE 3:

### RETURNS TO HOMELESSNESS FOLLOWING A PERMANENT PLACEMENT

#### 2.5.1. OVERVIEW

The degree to which individuals and families tallied in the system-level metric as exiting to PH subsequently returned to homelessness is the third and final macro performance measure. This is a measure of successful and sustained exits. More specifically, we measured the proportion of exits to PH for homeless households (persons and families) in which they did not subsequently reenter the homeless services system. The data sources informing this housing retention analysis were the same that were used to assess the second macro-level measure of the numbers of PH placements (i.e., DPSS/LRS and DHS/CHAMP) in subsection 2.4.

*Return to Homelessness* is operationalized as individuals and families leaving homelessness for a PH placement only to have subsequent homeless services utilization episodes within six months of a placement, as recorded in HMIS. Household records included here were for those who exited in the first two quarters of the respective fiscal years, providing an opportunity to follow them for six months.



## 2.5.2. FINDINGS

Table 2-4 shows the rates of return to homelessness by data source. For each of the HI years, the PH placements examined were from those who exited in the first half of each year. In Year Two (FY 2017-18), the overall return rates were increased slightly from Year One (FY 2016-17), from 8.6 percent to 9.1 percent. Return to homelessness meant an entry to a new homeless program was recorded in HMIS within six months following a permanent placement.

Results among the specific categories of exits to PH include:

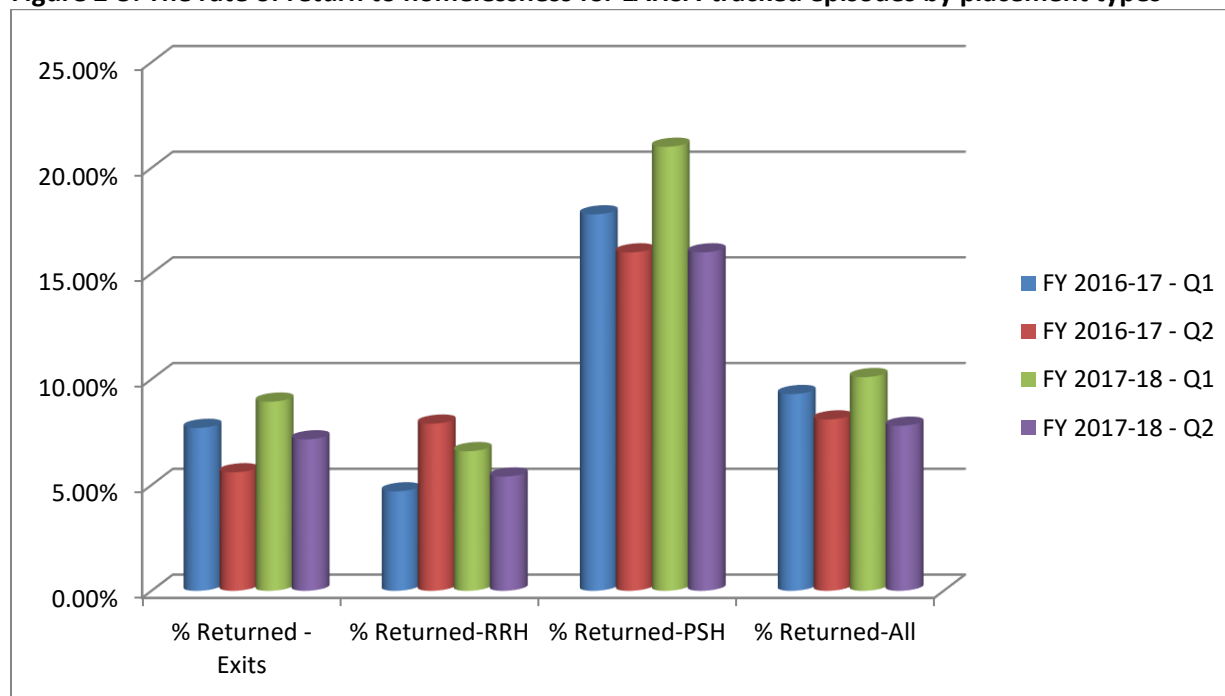
- The DPSS households had slightly higher rates of return (12 percent), and DHS households had slightly lower rates of return (6.5 percent) to homelessness.
- For the LAHSA households, the return rates were generally similar across the different placement categories, except PSH placements which showed significantly higher rates of return to homelessness, at 21 and 16 percent respectively, during the first two quarters of Year Two.
- Time to return to homelessness increased by 10 days between the two years. The median time of returning to homelessness was 55 and 65 days during the first two quarters of Years One and Two, respectively.

**Table 2-4: The rate of return to homelessness by agency**

Year (FY)	Number of LAHSA Placements	Number of LAHSA Returns	Percent Returned
One: 2016-17 (Q1-Q2)	8,019	700	8.7 %
Two: 2017-18 (Q1-Q2)	8,988	833	9.3 %
Year (FY)	Number DPSS-GR Placements	Number of DPSS-GR Returns	Percent Returned
One: 2016-17 (Q1-Q2)	581	64	11.0 %
Two: 2017-18 (Q1-Q2)	498	62	12.4 %
Year (FY)	Number of DHS Placements	Number of DHS Returns	Percent Returned
One: 2016-17 (Q1-Q2)	1,149	73	6.4 %
Two: 2017-18 (Q1-Q2)	1,351	88	6.5 %
FY	Number of Total Placements	Number of Total Returns	Percent Returned
One: 2016-17 (Q1-Q2)	9,749	837	8.6 %
Two: 2017-18 (Q1-Q2)	10,837	983	9.1 %

Figure 2-5 elaborates on the results that were just presented in Table 2-4, showing rate of returns for specific types of exits from LAHSA services.

**Figure 2-5: The rate of return to homelessness for LAHSA-tracked episodes by placement types**



## 2.6. MACRO MEASURES: SUMMARY

Of the three macro-level measures, only the second, which measured the total number of exits from homelessness to PH, showed a substantial increase. In this measure, the number of people (families and individuals) who left homelessness to PH situations increased by 27 percent, from 15,377 households in Year One (FY 2016-17) to 19,508 in Year Two (FY 2017-18).

In the third measure, the overall rates of return to homelessness increased somewhat, from 8.6 percent (Year One) to 9.1 percent (Year Two) of total households that exited to PH.

The first measure, median length of time from assessment to PH increased slightly from 89 days to 93 days.

## **SECTION 3: MESO-LEVEL MEASURES**

### **3.1. INTRODUCTION**

Meso-level measures serve as the “headline” measures of the Homeless Initiative. They bridge the overarching macro measures that were just presented and the strategy-specific micro measures that are the building blocks of LA County’s Homeless Initiative. While the macro measures include outcomes associated with homeless-related services provided outside of the HI, the meso-level headline metrics are aggregations of strategy-specific outcomes (to be discussed in the next section) and are focused on HI activities and services.

This section presents outcomes for the four (out of eight) meso-level measures for which outcomes were available. These are the same four meso-level measures for which outcomes were available in Year One. As with the macro-level measures, having Year One outcomes available provides a benchmark and comparison point for Year Two outcomes presented here. Another, less formal point of comparison is progress in the completeness of the data available for each of the measures, as incomplete data tempered the outcomes reported for at least two of the measures in Year One.

The four meso-level measures which are covered in this section include:

- Number of persons/households prevented from becoming homeless or being discharged into homelessness.
- Number of persons/households 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 of persons/households placed in (PH; inclusive of subsidized and unsubsidized PH, rapid rehousing, and permanent supportive housing).
- Number of people/households who retained PH from date of placement.

The four remaining meso-level outcomes were not assessed in this report because adequate data was not available in Year Two. These meso-level measures are: Number of people who gain employment or enroll in vocational training/education; number of people 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.

### **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 met stated criteria for imminent risk of homelessness.

Two of the five individual strategies, A1 (which directly addresses prevention of family homelessness) and A5 (which directly addresses prevention of individual homelessness) are combined and summarized below. The remaining three strategies; A2 (discharge planning guidelines); A3 (housing authority family

reunification program) and; A4 (discharges from foster care and juvenile probation) are not part of this report. Since exit information was not available for DPSS-sponsored homelessness prevention assistance, the findings are primarily based on LAHSA data.

### 3.2.2. FINDINGS

Table 3-1 shows the number of households prevented from becoming homeless for Years One and Two. A1 numbers are families and A5 numbers are individuals. The A5 results were only available for Year Two and represent an expansion of results available for this report.

Key results presented in Table 3-1 include:

- In Year Two (FY 2017-18), 858 families were assisted by the LAHSA A1 strategy. This reflects an expansion in the number of families served by 57 percent relative to Year One (FY 2016-17).
- The proportion of all A1 participant families that exited the program who transitioned into PH dropped from 82 percent to 73 percent. A contributing factor to this decline was missing data – 15 percent of the exit records in Year Two had no destination information.
- The number of families who exited to PH in conjunction with A1 program participation expanded from 287 in Year One to 341 in Year Two. This was an 84 percent increase.
- In FY 2017-18, 257 individuals were assisted by the LAHSA A5 strategy. Ninety percent of the individuals who exited the program retained (or made the transition into other) PH.

**Table 3-1: The number of households prevented from becoming homeless**

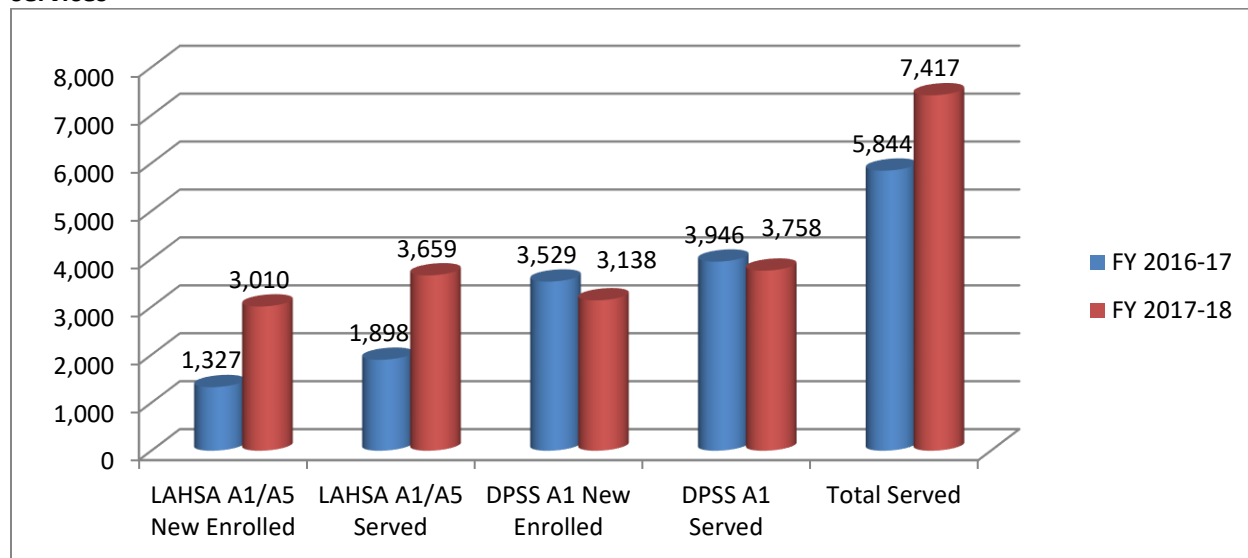
Year	LAHSA A1 Served	LAHSA A1 Exits	Exit to PH	Percent PH Exits
One (FY 2016-17)	547	349	287	82 %
Two (FY 2017-18)	858	470	341	73 %
Year	LAHSA A5 Served	LAHSA A5 Exits	Exit to PH	percent PH Exits
Two (FY 2017-18)	257	91	82	90 %

Figure 3-1 shows the total number of new enrollments and total served (includes enrolled in the previous year) in LAHSA and DPSS homelessness prevention (HP) services. The numbers in the figure differ from the numbers in the table in that they indicate family members and individuals and not households. Thus, families were counted as multiple individuals.

Key results presented in Figure 3-1 include:

- The number of newly enrolled family members and individuals in LAHSA A1 and A5 programs increased by 127 percent, reaching almost 3,000 in FY 2017-18.
- The number of total family members and individuals assisted by LAHSA A1 and A5 programs increased by 93 percent and reached 3,700 in FY 2017-18.
- In contrast to substantial increases in the numbers of persons enrolled and served under the LAHSA programs, the corresponding numbers for DPSS programs declined from Year One to Year Two. The number of family members assisted by DPSS A1 program decreased by 5 percent, staying below 4,000 in FY 2017-18.
- The total number of individuals assisted by two prevention programs was over 7,400 in FY 2017-18.

**Figure 3-1: The total number of new enrollments and total in LAHSA and DPSS homelessness prevention services**



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

#### 3.3.1. OVERVIEW

The supply of temporary housing, 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 LA County. HI strategies providing temporary housing services address the need for increasing the supply of 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. Two of the strategies, B7 (Interim/Bridge Housing for those Exiting Institutions) and E8 (Enhance the Emergency Shelter System), are reviewed individually in section 4 and their measures are consolidated in this meso-level measure. Analysis of Strategy B7 draws on data from LAHSA/HMIS and DHS/CHAMP, while examination of E8 is based on data in HMIS.

For this report, we present the use of temporary housing both on a system-wide level and for only those households (single adults and families) that received temporary housing through HI strategies. The former, reflecting all temporary housing in LA County, was not a part of the Year One report. The latter, focusing on the HI-specific temporary housing, is updated from the results in the Year One report.

### 3.3.2. SYSTEM-WIDE TEMPORARY HOUSING NUMBERS

Table 3-2 shows all temporary housing placement numbers in LA County. The table includes both publicly and non-publicly funded interim housing. The “all placements” part of the table includes multiple stays by some individuals, while “unduplicated placements” shows counts of unique individuals. If a person was placed by both LAHSA and DHS in the same year, only the LAHSA placement is shown for unduplicated placements.

**Table 3-2: Temporary housing placement numbers**

	All Placements				
Year	Bridge Housing	Crisis Housing	Other LAHSA	DHS Placements	Total Placements
FY 2016-17	129	2,548	16,899	1,179	20,626
FY 2017-18	899	4,377	21,726	2,024	29,026
	Unduplicated Placements				
Year	Bridge Housing	Crisis Housing	Other LAHSA	DHS Placements	Total Placements
FY 2016-17	122	2,297	13,726	613	16,758
FY 2017-18	684	2,977	16,825	1,381	21,867
Percent Change	461 %	30 %	23 %	125 %	30 %

For Table 3-2, key findings include:

- The total number of temporary housing placements was over 29,000 in FY 2017-18, a 41 percent increase from FY 2016-17.
- Unduplicated counts of individuals with a temporary housing placement increased by 30 percent from 17,000 to almost 22,000.

**Figure 3-2: The median of days stayed in temporary housing by placement type**

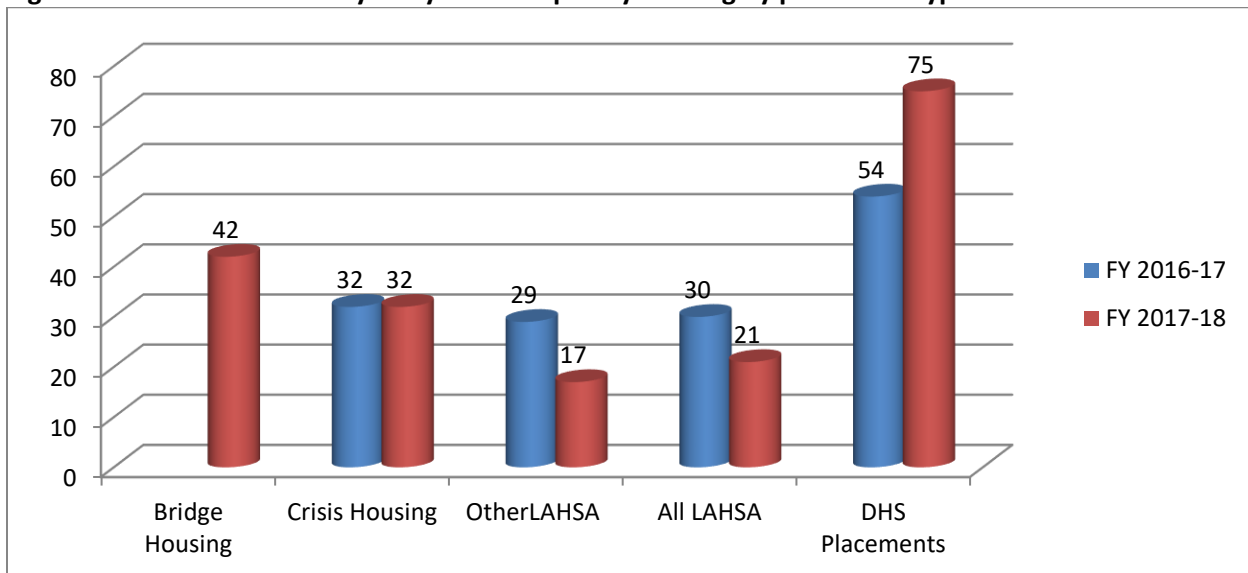




Figure 3-2 shows the median of days stayed in temporary housing by placement type. Here, key findings include:

- The median duration of stay in temporary housing dropped from 30 days to 21 days for LAHSA affiliated placements.
  - Average stays in DHS-provided temporary housing increased from 54 days to 75 days.
- Almost a quarter of the persons served in temporary housing experienced multiple stays within the reporting year.

### **3.3.3. MESO-LEVEL TEMPORARY HOUSING NUMBERS**

Table 3-3 shows the number of persons who entered interim housing facilities funded in whole or in part by Measure H over two years. These persons were a subset of the unduplicated persons using temporary housing in the previous subsection. A total of 15,538 unduplicated individuals were placed in temporary housing facilities funded in whole or part by Measure H in Year Two, an increase of 99 percent from Year One. There were 240 persons in Year One and 631 persons in Year Two who were placed by multiple programs and shown as crossovers in Table 3-3. These placements were excluded to present unduplicated counts.

**Table 3-3 Number of persons using HI-affiliated temporary housing services**

<b>Program</b>	<b>Year One</b>	<b>Year Two</b>	<b>Percent Change</b>
DHS B7	690	1,273	85 %
LAHSA B7	112	338	202 %
LAHSA E8	7,229	13,975	92 %
DHS E8	NA	643	NA
Crossovers	-240	-631	NA
<b>Total</b>	<b>7,791</b>	<b>15,538</b>	<b>99 %</b>

The share of HI PH placements among system-wide placements shown in section 3-3 was 71 percent in Year Two, a substantial increase from the 46 percent share that HI clients represented in Year One. Another way of looking at the expansion of HI temporary housing programs is to compare expansion of the overall system, at 5,109 persons, with the greater expansion among the HI portion of this system, at 7,747 persons. This means the number of persons provided temporary housing under non-HI programs, declined in Year Two.

In a final note, the Year One report presented what was then noted as an incomplete tally of 6,809 persons across the two temporary housing strategies. The Year One tally reported here is more complete, at 7,791 persons.

### 3.4. MESO-MEASURE 3: NUMBER PLACED IN PERMANENT HOUSING

#### 3.4.1. OVERVIEW

The PH headline measure aggregates individuals and family members placed in PH across the PH HI strategies. The measure enables assessment of the effectiveness of HI-related efforts to facilitate ending homelessness for individuals and families through placements in RRH, permanent supportive housing (PSH) services, and other subsidized and unsubsidized PH.

Three HI strategies focused directly on PH. Strategies B1 (Provide Subsidized Housing to Homeless Disabled Individuals Pursuing SSI), B3 (Partner with Cities to Expand Rapid Re-Housing) and D7 (Provide Services and Rental Subsidies for Permanent Supportive Housing) are reviewed individually in section 4 and their measures are consolidated below. Two additional strategies, B4 (Facilitate Utilization of Federal Housing Subsidies) and B6 (Family Reunification Housing Subsidy), also focused on PH but did not have individual household data available and thus, were not summarized under this meso-measure. Analysis of Strategy B3 draws on data from LAHSA/HMIS and DHS/CHAMP, B1 from LAHSA/HMIS and DPSS/LRS, and D7 on data in CHAMP. System-wide permanent placement numbers are presented in section 2.

#### 3.4.2. MESO-LEVEL FINDINGS

**Figure 3-3: Number of persons placed in HI PH in Years One and Two**

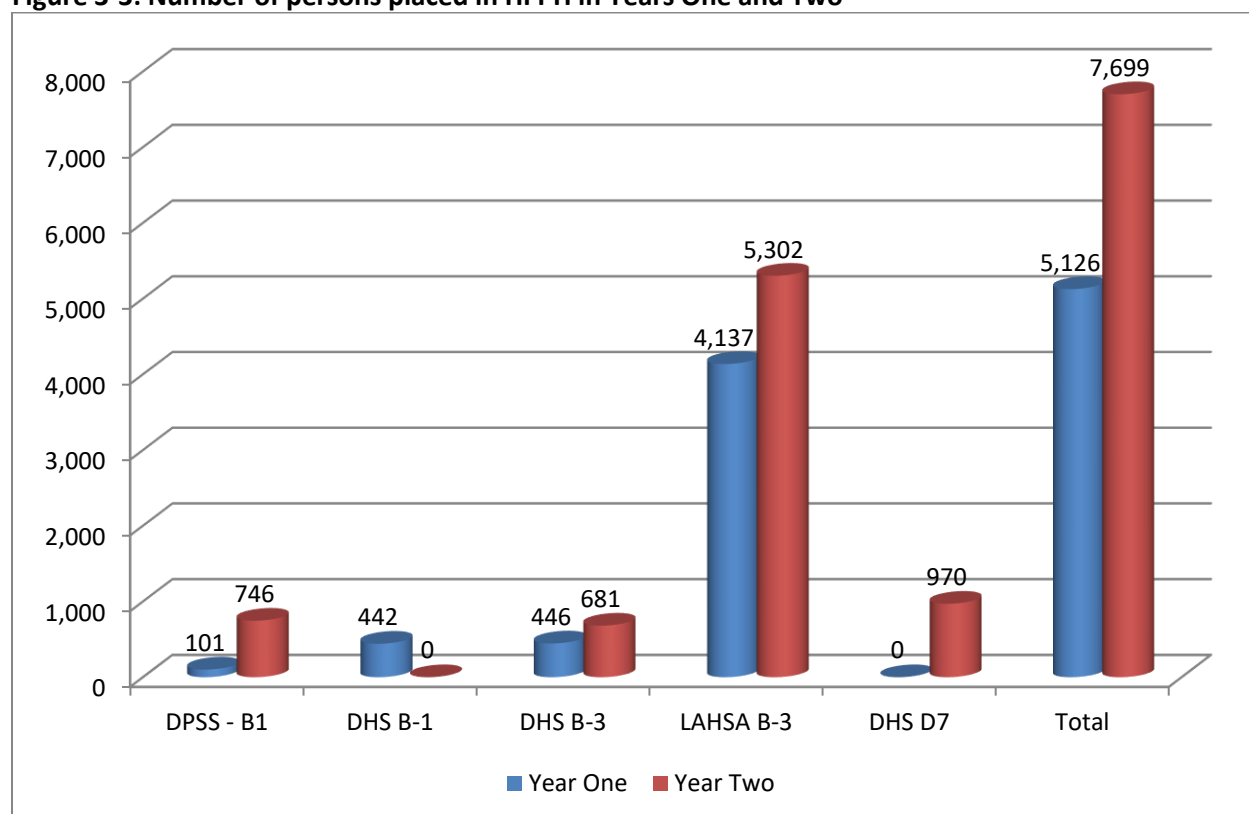


Figure 3-3 shows the number of persons placed in HI PH in FY 2016-17 and 2017-18. Key findings include:

- A total of almost 7,700 de-duplicated family members and individuals were placed in HI PH in FY 2017-18, which reflects a 50 percent increase from Year One.
- Of the 7,700 placed family members and individuals, 69 percent received their placement under the LAHSA RRH programs (B3), the remaining 31 percent were placed through the DPSS B1 program and the DHS B3 and D7 programs.

PH placements were also covered in the second macro-level measure for the entire LA County homeless services system. The share of HI PH placements in system-wide placements shown in section 2-3 increased significantly from 33 percent in Year One to 40 percent in Year Two. This was an impressive increase considering that the number of system-wide placements rose by 27 percent from Year One to Year Two.

The Year One report concluded that *at least* 4,200 family members and individuals were placed in PH through HI programming. With more complete DHS data for B1 and B3 available for this report, the Year One number increased somewhat to 5,126 individuals.

### 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 family members and individuals who remained permanently housed six months from the date of PH placement. Retention is tracked by checking if a person did not enroll in a new homeless program or did not exit to a homeless destination within six months. All household records used here reflect placements in PH in the first two quarters of the respective fiscal years to provide an opportunity to follow them for six months.

Strategies B3 (Partner with Cities to Expand Rapid Re-Housing), and D7 (Provide Services and Rental Subsidies for Permanent Supportive Housing) are reviewed individually in section 4 of this report and their measures are consolidated below. Analysis of Strategy B3 draws on data from LAHSA/HMIS and DHS/CHAMP, B1 from LAHSA/HMIS and DPSS/LRS, and D7 on data in CHAMP.

##### 3.5.2. RETENTION NUMBERS

**Table 3-5: The HI-affiliated permanent placement and retention numbers**

Program	Year One			Year Two		
	Placed	Retained	Retention Percent	Placed	Retained	Retention Percent
LAHSA B3	1,606	1,463	91.1 %	2,129	1,914	89.9 %
DHS B3	125	110	88 %	410	383	93.4 %
DHS D7	NA	NA	NA	409	379	92.7 %
Total	1,731	1,573	90.8 %	2,948	2,676	90.8 %

Table 3-5 shows the number of persons who retained their HI-affiliated permanent placement housing for six months. Key findings include:

- The overall retention rate stayed the same from Year One to Year Two at around 91 percent, which means that 9 out of 10 people retained their permanent placements within six months of their placement date.
- While the retention rates of LAHSA placements did not change much, DHS RRH placement retention rates increased.

### **3.6. MESO-MEASURES: SUMMARY**

The main overall finding from analyses of these four meso-level measures is that services expanded in the strategies covered under these measures.

In meso-measure #1, the households provided with prevention assistance increased, from Year One to Year Two, from 547 to 858 families. And while the proportions of exiting families that moved to or retained PH decreased (from 82 percent to 73 percent), the overall number of families that made such permanent exits increased (287 to 341). To complement this, in Year Two prevention assistance was also provided to 257 individuals for the first time under strategy A5.

In meso-measure #2, the number of persons entered HI-affiliated temporary housing services under strategies B7 and E8 almost doubled, between Year One and Year Two, from 7,791 to 15,538.

Similarly, in meso-measure #3, the number of persons placed in PH through HI strategies B1, B3 and D7 increased significantly from Year One to Year Two, from 5,126 to 7,699.

Finally, while the expanded number of individuals and households exiting to PH permitted more to be tracked for returns to homelessness, meso-measure #4 was the only measure that did not directly address expansion. Under this measure, six-month retention rates across the first two years of HI held steady at 91 percent for households placed in PH.

## SECTION 4: MICRO-LEVEL MEASURES

### 4.1. INTRODUCTION

The performance outcomes developed for each of the individual HI strategies are the foundation of the higher order (macro and meso) results presented in this document. These metrics constitute the framework's most direct indicators related to LA County's efforts to combat homelessness. The HI strategies covered in this section were sufficiently implemented at the end of Year Two and had enough data for us to include their outcomes in our analyses.

The Year One report contained results from five of the 51 HI strategies, and, in this report, the number of strategies for which outcomes are reported expands to 12. An additional 19 HI strategies were implemented in Year Two but did not have micro data for us to analyze their outcomes. These strategies are assessed based on Quarterly Reports available from the county. Summaries of available Year Two outcomes for individual HI strategies are grouped here by six topic domains. Highlights of outcomes from specific strategies will also be featured.

### 4.2. TOPIC A: PREVENT HOMELESSNESS

Outcomes were available for two of the five strategies under this topic:

- A1: Homeless Prevention for Families.
- A5: Homeless Prevention for Individuals.

For **Strategy A1** (prevent homelessness for at-risk families), over 1,200 additional family members enrolled in the prevention program in Year Two (compared to Year One), but the proportion of participant families that exited the program who managed to either retain their housing or move to PH dropped from 81 percent to 73 percent. Virtually all managed to maintain their housing for at least six months.

More limited data were available for **Strategy A5** (prevent homelessness for at-risk individuals), which showed, in Year Two, that 257 individuals enrolled in the program and that, among those 91 individuals who exited the program with assistance, 90 percent either retained their housing or moved to PH.

The results from both of these strategies were already presented in the context of meso-level measure #1, which aggregates the homeless prevention results in the HI.

These prevention strategies (A1 and A5) are among the few with pre-determined benchmark targets. For A1:

- 75 percent of A1 participant families would retain their housing or transition directly into other, specifically defined, PH. The retention rate for Year Two, at 73 percent, fell just under this mark. However, 15 percent of the exit records in Year Two had no destination information, and missing data almost certainly suppressed the proportion of successful family exits.

- 70 percent of A1 participant families retained housing and did not enter Crisis Housing within one year. The retention rate in Year Two was 94 percent for those families that exited the program in Year One, easily meeting this benchmark.

For strategy A5, pre-determined benchmark targets were:

- 75 percent of A5 participants retain their housing or transition directly into other, specifically defined, PH. The outcome for this measure, at 90 percent, met this benchmark.
- 70 percent of A5 participant families retain housing and do not enter Crisis Housing within one year. Since the program was launched in February 2018, the number of recorded exits is small relative to all enrollments and this measure could not be assessed.

#### 4.3. TOPIC B: SUBSIDIZE HOUSING

Outcomes were available for three of the eight strategies under this topic:

- B1: Subsidized Housing to Homeless Disabled Individuals Pursuing SSI.
- B3: Rapid Re Housing.
- B7: Interim/Bridge Housing for Those Exiting Institutions.

Summary Outcomes were available for another three strategies:

- B4: Facilitate Utilization of Federal Housing Subsidies.
- B6: Family Reunification Housing Subsidy.
- B8: Choice Vouchers for Permanent Supportive Housing.

Altogether, outcome measures were available for six of the eight strategies under this topic. There were four strategies in which the Year Two outcomes were substantially higher than comparable Year One outcomes.

**Strategy B1** makes rental subsidies available to homeless General Relief (GR) recipients who are applying for federal disability benefits paid through the 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. In Year Two under this strategy, 746 homeless SSI applicants were placed into housing (compared to 101 in Year One) and the County recouped \$76,900 in housing assistance costs when 120 participants were approved for SSI Benefits.

**Strategy B3** provides an expanded number of homeless households with rapid rehousing services and broadens the participation of cities in supporting this strategy. Under this strategy, 20,892 were served and 5,302 were placed in housing. This was compared to 12,274 and 4,137 served and placed, respectively, in Year One. While the numbers of exits to PH grew substantially, the rate of exits to PH dropped from 34 percent (of those served) to 25 percent.

**Strategy B4** provides financial incentives to facilitate landlords providing units to homeless households who need permanent supportive housing and have Housing Choice vouchers to increase housing availability in a tight rental market. Particular types of assistance, include damage mitigation, structural modifications to conform housing to HUD quality housing standards, vacancy payments to hold units, and

tenant move-in assistance (including security deposits). This strategy is the basis for the Homeless Incentive Program (HIP). Key outcomes are shown on Table 4-1, showing a clear expansion of the assistance provided under this program.

**Table 4-1: Key strategy B4 outcomes for Years One and Two**

<b>B4 Outcomes</b>	<b>Year One (FY2017)</b>	<b>Year Two (FY2018)</b>	<b>Percent Change</b>
Landlord requests to participate	490	691	41 %
Number of units leased with B4 incentives	419	498	19 %
Total amount of incentive payments	\$662,018	\$1,285,217	94 %
Incentive payments per unit in program	\$1,580	\$2,581	63 %

Under **Strategy B6**, the Department of Children and Family Services and Community Development Commission (CDC) provide rapid rehousing (RRH) and case management services to families in the child welfare system where the parents' homelessness is the sole barrier to the return of the child(ren). The only outcomes measure available for this strategy was that, under B6, housing was provided for 42 families (including at least 90 children) in Year Two, compared to 39 families (and 67 children) in Year One.

**Strategy B7** provides greater access to what is collectively referred to as interim/bridge housing (e.g., shelters, stabilization beds, recovery housing, and Recuperative Care) to persons exiting institutions such as jails, hospitals and foster care.

In Year Two, over half of the B7 participants were discharged from criminal justice institutions and 18 percent from hospitals. Table 4-2 shows the number of persons with new enrollments and total number of people served by B7 programs, as well as the number of placements into PH. Including persons who were enrolled in prior years, over 2,000 participants were enrolled in the B7 programs at some point in FY 2017-18, a significant expansion over the previous year. A relatively small fraction, less than 20 percent of B7 participants, exited to a PH destination in Year Two.

**Table 4-2: The number of persons enrolled in and served by B7 programs**

<b>LAHSA</b>	<b>New Enrollments</b>	<b>Total served</b>	<b>Placements</b>
Year One (FY 2016-17)	112	115	n/a
Year Two (FY 2017-18)	338	430	32
<b>DHS</b>	<b>New Enrollments</b>	<b>Total served</b>	
Year One (FY 2016-17)	690	781	n/a
Year Two (FY 2017-18)	1,268	1,584	345
<b>Total</b>	<b>New Enrollments</b>	<b>Total served</b>	
Year One (FY 2016-17)	802	896	n/a
Year Two (FY 2017-18)	1,606	2,014	377

**Strategy B8** addresses the objective of increasing the number of Housing Choice vouchers (along with case management services) that are available to adults meeting the chronic homelessness definition. This strategy seeks to prioritize chronically homeless adults for HCVs that come available through the Housing Authority of the County of Los Angeles (HACoLA) and to encourage other public housing authorities to do the same. No outcomes related to placements of homeless households into housing had been reported



in the quarterly reports as of the end of Year Two (FY 2017-18; quarterly report #10; July 13, 2018). From the aggregate outcomes provided for this report by LA County, “1078 turnover vouchers [were] available. This FY [2017-18] a total of 178 new vouchers were issued. Of those, 154 vouchers were issued to chronically homeless clients.”

#### 4.4. TOPIC C: INCREASE INCOME

Outcomes were available for all seven strategies under this topic, with outcomes for C2 and C7 combined. Data for the measures for three of the strategies are based on individual and service-level data:

- C4: Establish a Countywide SSI Advocacy Program for People Experiencing Homelessness or at Risk of Homelessness;
- C5: Establish a Countywide Veterans Benefits Advocacy Program for People Experiencing Homelessness or at Risk of Homelessness; and
- C6: Targeted SSI Advocacy for Inmates.

Summary Outcomes were available for the remaining four strategies:

- C1: Enhance the CalWORKs Subsidized Employment Program for Homeless Families;
- C2/C7: Increase Employment for Homeless Adults by Supporting Social Enterprise; and
- C3: Expand Targeted Recruitment and Hiring Process to Homeless/ Recently Homeless People to Increase Access to County Jobs.

For **Strategy C1**, the primary objective is to increase participation in the CalWORKs Subsidized Employment Program for Homeless Families. The program was implemented in December 2016. Only aggregated outcomes were available to the researchers for this strategy. In Year Two, 268 participants engaged in subsidized employment (65 percent of total enrollees) and 34 participants secured unsubsidized employment. This exceeded the 212 subsidized placements (45 percent of total enrollees) reported for the part of Year One that services under this strategy were operational.

**Strategies C2/C7** both focus on increasing employment among homeless adults, particularly through the use of social enterprises, which are mission-driven businesses focused on hiring and assisting people who face the greatest barriers to work. Services under these strategies appeared to have commenced during Year Two. The outcomes reported for this strategy were that 798 (C2/C7) participants were enrolled in Transitional Employment; 192 participants were placed in unsubsidized employment; and 165 DPSS GR Participants were newly enrolled and served.

Under **Strategy C3**, hiring opportunities for County of LA jobs are expanded, and outreach and recruitment are increased, for those experiencing homelessness. Aggregated outcomes show that efforts under this strategy facilitated 21 individuals getting hired into LA County positions.

Strategies C4, C5, and C6 had similar objectives for different target populations and the three strategies have been implemented together with the same set of providers responsible for all three strategies. Under **Strategy C4**, a Countywide Supplemental Security Income Advocacy Program was established to provide assistance to eligible homeless individuals and those at risk of homelessness in applying for and obtaining SSI or other related benefits. Similarly, **Strategy C5** established a Countywide Veterans Benefits

Advocacy Program to provide assistance to eligible homeless veterans in applying for and obtaining income and/or health benefits from the Department of Veterans Affairs. Finally, **Strategy C6** developed a Supplemental Security Income Advocacy Program to assist disabled, incarcerated individuals in completing and submitting their SSI application prior to discharge or in securing reinstatement of their SSI benefits, if the individual was receiving SSI prior to being incarcerated. Outcomes data to examine all three strategies came from DHS's CHAMP system.

Only Year Two outcomes are available for these three strategies. For Strategy C4, 99 of 7,421 enrolled individuals were approved for SSI benefits, and 1,362 were linked to mental health services and 1,457 were linked to health services. Strategy C5 facilitated benefits approval for 18 of 423 enrolled veterans and linked 77 and 73 individuals to mental health and health services, respectively. Strategy C6 had 4 of 220 enrolled individuals approved for SSI benefits, and linked 26 individuals to mental health services and 44 to health services.

#### **4.5. TOPIC D:** **PROVIDE CASE MANAGEMENT AND SERVICES**

Outcomes were available for four of seven strategies under this topic, with outcomes for only one strategy (D7) based upon individual and service-level data. The other three outcomes were reported from summary data.

- D1: Model Employment Retention Support Program;
- D2: Expansion of Jail In-Reach;
- D6: Criminal Record Clearing Project; and
- D7: Provide Services and Rental Subsidies for Permanent Supportive Housing.

**Strategy D1** incorporates a model employment retention support program for newly-employed homeless/formerly homeless individuals into existing employment programs and homeless case management programs. Programming under this strategy started in May 2017 and provided employment retention services that helped 192 individuals maintain employment following program exit.

**Strategy D2** supports the expansion of jail in-reach services to make it available to all homeless people incarcerated in a LA County jail. The program started in January 2017. In partial Year One outcomes, 2,750 were engaged. In Year Two, this expanded to 3,489, and D2 services helped arrange bridge housing for 620 and permanent supportive housing for 119.

**Strategy D6** supports efforts to clear criminal histories for homeless persons with certain qualifications. In Year Two, this led to engaging with 553 homeless individuals; filing 264 petitions for dismissal or reduction of criminal records, and seeing 153 petitions granted.

Finally, **Strategy D7** provides individuals and families experiencing long-term homelessness with supportive housing by funding high quality tenant services, and, when needed, local rental subsidies. Outcomes data come from DHS's CHAMP system. Programming under this strategy was launched in Year Two, outcome measures showed:

- 970 D7 participants (29 percent of total linked to Intensive Case Management Services (ICMS)) placed in housing;
- 2,842 participants linked to ICMS;
- 1,317 participants received federal rental subsidies; and
- 1,229 participants received federal rental subsidies.

#### 4.6. TOPIC E: CREATE A COORDINATED SYSTEM

This topic has the most strategies out of the six HI topics. Many of these strategies, however, cannot be directly associated with person or services-level outcomes and thus, are difficult to include in a report like this one. Outcomes were available for five of the seventeen strategies under this topic, with outcomes for three strategies (E6, E7 and E8) based upon individual and service-level data, and the outcomes for the remaining two strategies (E4 and E10) included under this topic coming from summary data. The E-strategies covered here are:

- E4: First Responders Training;
- E6: Countywide Outreach System;
- E7: Strengthen the Coordinated Entry System;
- E8: Enhance the Emergency Shelter System; and
- E10: Regional Coordination of LA County Housing Authorities.

**Strategy E4** provides a framework for developing and implementing a training program that educates first responders (law enforcement, fire departments, and paramedics) about the complex and diverse needs of the unsheltered homeless population and how to connect homeless individuals to appropriate services. Summary outcomes are listed in Table 4.3.

**Table 4.3 – Summary outcomes for participation in training programs under Strategy E-4**

Metric	Year One (FY 2016-17)	Year Two (FY 2017-18)
Number of LASD deputies trained	558	1,315
Number of non-LASD law enforcement personnel trained	n/a	18
Number of non-law enforcement first responders trained	n/a	389

**Strategy E6** leverages current outreach efforts to create a countywide network of teams to identify, engage and connect, or re-connect, homeless individuals to interim and/or PH and supportive services. Outcomes data come from HMIS, and one year of data is available, reflecting the program's launch in Year Two. Key outcomes are presented in Table 4.4.

**Table 4.4 – Summary outcomes for outreach services under Strategy E-6**

<b>E-6 Metric</b>	<b>Year Two (FY 2017-18)</b>
Number of unduplicated individuals - initiated contact	18,147
Unduplicated individuals – engaged	8,461
Unduplicated individuals – received services or successfully attained referrals	6,662
Unduplicated individuals – placed in crisis or bridge housing	938
Unduplicated individuals – placed in PH	673

**Strategy E7** strengthens the current adult Coordinated Entry System (CES) and the Homeless Families Solutions System (now known as the Coordinated Entry System for Families) to enhance the access of homeless individuals to interim and/or PH. Outcomes data come from HMIS. The strategy was launched in Year Two, when 30,597 households were screened through CES.

**Table 4.5 – Key outcomes related to expanding the supply of 24/7 crisis housing under Strategy E-8**

<b>Metric</b>	<b>Year One (FY 2016-17)</b>	<b>Year Two (FY 2017-18)</b>
Individuals and family members who entered crisis housing	7,229	14,482
Received permanent placements from crisis housing	1,453	4,170

**Strategy E8** targets expanding the supply of “24/7 crisis housing” and ensuring quick exit from homelessness. Outcomes data come from HMIS. Key outcomes reflect the numbers of persons using interim housing, which acts as a proxy for availability of interim housing. Outcomes are shown on Table 4-5 and indicate that there was substantial expansion in the availability of crisis housing in Year Two relative to Year One.

**Strategy E10** implemented and maintained a quarterly Homeless Issues Roundtable with all participating public housing authorities in LA County to institutionalize ongoing collaboration across all public housing authorities in the County with the goal of maximizing the positive impact on homeless families and individuals. In FY 2018, six LA County public housing authorities participated in quarterly meetings. FY 2018 quarterly reports provided no further outcomes data.

#### **4.7. TOPIC F:** **INCREASE AFFORDABLE/HOMELESS HOUSING**

As was the case with the Topic E strategies, many of the strategies under this topic operate on a systems level and are difficult to quantify on the person and services level that are the primary focus of this report. Nonetheless, all seven strategies in this topic are represented here, though the outcomes reports are brief. Strategies F2 and F5 are paired and Strategy F7 has two components that are examined individually here. The full list of F-strategies is:

- F1: Promote Regional SB 2 Compliance;
- F2: Linkage Fee Nexus Study;
- F3: Support for Inclusionary Zoning for Affordable Rental Units;
- F4: Development of Second Dwelling Unit Pilot Project;

- F5: Incentive Zoning/Value Capture Strategies;
- F6: Use of Public Land for Homeless Housing;
- F7: Preserve and Promote the Development of Affordable Housing for Homeless Families and Individuals; and
- F7: Establish One-Time Housing Innovation Fund.

**Strategy F1** supports planning changes by the County and cities to become compliant with SB 2, removing zoning barriers for emergency shelter, and transitional and supportive housing. During Year One, the Best Practices Guide and website were designed. Outreach presentations were made to four of five key stakeholder groups identified. In Year Two, the website was launched and Best Practices Guide completed. This strategy was considered to be “completed” in January 2018.

Under the combined Strategies **F2/F5** (Linkage Fee Nexus Study and Value Capture Strategies), the LA County Department of Regional Planning (DRP) will undertake analyses and propose policies to expand affordable housing in unincorporated areas, through linkage fees, inclusionary zoning, and other relevant actions. During FY 2017-18, the DRP commissioned a consultant team to undertake the development of three reports:

1. An analysis of existing conditions and the real estate market;
2. A linkage fee nexus study; and
3. An inclusionary housing feasibility study.

Draft reports were completed during FY 2017, and the finalized reports were completed as of January 31, 2018, at which point these combined strategies were considered to be completed.

**Strategy F3** directs the County to support inclusionary zoning legislation for affordable rental units. During FY 2017, the County supported AB 1505 to allow for inclusionary zoning of rental units. This was implemented as AB 1505 in January 2018 and, following its passage, LA County was working on a Inclusionary Housing Ordinance for the County’s unincorporated areas (see Strategies F2/F5). According to the Quarterly Report 10, “as part of the housing ordinances initiated by the Board on February 20, 2018, DRP has begun preparations to develop an Inclusionary Housing Ordinance.”

**Strategy F4** has three components. The first component centers on LA County’s developing an Accessory Dwelling Unit (ADU) pilot program for the unincorporated areas. To foster affordable housing development in the unincorporated areas, the DRP was charged with a County ordinance facilitating accessory dwelling unit (ADU) construction in unincorporated County areas. The second component of this strategy featured planning and undertaking a design contest. The final component featured the implementation of a pilot ADU construction project.

**Strategy F6** has LA County identify vacant or underutilized properties for use as temporary or PH for people experiencing homelessness, as well as County properties that can offer safe overnight parking. As of the end of Year Two, activities were ongoing with no outcomes reported.

**Strategy F7** has two components: preserve and promote the development of affordable housing; and establish a one-time housing innovation fund. For the affordable housing development component, five projects were awarded support to develop housing and, for the innovation fund component, the Housing Innovation Challenge solicitation was launched just before the end of Year Two.

## **SECTION 5:**

### **EVALUATION OF PERMANENT HOUSING PLACEMENTS**

#### **4.1. OVERVIEW**

In this section, we present the evaluation of various measures of PH placements comparing pre- and post-HI implementation periods. Following the description of the data and the analysis methodology, the housing status of homeless persons 12 months after enrollment are examined. In the next sections, PH placement rates within 12 months of placement are shown, as are returns to homelessness within six months following placement, and the time to permanent placements.

The results reveal that significant improvements have been made in the number of persons who leave homelessness within a year following an enrollment in a homelessness program, the number of permanent placements, and the rate of returns to homelessness following a placement, and the time to placement. Engagement in RRH projects in particular has contributed to improved outcomes. Because of a large increase in new entries overall, more intensive efforts were required to place homeless persons in PH.

#### **4.2. DATA AND METHODOLOGY**

The analysis used HMIS data for two cohorts: 15,232 persons who enrolled in a homelessness program in the first quarter of FY 2015-16, and 19,654 persons who enrolled in a homelessness program in the first quarter of FY 17-18. The first group represents the pre-HI implementation cohort and the second represents the post-HI implementation cohort.

We apply a simple two group pre-post design with nonequivalent groups to evaluate the effectiveness of the HI implementation on several PH outcomes. The statistical analysis using two-group T-tests determines if the intervention (HI programs) had a significant effect. This approach is subject to a potential validity threat from selection bias. A more robust approach would be using a matched comparison group generated by a matching technique such as propensity score matching. However, the two cohorts did not show systematic differences in measured characteristics. In both cases, they were representative of all homeless persons entering the system in the two different quarters and no external factors are known to have affected their selection into the analysis.

#### **4.3. DYNAMICS OF HOMELESSNESS**

In the initial analysis, the two groups from the pre- and post-HI implementation periods were examined for differences in their housing status after 12 months following their entry into homeless services. Data were drawn from the first quarter of the respective reporting years. Table 5-1 and Figure 5-1 show the results. Entry into homeless services was based on the date of first enrollment in a project tracked in HMIS, such as an outreach or staying in an emergency shelter. Each person is followed for 12 months after their enrollment. Their final status in the system within this time window is recorded as homeless, not homeless, exit without exit information, in RRH with no placement, and in temporary housing.

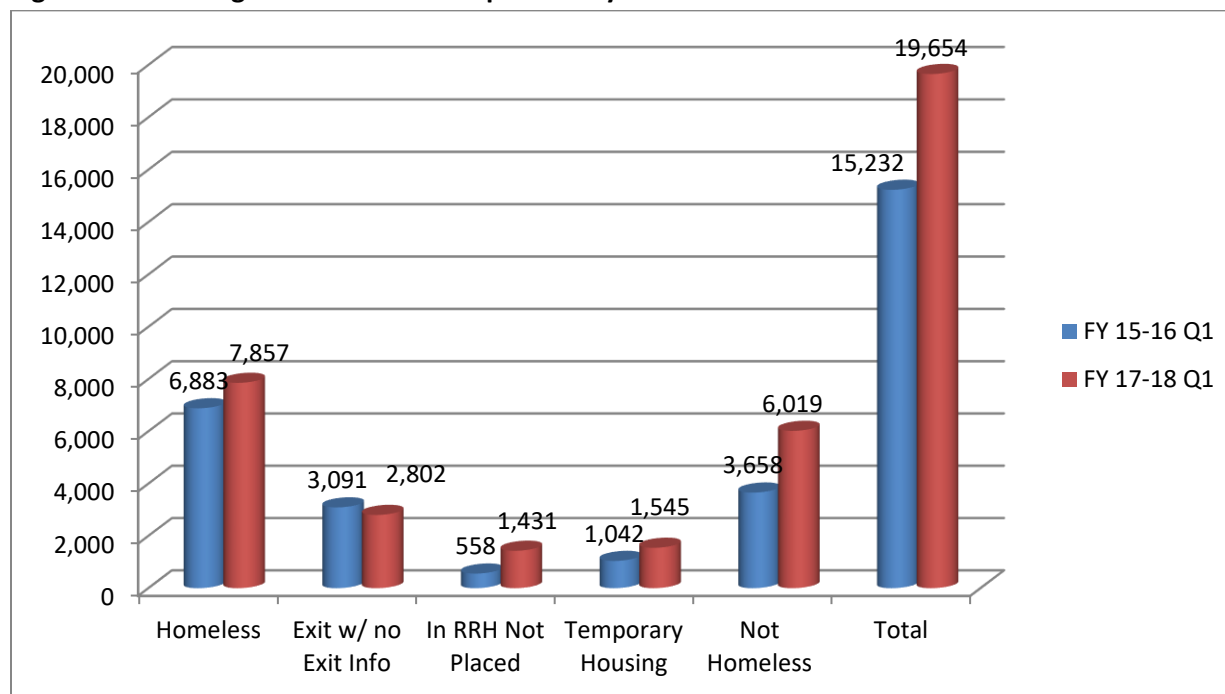
Exits without exit information, such as unknown destinations and no exit interviews were considered as homeless destinations because the data showed that the prior residences of their re-entries were usually homeless categories. The results indicate that there were approximately 4,400 more entries in FY 2017-18

Q1 than in the pre-HI period. Even though the share of homeless and those who exited without exit information decreased by more than 10 percent, the number in these groups increased slightly by 685 (7 percent) because of the large increase in new entries. Other categories showed significant improvements; the number of persons in RRH but not yet placed almost tripled, reaching 7 percent of the population. The largest difference was observed for “not homeless,” which increased by 65 percent and reached 30 percent of the population served.

**Table 5-1: Housing status of homeless persons by the end of 12 months**

Status	FY 2015-16 Q1		FY 2017-18 Q1	
	Frequency	Percent	Frequency	Percent
Homeless	6,883	45.2 %	7,857	40 %
Exit without Exit Info	3,091	20.3 %	2,802	14 %
In RRH not Placed	558	3.7 %	1,431	7 %
Temporary Housing	1,042	6.8 %	1,545	8 %
Not Homeless	3,658	24.0 %	6,019	30 %
Total	15,232	100.0 %	19,654	100 %

**Figure 5-1: Housing status of homeless persons by the end of 12 months**



#### 4.4. RATES OF PERMANENT PLACEMENTS

Table 5-2 and Figure 5-2 show the number of persons permanently placed in housing within 12 months of their first enrollment in homeless services during the six-month period for each cohort. Comparing the two cohorts, the share of “not placed” persons dropped from 71.8 percent to 66.5 percent, while the number served increased by over 2,000 households. Even though PH placements increased by 54 percent, the additional 2,300 placements were not enough to offset the overall increase in new entries.

**Table 5-2: Permanent placements by type within 12 months**

Permanent Placements	FY 2015-16 Q1		FY 2017-18 Q1	
	Frequency	Percent	Frequency	Percent
PSH	1,028	6.7 %	1,332	6.8 %
RRH	1,383	9.1 %	2,134	10.9 %
Exits to PH	1,881	12.3 %	3,125	15.9 %
No Placements	10,940	71.8 %	13,063	66.5 %
Total	15,232	100.0 %	19,654	100.0 %

**Figure 5-2: Permanent placements by type within 12 months**

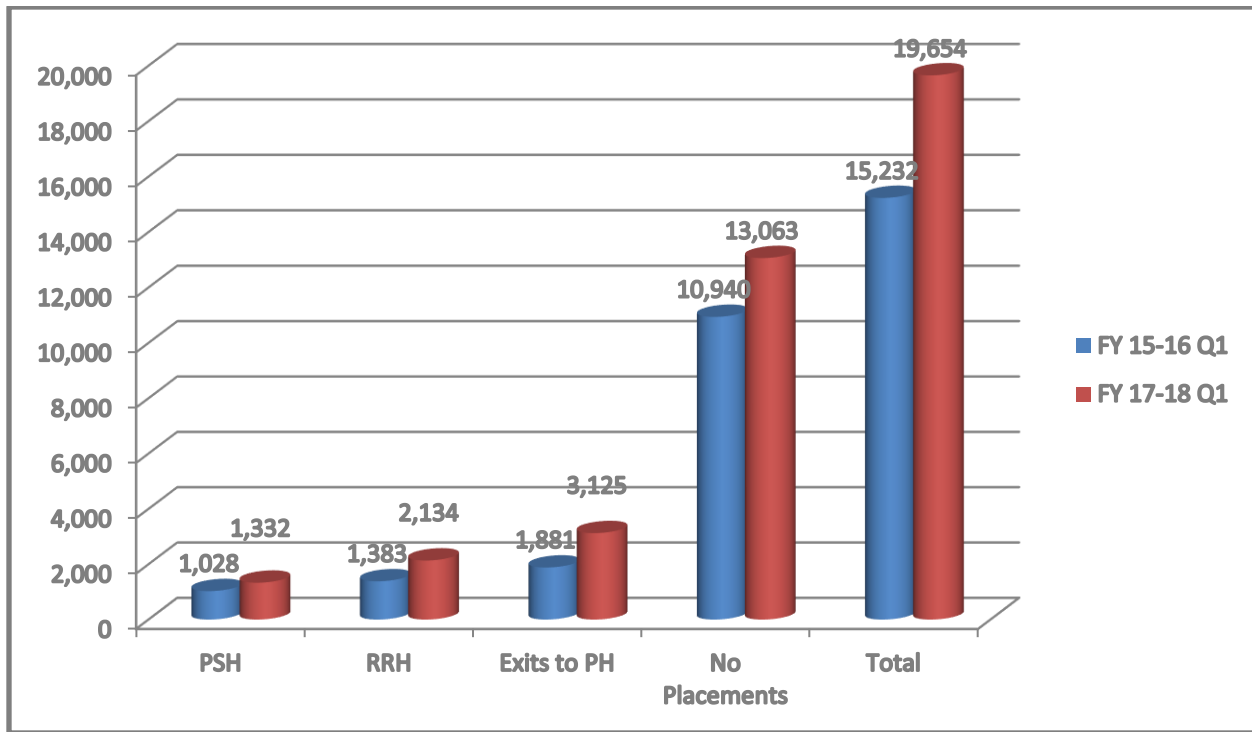


Table 5-3 shows the results of two-sample t-test that was conducted to compare the rate of permanent placements between pre- and post-HI implementation periods. A statistically significant difference (t value=10.7,  $p < .0001$ ) was observed in the average placement rate, which increased from 28.2 percent to 33.6 percent.

**Table 5-3: Two-sample T-Test of permanent placement rates**

Group	Size	Average Rate	Std. Dev.	T Value	Pr >  t
15-16 Q1	15,232	28.2 %	.45		
17-18 Q1	19,654	33.6 %	.47		
Difference		5.4 %	.46	10.7	<.0001



#### 4.5. RETURN TO HOMELESSNESS

Table 5-4 shows the returns to homelessness in six months following a PH placement. Figure 5-3 shows the percent returned by placement type comparing the two cohorts. Results show a significant improvement in return rates in FY 17-18, relative to the period of pre-HI implementation. The overall return rate dropped in half from 14.1 percent to 7 percent; the largest drop was observed from PSH placements.

**Table 5-4: Return to homelessness in six months after a Permanent Housing placement**

Permanent Placements	FY 2015-16 Q1		FY 2017-18 Q1	
	Frequency	Percent	Permanent Placements	Frequency
PSH	255	24.8 %	117	8.8 %
RRH	119	8.6 %	70	3.3 %
Exits to PH	231	12.3 %	274	8.8 %
Total	605	14.1 %	461	7.0 %

**Figure 5-3: Percent returned to homelessness in six months after a Permanent Housing placement**

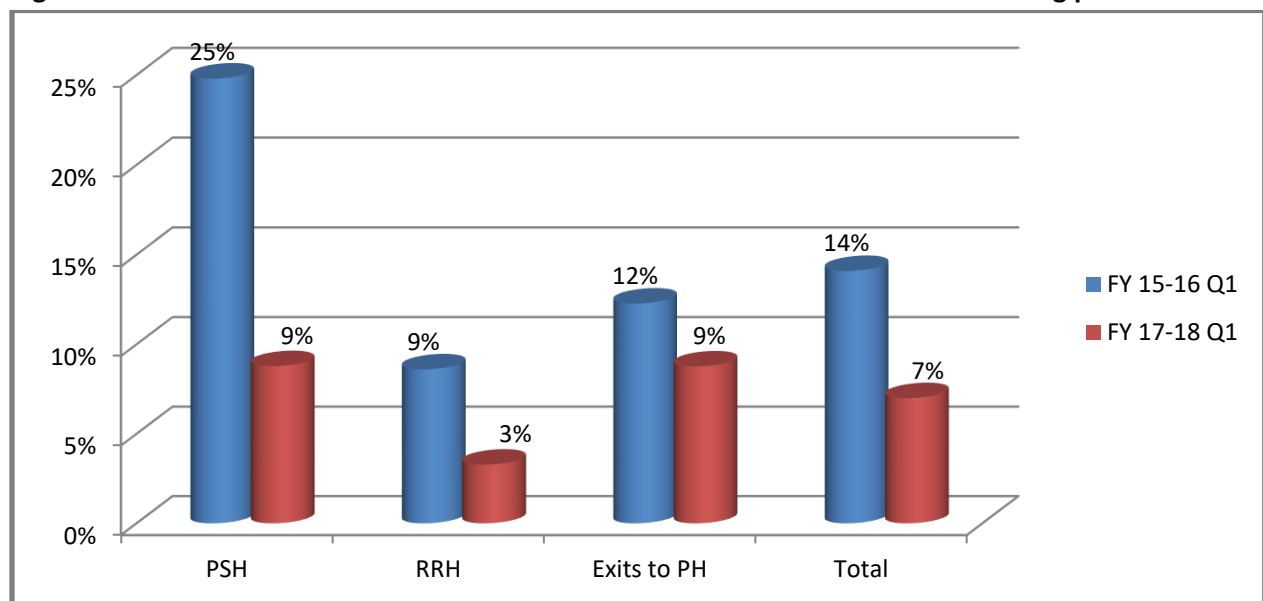


Table 5-5 shows the results of two-sample t-test that was conducted to compare the return rates to homelessness between pre- and post-HI implementation periods. A statistically significant difference (t value=-12.5, p <.0001) was observed in the average return rate, which decreased by half, or 7.2 percentage points.

**Table 5-5: Two-sample T-Test of return rates**

Group	Size	Mean	Std. Dev.	T Value	Pr >  t
15-16 Q1	4,292	14.1 %	.348		
17-18 Q1	6,591	6.9 %	.253		
Difference		-7.2 %	.294	-12.5	<.0001

#### 4.6. TIME TO PERMANENT PLACEMENTS

Table 5-6 shows the average days to permanent placements for the two cohorts. For all placements the median dropped from 122 days to 97 days. The longest time to placement was for PSH with 142 days, and the shortest was for RRH with 73 days.

**Table 5-6: Time to permanent placements (days)**

Permanent Placements	FY 2015-16 Q1		FY 2017-18 Q1	
	Mean	Median	Mean	Median
PSH	142	149	164	142
RRH	98	82	109	73
Exits to PH	149	134	123	100
All	131	117	122	97

Table 5-7 shows the results of two-sample t-test that was conducted to compare the time to permanent placements between pre- and post-HI implementation periods. A statistically significant difference (t value=-4.4, p <.0001) was observed in the average time to placement, which decreased by nine days.

**Table 5-7: Two-sample T-Test of time to permanent placements**

Group	Size	Mean Days	Std. Dev.	T Value	Pr >  t
15-16 Q1	4,292	131.2	93		
17-18 Q1	6,591	122.2	98.9		
Difference		-9	96.3	-4.4	<.0001

## SECTION 6

### CONCLUSION

Year Two of the HI resulted in a substantial increase in the number of homeless persons who were served in HMIS-tracked services. Most notably, the number of persons who exited homelessness grew by over 23,000, including a 26 percent increase in exits to PH, which reached almost 20,000. Rapid Rehousing placements also grew significantly, increasing by 85 percent. Thus, according to this system level or “macro” measures, the HI greatly expanded in Year Two, and markedly improved in its aggregate performance in housing program placements. The other major system measures, regarding duration of homelessness and the rate of returns to homelessness, were effectively unchanged. The average time from assessment to placement grew by one day, and returns to homelessness increased slightly overall, by 1.5 percentage points. The successes shown in the macro measures were largely due to increases in the number of persons flowing into the system, and the expanded reach of the County’s initiatives (effectively creating more touch-points). Nevertheless, the number of homeless persons who were carried over into the next year declined by 9,000, indicating that the HI programs should continue to have a positive net impact on the prevalence of homelessness in future years, barring any external factors that would increase the number of people becoming homeless.

Consistent with the macro system level measures, the Year Two evaluation found significant increases in placements in the priority program areas, described here as the “meso” outcomes or headline measures. Across the three key program domains – prevention, temporary housing, and PH – substantial increases in placements were measured. A more than doubling of prevention program participation was observed, with more than 7,400 served. Temporary housing placements grew by 30 percent, to almost 22,000; with the HI-funded programs specifically growing by 99 percent in participation, and accounting for over 15,000 of the total entered interim housing. PH placements, as noted in the macro measures above, grew 27 percent in Year Two, with a 50 percent increase in the HI-funded programs alone, and accounting for 7,700 new exits. The fourth key priority program outcome or meso-measure, retention in housing, was unchanged. So, while the number of persons placed in PH grew significantly, there was no adverse impact observed on placement retention, which remained at 91 percent.

The micro measures, which track more detailed performance metrics against a set of benchmarks, were available for 30 of the HI strategies. In general, progress was made nearly across the board with regards to attaining key performance levels for various service activities, and with meeting program development timeframes as planned. Those outcomes are each summarized briefly in this report in section 5, with an expectation that future reports will include even more metrics, as data and reporting become more complete and programs become more fully operational.

Lastly, this Year Two report included an evaluation with a pre/post component, which enabled evaluators to compare people served and their outcomes before and after HI implementation. While not an experimental design, the comparable target populations provide some confidence that differences that emerged were the result of the interventions deployed. Highlights from the evaluation reflect positively on the growing impact of the Initiative, including new enrollments overall (up by more than 4,400), especially in Rapid Rehousing. Exits to PH also went up in the programs studied, though not enough to outpace the number of new enrollments, so the total number of currently homeless served increased. Despite the growth in placement activity, and enrollments overall, performance improved significantly, as measured by a reduced rate of returns to homelessness by 50 percent (from 14 to 7 percent), and by a reduced period of time to housing placement which dropped by 25 days, from 122 to 97 days.

Based on the growth in persons served and housed, and a steady rate of success in terms of performance outcomes, progress can continue to be anticipated in the County’s efforts to address homelessness in the near future.