

How Decisions Could Be Made to Serve Persons Experiencing Homelessness

(Themes and Building Blocks)

March 16, 2022

Recommendation No. 1: County Entity & Leader

Recommendation No. 2: Measure H / Local Solutions

LAHSA

Recommendation/Option No. 3a: Streamlined LAHSA

Recommendation/Option No. 3b: Current LAHSA

Recommendation/Option No. 3c: Dissolve LAHSA

Recommendation No. 4: Modify CoC Governance

Recommendation No. 5: Improve LAHSA's Operations

Recommendation No. 6: Data and Metrics

Recommendation No. 7: Executive-Level Action Team

Recommendation No. 1: County Entity & Leader

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- Primary components
 - Create entity with **Responsible Charge** [accountability (BS add), and authority (LP add)] over homelessness within County
 - ◆ Prevention (SD add)
 - ◆ Rehousing (SD add)
 - ◆ Housing acquisition (SD add)
 - ◆ Access to medical care (SD add); including mental health (BS add), and SUD (SD)
 - ◆ Ensure accountability for timely contracting and payments (SD)
 - ◆ Urgent access to services (outreach, 24/7, one-number call, weekends and holidays) (SD add)
 - Services must be sustainable over long period (VS add)
 - “**Identify County Leader**” (TE add, MR, SD, BS, WG agree)]
 - ◆ Not intended to “reshuffle deck” (TE add)
 - ◆ Not intended to create new bureaucracy (SD add)
 - Establish Inter-County **Workgroups**
 - Establish **Subregional Leadership** Infrastructure (e.g., Regional Committees)



Recommendation No. 2: Measure H / Local Solutions

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■ Primary components

- In order to improve and create relationships with cities and COGs [SD, BS add] establish a ***multi-year “local solutions” fund*** within Measure H
- Use an algorithm or funded at an amount ***to be defined by the Board***
- Make available to ***“jurisdictions that will make a commitment”*** (LP add, WG, VS agree)] to provide ***in-kind or matching contributions*** for the development of service programs and housing
 - ◆ Make available to jurisdictions that will share data (VS add)
- Should ***not detract*** from or take dollars away from the ***successful*** work done by our stakeholders [and should ensure equity (SD add, BS, WG, MR agree)]

- Primary components

- “LAHSA to transition away from direct services in order for County entity to coordinate urgent access to direct services”]
- ***Study allocation of Measure H*** funds between LAHSA, County Departments, and County entity
 - ◆ Should not disrupt service delivery or undercut successful programs
- Focus on role as ***CoC (rehousing [SD add]) lead*** (e.g., PIT, HMIS, annual application, etc.)

- Governance

- In the interim (SD add), ***Maintain the current number of seats (10)*** on the LAHSA Commission but ***change who sits on them*** (e.g., county department heads, those with lived ~~experience~~ expertise (SD add), COGs or cities (SD add))
 - ◆ (Potential immediate action ***prior*** to LAHSA Commission-CoC Board-CES Policy Council consolidation (Potential Recommendation No. 4))

- Primary components
 - ***Maintain role*** as CoC Lead, (Partial) Measure H Administrator, Service Provider (Outreach), and “Systems Administrator”
 - Begin to ***solve*** LAHSA “***conundrum***”
 - ◆ Give LAHSA the full authority to make final decisions of critical import, such as funding decisions and related policy
- Governance
 - Add seats to LAHSA Commission to create a ***Regional Panel of Elected Officials*** (e.g., ~~Metro-Style Composition~~) (CH, SD add)

- Primary components

- Initiate two- to four-year process for **wind-down and termination** of LAHSA
 - ◆ LAHSA remains CoC Lead during wind-down period
- Appoint—
 - ◆ **New CoC Lead** if regional stays as **unified CoC, or**
 - ◆ **CoC Leads** if the region were to transition to **multiple CoCs**

- Primary components

- Begin process to **consolidate** [WG add] LAHSA Commission, CoC Board, and Coordinated Entry System Policy Council **into a single board**
 - ◆ Process would include analysis of proper evaluation of size, composition, and equity (LP add)
 - ◆ Board would include would not be limited to city, COG, lived expertise, subject matter expertise, business, FBO representation (SD add)
 - ◆ May require amendment to JPA to address change in composition and size, and remain functional (SD, WG, CH add)
 - ◆ Refer to 3a re governance (BS add)
- In the **interim**, appoint County **Department Heads to CES Policy Council**
 - ◆ Should not be justification to avoid collapsing boards

Recommendation No. 5: Improve LAHSA's Operations

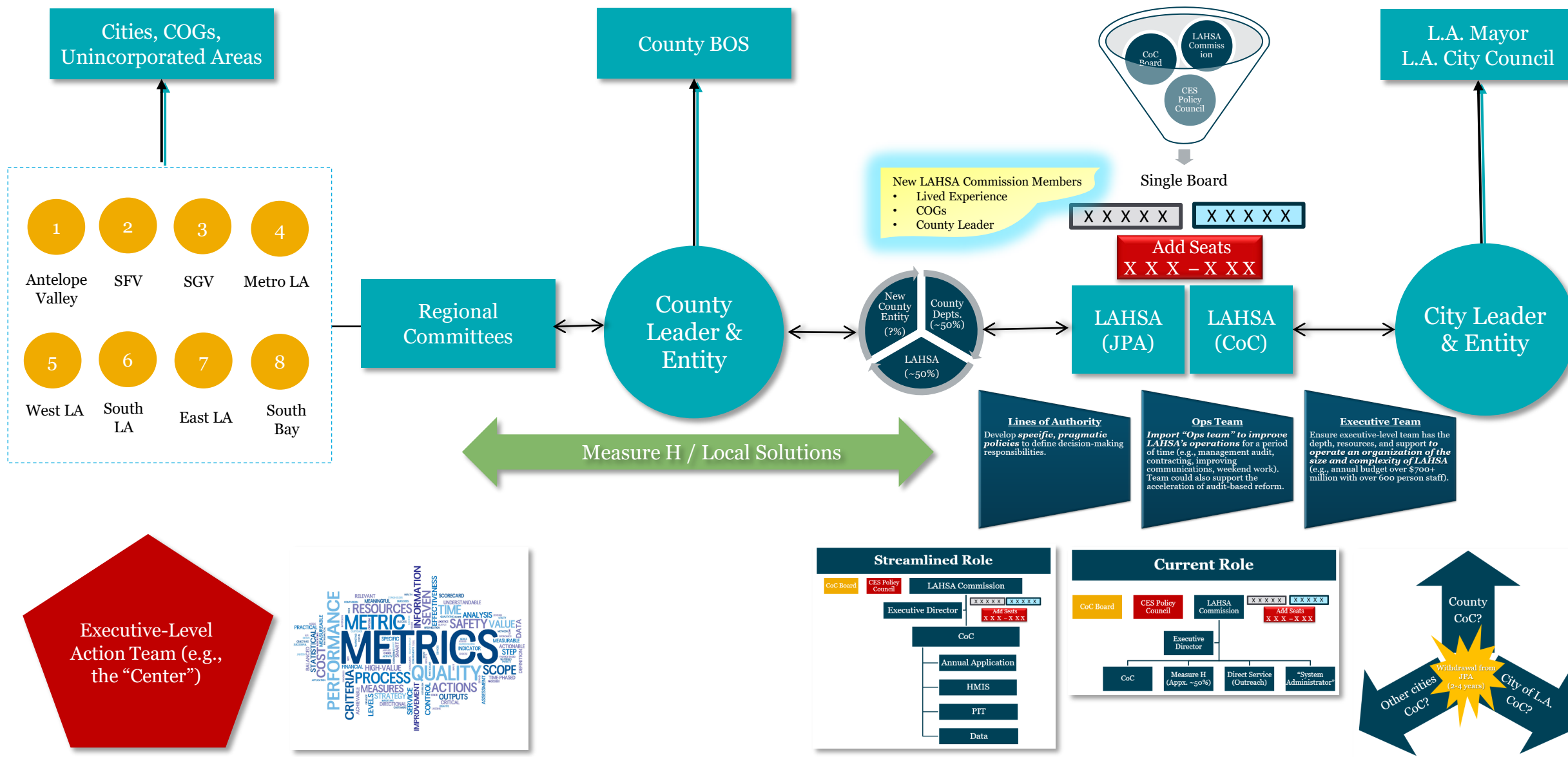
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- Primary components
 - **Define** decision-making **responsibilities** including but not limited to the LAHSA Commission and LAHSA Executive Director, various boards and Executive Director, CoC, and other policies (CH add)
 - Embed **Ops Team** to improve LAHSA's Operations, focused on—
 - ◆ Contracting
 - ◆ Procurement
 - ◆ Payment systems
 - ◆ Technical assistance
 - ◆ Improve communications
 - ◆ Weekend work
 - ◆ Ensuring LAHSA's executive team has the depth, resources, and support to operate an organization of the size and complexity of LAHSA

- Primary components
 - Require (CH, SD add) data ***sharing***
 - ◆ HMIS access
 - ◆ Between County departments
 - ◆ Between cities, County, and LAHSA (VS add)
 - Establish/implement quality standards for data reporting and standards of sharing to the extent compliant with law (WG add)
 - Define and implement ***metrics of success*** and tools for accountability (BS add)
 - Develop formulas for ***tracking***—
 - ◆ Measure H funds by County Department at city-by-city level
 - ◆ Use of all funds systemwide
 - ◆ Metrics through an equity lens

- Primary components
 - County to support “Centering” forum
 - Decisionmakers to convene
 - Intended to (SD add)—
 - ◆ Drive reforms requiring urgency
 - ◆ Discuss issues of common interest
 - ◆ Facilitate data development and sharing

Potential Recommendations/Options: Governance Models





Reserve Slides

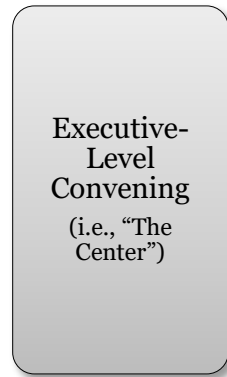
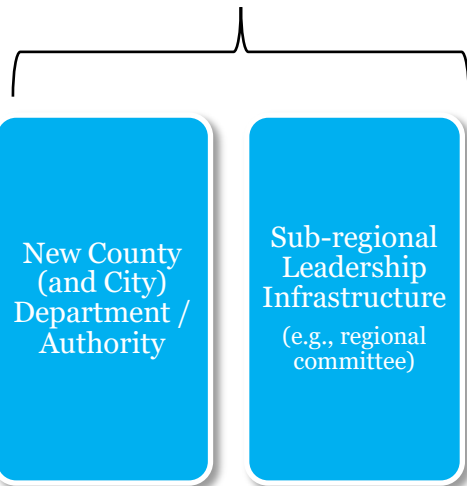


Themes & Building Blocks

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Themes

- Filling system voids
- Simplification/streamlining
- Governance/accountability
- Local innovation + regional strengths
- Transparency and access to data
- Diversity, equity, and inclusion
- Voice of lived experience

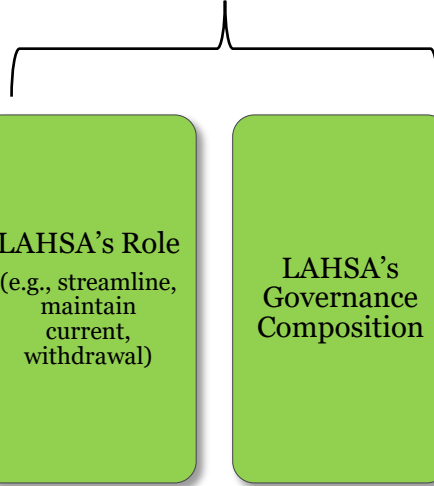


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- Simplification/streamlining
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- Transparency and access to data



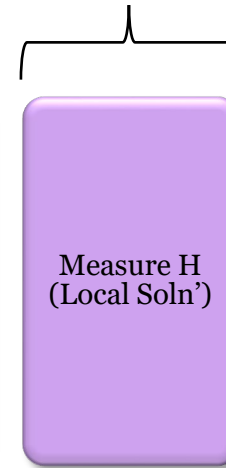
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- Simplification/streamlining
- Governance/accountability
- Local innovation + regional strengths



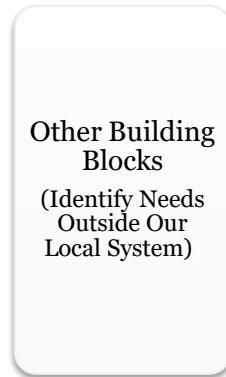
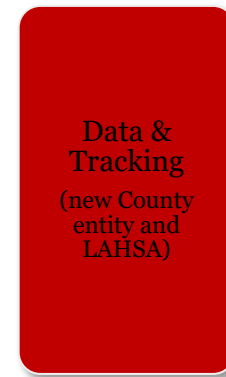
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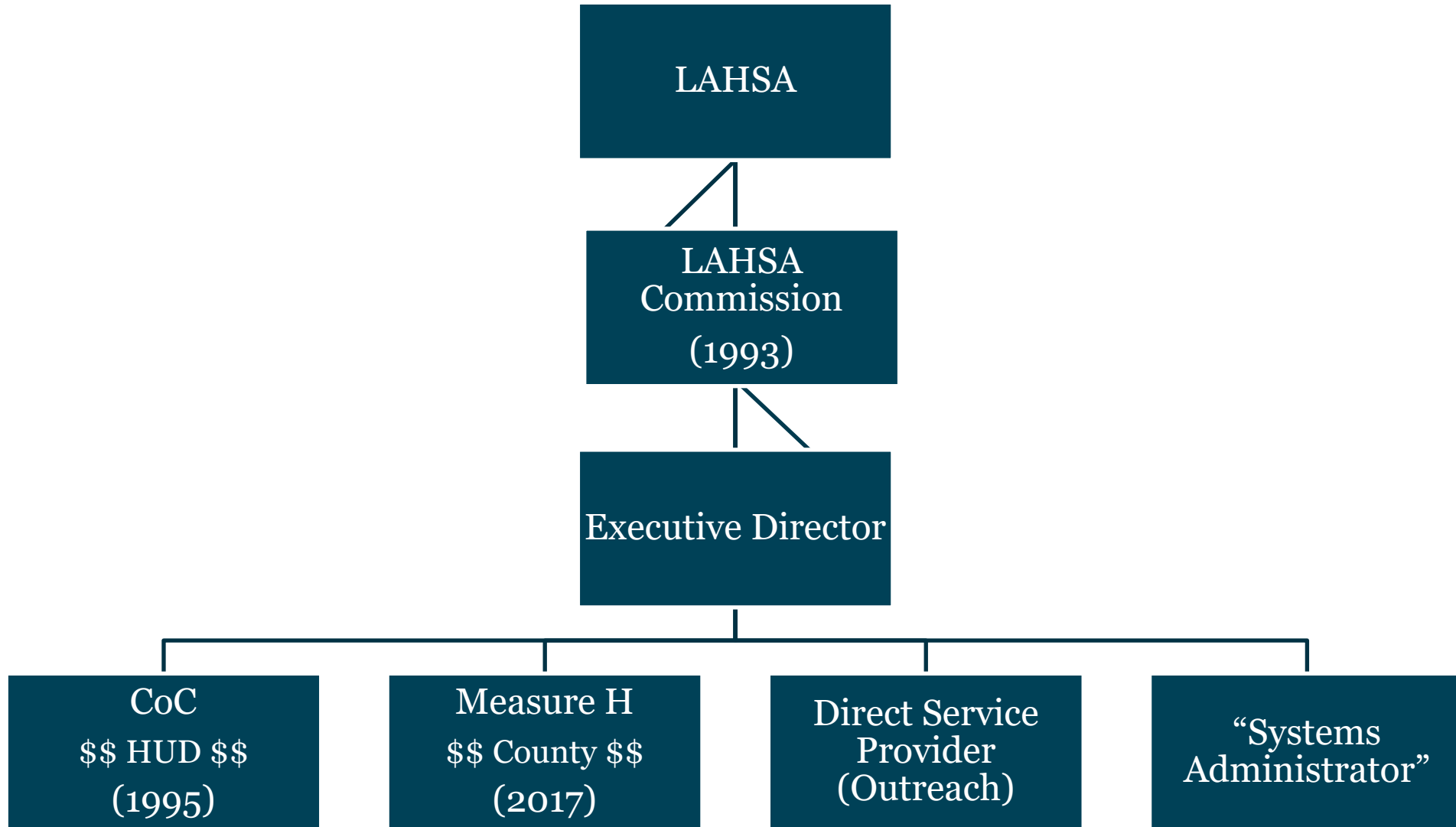


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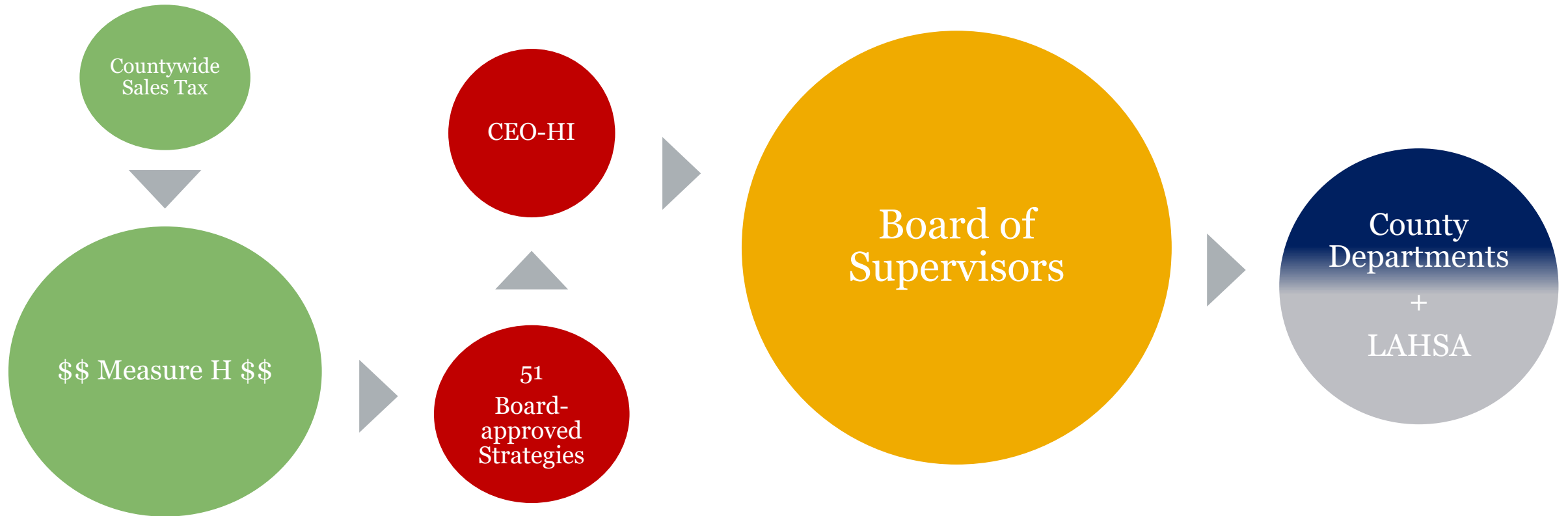
Background





Measure H Funds Flow

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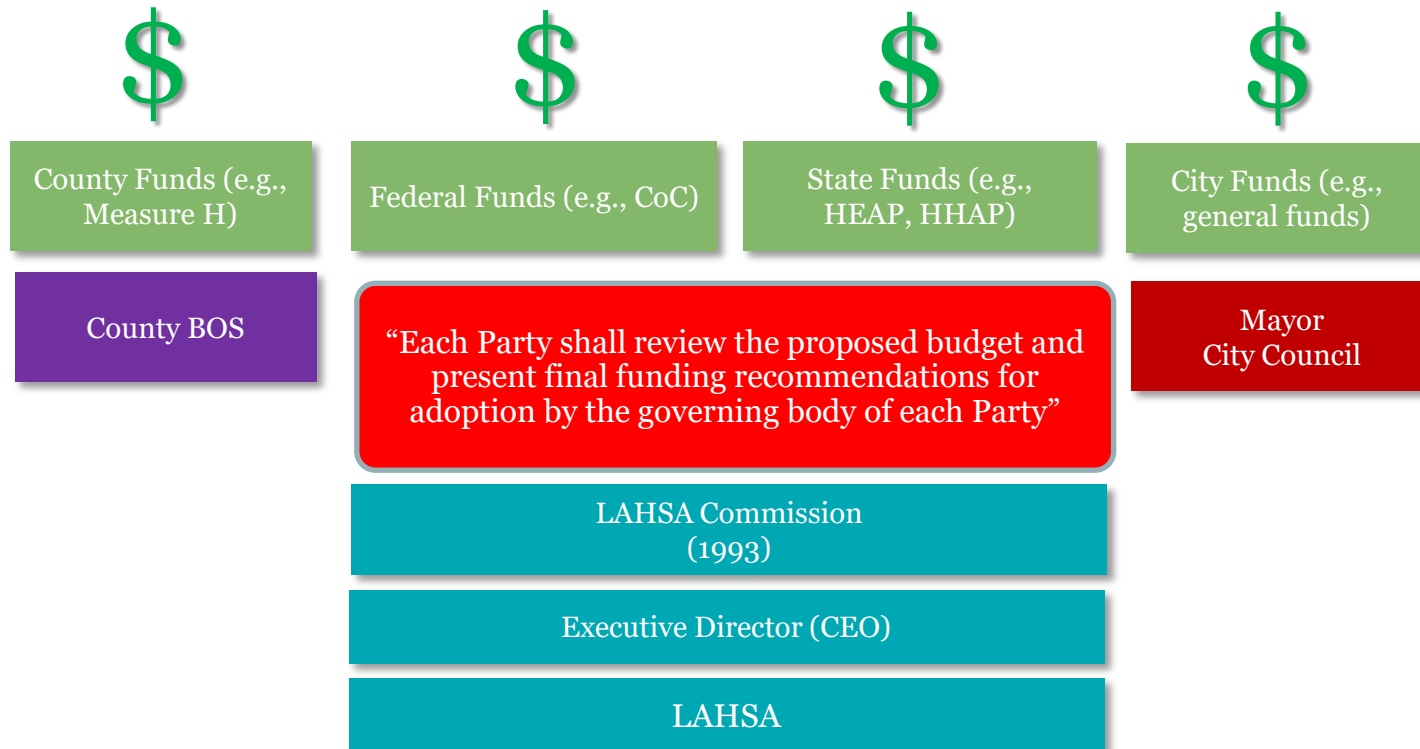




LAHSA Conundrum + System Void

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LAHSA Conundrum



System Void

No County Lead Entity Responsible for Homelessness Services

No City of L.A. Lead Entity Responsible for Homelessness Services

Recommendations & Options

Key concerns

1. Urgency needed

•The region is in crisis, but the system serving persons experiencing homelessness is not designed or resourced to operate in crisis mode.

2. Need for Flexibility and Nimbleness

•There are many ways into homelessness, and there needs to be many ways out.

3. Diversity, Equity, and Inclusion

•Decision-makers must do more than just talk about diversity, equity, and inclusion.

4. System Voids (No City or County Lead Entities)

•There is no County or City department or authority exclusively responsible for leading on homelessness.

5. Measure H – Local Solutions

•Not enough is being done with Measure H—our region’s local sales tax that generates monies for homeless service delivery—to spur local innovation and utilize local government as a tool to serve persons experiencing homelessness.

6. LAHSA “Conundrum”: LAHSA’s Authority, or Lack Thereof

•LAHSA is flawed, perhaps by design. Material governance decisions are made outside of LAHSA.

7. What should be the role of LAHSA?

•Driven by an influx of funds, LAHSA’s core functions expanded beyond its organizational capacity, and it struggles to meet demand. Given this, LAHSA’s role should ultimately dictate how the organization is to be governed.

8. LAHSA’s Internal Governance Challenges

•There are too many governing bodies within LAHSA (e.g., LAHSA Commission, COC Board, CES Policy Council) without clear lines of authority as to final decision-making.

9. Operational Challenges Within LAHSA

•The many people interviewed or who presented to the Commission take issue with (i) whether LAHSA is ensuring that its executive team has the depth, resources, and support to operate an organization of its size and complexity, (ii) the lack of strong relationships with cities outside the City of Los Angeles, (iii) ad hoc or counterproductive outreach practices, and (iv) contracting practices.

10. Data collection, access and sharing

•Decision-making systemwide must be more data driven.

11. Ineffective communications

•While no government entity is perfect, cities, COGs, unincorporated areas, service providers, and members of the public perceive LAHSA as ineffective communicators and severely lacking in “customer service.”

12. Lack of Capacity Building

•The current system does not do enough to support small providers, which discourages capacity building.

13. Coordinated Entry System Policy Council

•The Coordinated Entry System ("CES") Policy Council, the body within our system that determines policies for services and bed prioritization, is making important decisions that impact our system, yet many do not even know it exists, and its members and the public do not know the full scope of its authority.

- Urgency
- Building Trust
- Diversity, equity, and inclusion
- Voice of lived experience
- Filling system voids
- Local innovation + regional strengths
- Simplification/streamlining
- Governance/accountability
- Transparency and access to data

Summary of Proposed Recommendations/Options

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1. Create New Governance Infrastructure Within the County

- Identify New County Leader and Create Entity with Responsible Charge over Homelessness
- Establish Inter-County Workgroups
- Establish Subregional Leadership Infrastructure

2. Measure H / Local Solutions

- Establish a “local solutions” fund within Measure H using an algorithm or funded at an amount to be defined by the Board

3a. Options for LAHSA’s Role and Accompanying Governance: Option A (“Streamlined LAHSA”)

- Role: LAHSA Returns to Its Pre-Measure H Role with a Renewed Focus as CoC Lead; Board Considers Reallocation of Measure H Funds Between New County Entity and LAHSA
- Governance: Maintain the current number of seats (10) on the LAHSA Commission but change who sits in them (e.g., County department heads, those with lived experience, COGs)

3b. Options for LAHSA’s Role and Accompanying Governance: Option B (“Current LAHSA”)

- Role: Give LAHSA the Tools It Needs to “Wear Many Hats” as CoC Lead, Measure H Administrator, Service Provider, and “Systems Administrator” (e.g., relinquish to LAHSA final decision-making currently exercised by County and City)
- Governance: Add Seats to LAHSA Commission to Create a Regional Panel of Elected Officials (e.g., Metro-style composition)

3c. Options for LAHSA’s Role and Accompanying Governance: Option C (“Dissolve LAHSA”)

- Role: No LAHSA (i.e., per Board Motion, explore withdrawal from LAHSA Joint Powers Agreement)
- Governance: New CoC Lead(s) (two- to four-year process)

4. Options for Continuum of Care Governance (“Modify CoC Leadership”)

- Option A: Collapse LAHSA Commission, CoC Board, and CES Policy Council into One Board
- Option B: Appoint County Department Heads to CES Policy Council

5. Recommendations to Improve LAHSA’s Operations

- Option A: Define Decision-Making Responsibilities Between the LAHSA Commission and LAHSA Executive Director
- Option B: Embed Ops Team to Improve LAHSA’s Operations

6. Data and Metrics

- Improve Access to, Sharing of, and Tracking of Data and Define Success

7. Executive-Level Action Team

- Create a Forum for Executive-Level Action Team

Immediate Recommendations/Options

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1. Create New Governance Infrastructure Within the County

- New County Leader and Entity with Responsible Charge over Homelessness
- Inter-County Workgroups
- Subregional Leadership Infrastructure

2. Measure H / Local Solutions

- Establish a “local solutions” fund within Measure H using an algorithm or funded at an amount to be defined by the Board

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7. Executive-Level Action Team

- Create a Forum for Executive-Level Action Team

Medium-Term Recommendations/Options

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3a. Options for LAHSA's Role and Accompanying Governance: Option A ("Streamlined LAHSA")

- Role: LAHSA Returns to Its Pre-Measure H Role with a Renewed Focus as CoC Lead; Board Considers Reallocation of Measure H Funds Between New County Entity and LAHSA

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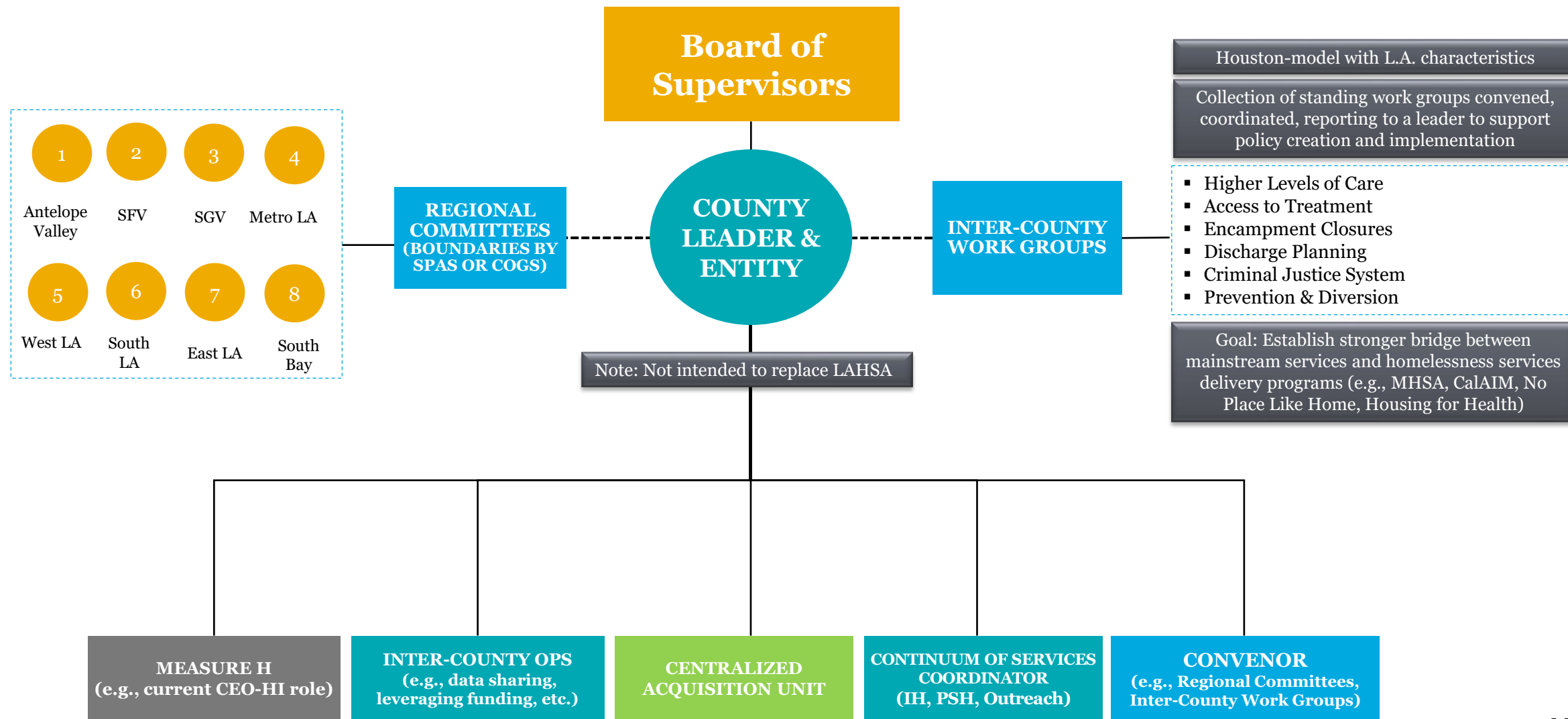
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County Leader & Entity

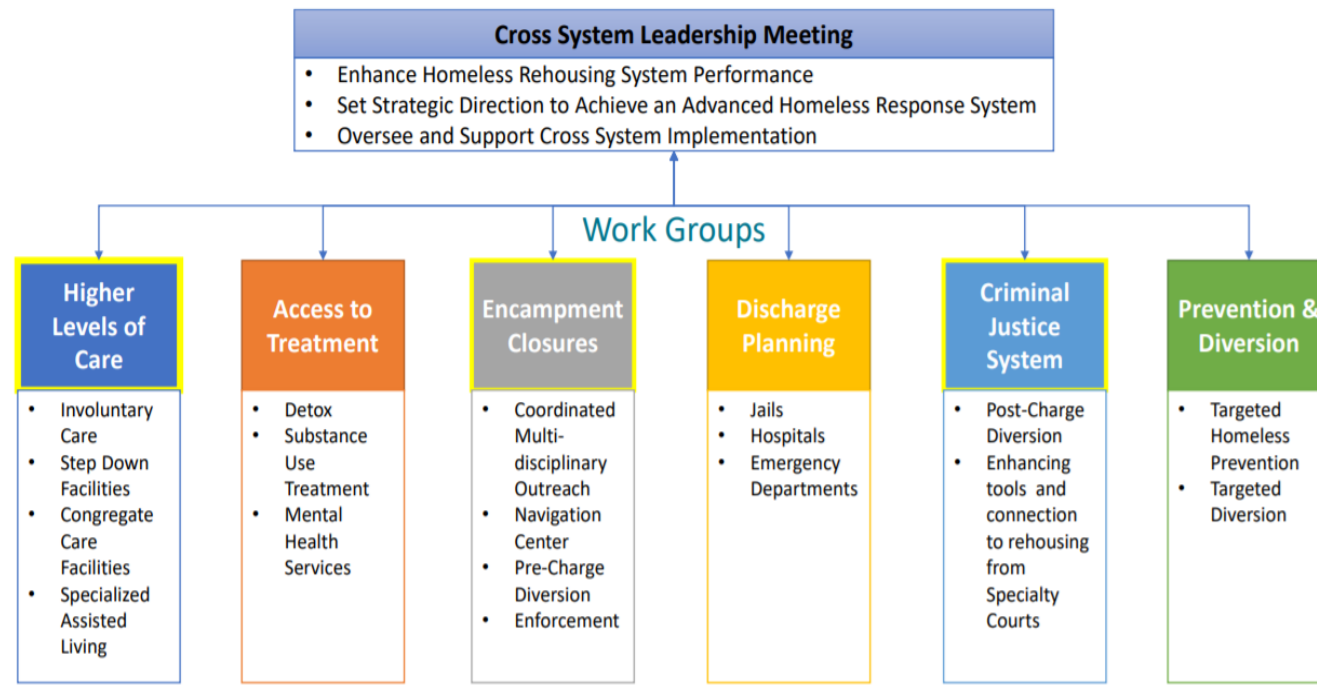


Potential Recommendation: County Leader & Entity

- Themes**
- **Filling system voids**
 - Simplification/streamlining
 - Governance/accountability
 - Local innovation + regional strengths
 - Transparency and access to data
 - **Diversity, equity, and inclusion**
 - **Voice of lived experience**



Goal - Create a Structure to Support Cross System Partnerships to Effectively End Homelessness

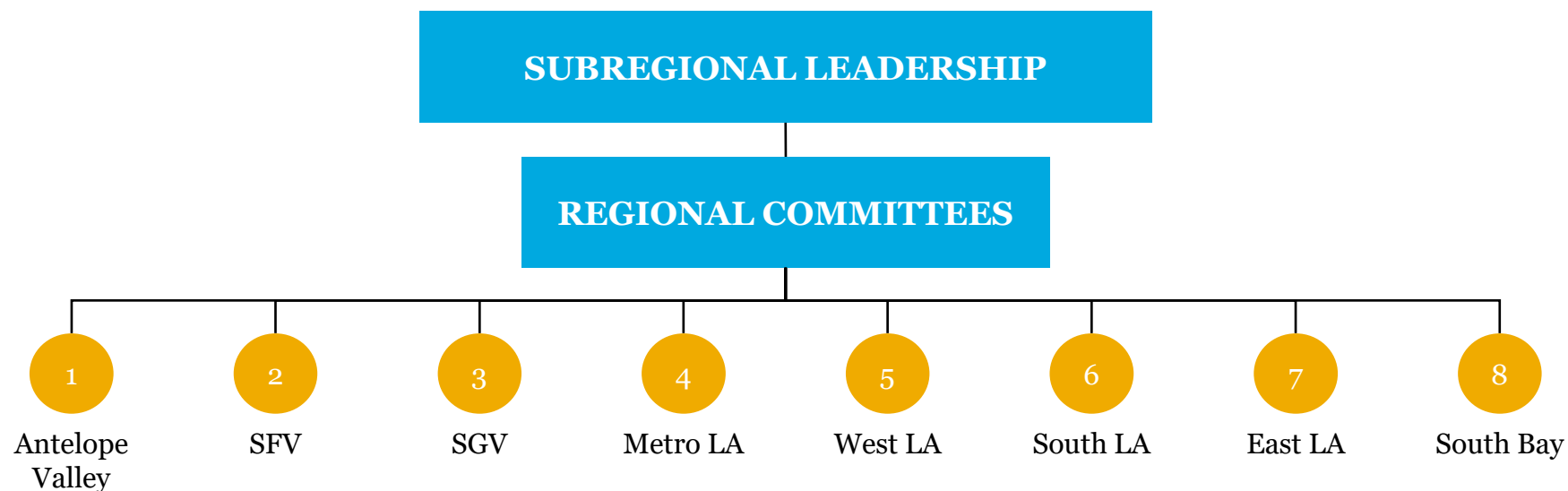




Potential Recommendation: Subregional Leadership

Themes

- Filling system voids
- Simplification/streamlining
- Governance/accountability
- Local innovation + regional strengths
- Transparency and access to data



Issues to Consider

- Governance determined at discretion of the region
- Boundaries determined by SPA or COG
- Authorize some level of funding discretion
- Forum for input re: Measure H funding recommendations
- Forum for input re: CoC-related matters

Measure H / Local Solutions

Measure H (Potential Standalone Recommendation)

Concerns

- Measure H does not include a “local return”
- COG “Innovation Funding”
 - FY 2019-20 (\$6 million)
 - FY 2021-22 (\$5 million)
 - FY 2022-23 (\$10 million) (proposed)
- Homeless Plan Implementation Grant
 - FY 2018-19 (\$9 million)
 - FY 2021-22 (\$1 million)

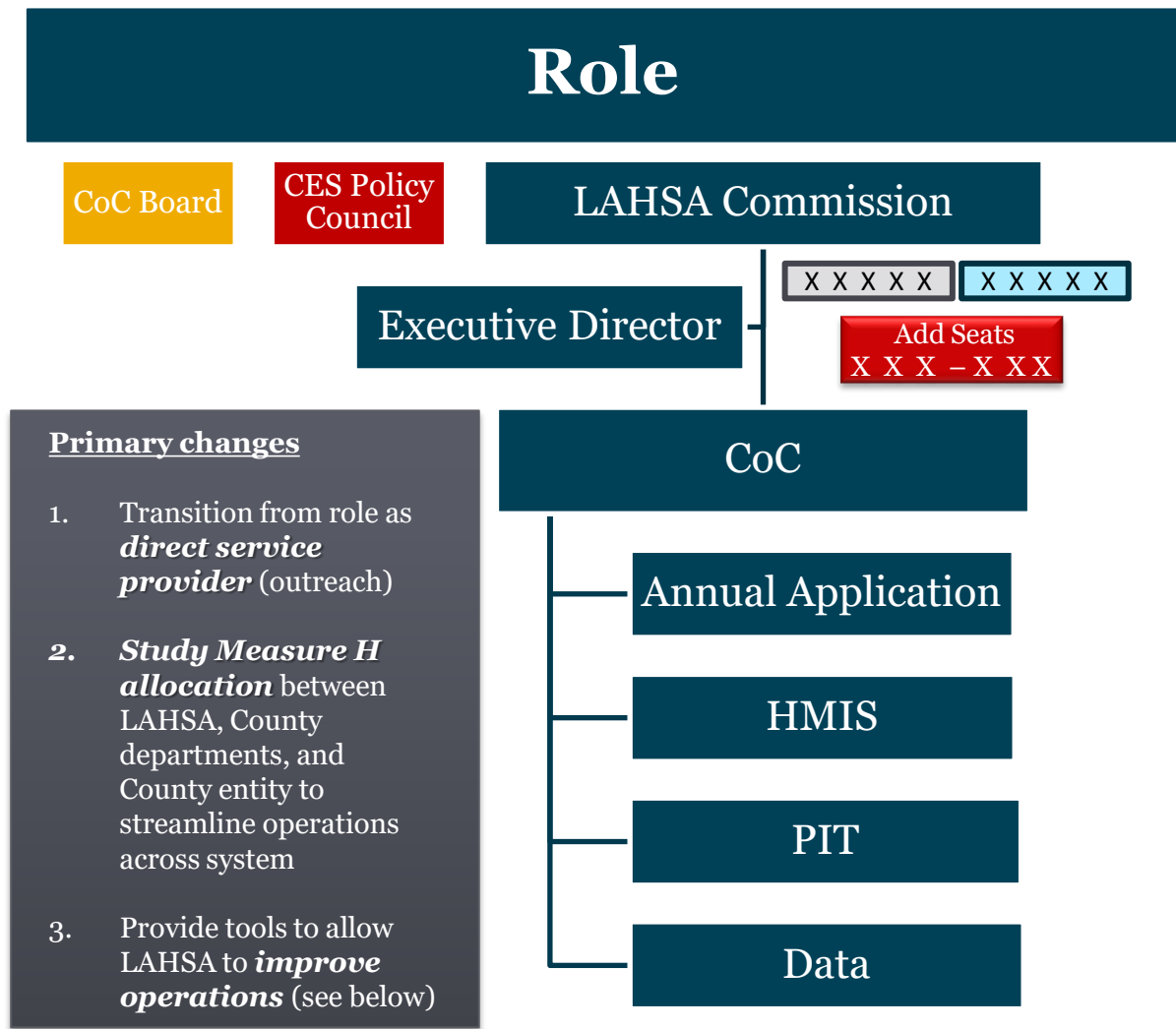
Proposals

- “**Local solutions**” Fund
 - **Identify monies** available to fund an ongoing (i.e., **multi-year**) initiative at levels greater than existing local programs
 - ◆ Amounts to be determined by Board
 - **Establish new opportunities** for the disbursement of local initiative fund
 - Make available to jurisdictions willing to provide **in-kind or matching contributions** for the development of service programs and housing

LAHSA



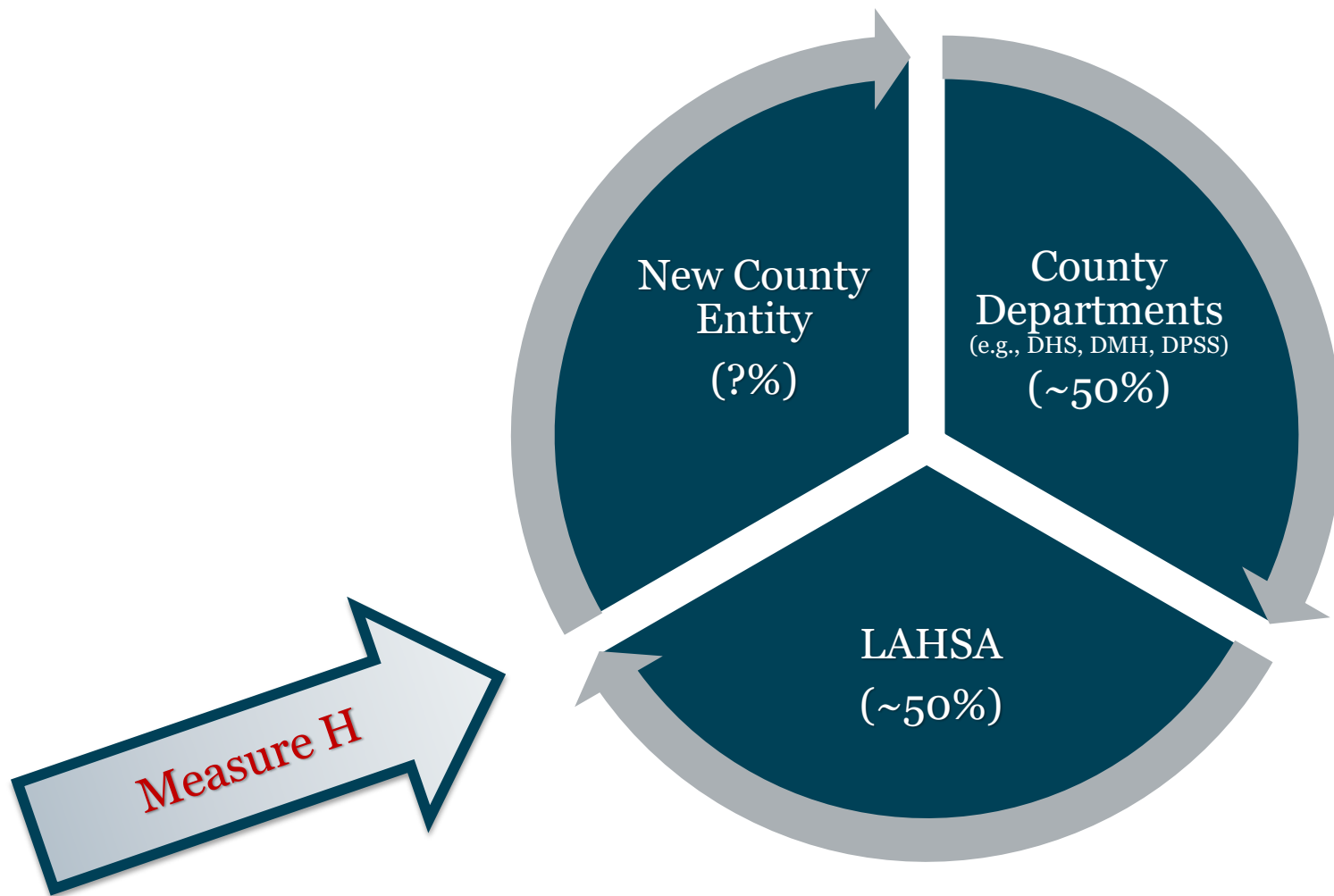
Potential Recommendation/Option: Streamlined LAHSA



Governance	
Maintain number of seats (10) on LAHSA Commission but change who sits on them (e.g., department heads, lived experience representative, COG representative) [Potential immediate action prior to LAHSA Commission-CoC Board-CES Policy Council consolidation]	Appoint County Dept. Heads to CES Policy Council (See below) [Potential immediate action prior to LAHSA Commission-CoC Board-CES Policy Council consolidation]
Green: No JPA/CoC Amendment Required	
Red: JPA/CoC Amendment Required	

Potential Recommendation/Option: Study Sharing of Measure H

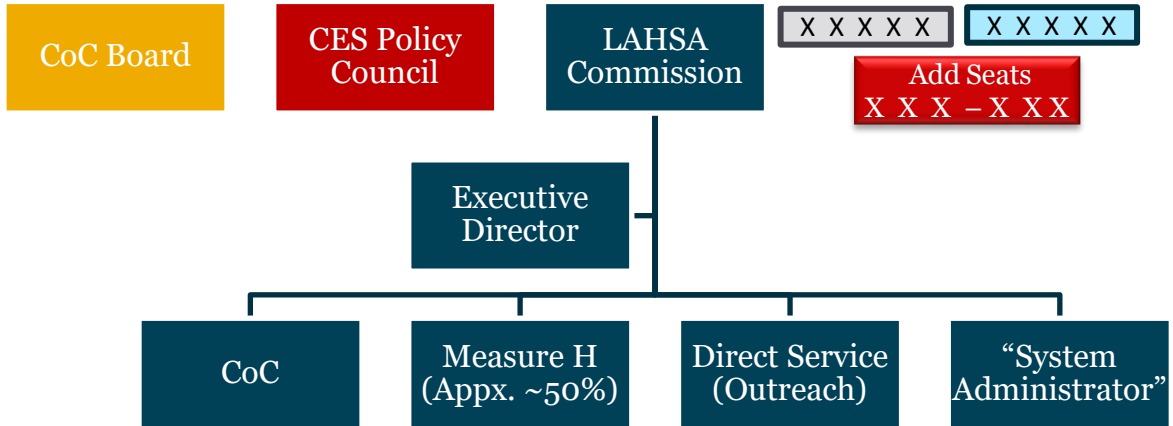
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Potential Recommendation/Option: Current LAHSA

Current Role



Primary changes

1. City and County **cede authority over funding** and related policy
2. Provide tools to allow LAHSA to **improve operations** (see below)
3. Expand **LAHSA Commission** (e.g., add seats)

Governance

Add Seats LAHSA Commission to Create a Panel of Regional Elected Officials (e.g., Metro-style composition)	Appoint County Dept. Heads to CES Policy Council (See below) [Potential immediate action prior to LAHSA Commission-CoC Board-CES Policy Council consolidation]

Green: No JPA/CoC Amendment Required

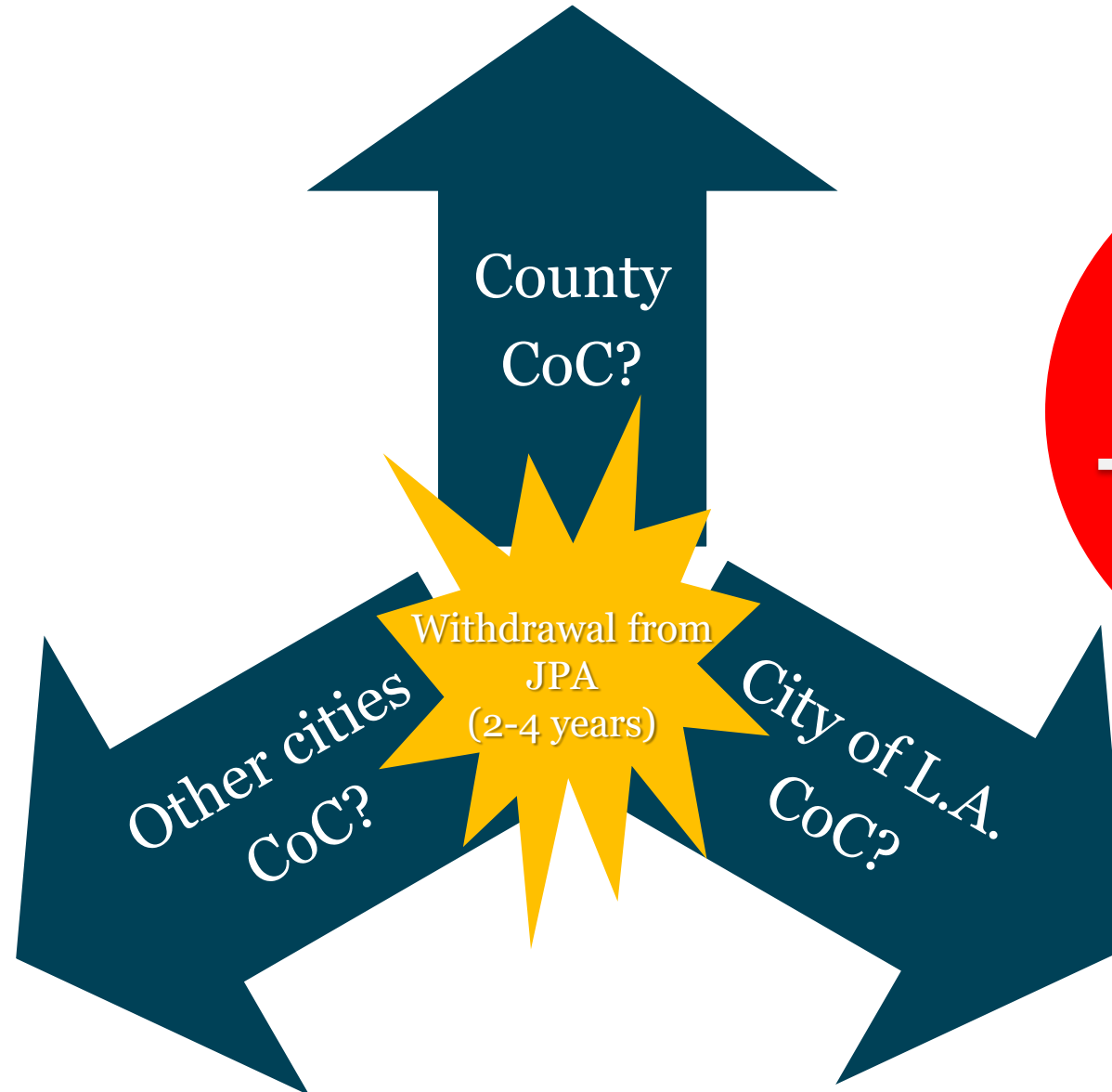
Red: JPA/CoC Amendment Required



Potential Recommendation/Option: Withdrawal from JPA

Issues to address

- New CoC lead or new CoCs (e.g., County CoC, City CoC, other cities CoC)
- Division of property and other assets
- Sharing of HMIS
- Prevent or mitigate loss of federal and state funds
- Other?



**Federal CoC
Program Funds =
Appx. \$150 million**

of CoCs



Other Options re Improvements (Potential Standalone Recommendations)

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Lines of Authority

Develop *specific, pragmatic policies* to define decision-making responsibilities.

Ops Team

Import “Ops team” to improve LAHSA’s operations for a period of time (e.g., management audit, contracting, improving communications, weekend work). Team could also support the acceleration of audit-based reform.

Executive Team

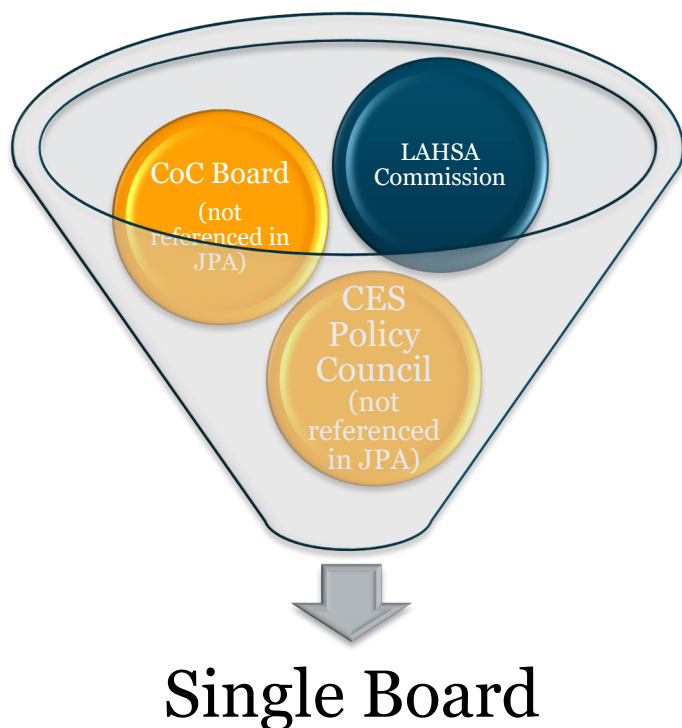
Ensure executive-level team has the depth, resources, and support *to operate an organization of the size and complexity of LAHSA* (e.g., annual budget over \$700+ million with over 600 person staff).

CoC

Potential Recommendation: Collapse Bodies into Single Board

Themes

- Simplification/streamlining
- Governance/accountability
- Local innovation + regional strengths



Actions Needed	<ol style="list-style-type: none">1. Majority vote (e.g., six of ten members) of LAHSA Commission2. Amendment of the LAHSA JPA and CoC Charter may be required
Summary of Pros	<ul style="list-style-type: none">• Consolidation of the LAHSA Commission, CoC Board, and CES Policy Council may streamline operations and avoid confusion over who has final decision-making authority.
Summary of Cons	<ul style="list-style-type: none">• JPA and CoC amendments may be required so consolidating multiple governance boards cannot occur immediately and the timeline is unknown.
Other	<ul style="list-style-type: none">• Would result in the consolidation of authority; stakeholders would need to address issues of regional equity and fair representation.• To initiate action, a majority of the LAHSA Commission would need to agree, requiring at least one City-appointed LAHSA commissioner to agree to consolidate.• Any amendment to the LAHSA JPA and/or CoC Charter could be time-consuming and require the approval of the City, County, other cities, and HUD, with no certainty as to what the final result might be.• To change the CoC Charter, a majority of the “representative membership” of the CoC, which could include some number up to 55 distinct stakeholders, would need to reach an agreement.



Potential Recommendation: Dept. Heads on CES Policy Council

Themes

- Simplification/streamlining
- Governance/accountability
- Local innovation + regional strengths

	Seat (by Stakeholder Group)	Representatives Selected by Stakeholder Group*
CES Housing Service Provider	CES Lead Agency, Adult	Hazel Lopez, The People Concern
	CES Lead Agency, Families	Kris Freed, LA Family Housing
	CES Lead Agency, Youth	Samuel Gonzalez, Hathaway-Sycamores
	Non-Lead CES Agency	Chris Contreras, Brilliant Corners <i>selected by Los Angeles Regional Homelessness Advisory Council</i>
	Non-Lead CES Agency	Michael Graff-Weisner, Chrysalis <i>selected by Los Angeles Regional Homelessness Advisory Council</i>
	Non-Lead CES Agency	Amy Turk, Downtown Women's Center <i>selected by Los Angeles Regional Homelessness Advisory Council</i>
Continuum of Care	Glendale Continuum of Care	Arsine Isayan, City of Glendale
	Long Beach Continuum of Care	Vacant
	Los Angeles Continuum of Care	Nathaniel VerGow, LAHSA
	Pasadena Continuum of Care	Jennifer O'Reilly-Jones, City of Pasadena

Lived Experience	Lived Experience Advisory Board	Gloria Johnson
	Homeless Youth Forum of Los Angeles	Vacant
Public Agency	LA County Department of Child and Family Services	Gail Winston
	LA County Department of Health Services	Sarah Mahin
	LA County Department of Mental Health	Maria Funk
	LA County Department of Public Social Services	Lisa Hayes
	LA Housing Department	Ann Sewill
	U.S. Department of Veterans Affairs	Matthew McGahran
Public Housing Authority	LA County Development Authority	Myk'I Williams
	Housing Authority of the City of LA	Miriam Aquino
	Public Housing Authority Community	Donyielle Holley, City of Pomona

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Other Partners	Domestic Violence Community	Carielle Escalante, Rainbow Services <i>selected by the City of Los Angeles Domestic Violence Alliance</i>
	Housing Developer Community	Maria Brown, PATH Ventures
	Philanthropy	Andrea Ilouliau, Hilton Foundation <i>selected by Funders Together to End Homelessness</i>
	United Way, Home for Good	Carter Hewgley

*All stakeholder groups select their respective representatives through an appointment or voting process.

Executive Level Action Team



Potential Recommendation: Executive-Level Action Team

Themes

- Filling system voids
- Simplification/streamlining
- Governance/accountability
- Local innovation + regional strengths
- **Diversity, equity, and inclusion**
- **Voice of lived experience**



Team of Decisionmakers

- City, County, Other Cities, State (e.g., Mayor, Council President, BOS Chair, BOS Member, Chair Appointee, COG appointee(s), representative of Governor)



Advisory Committee

- E.g. LAHSA, HCID, DMH, DHS, new County leader, CEO-ARDI, lived experience, service providers, philanthropy, academia, business community, education system



Forum

- Convened by third party non-profit, County leader, City, or State



Focus on common interests relating to:

- Urgency
- Policy
- Funding
- Operations
- Diversity, Equity, Inclusion
- “Fair Share”



Board could direct County to negotiate and enter MOU with City of L.A. and other stakeholders concerning formal meeting schedule



**Executive-Level
Action Team**

Data and Metrics

Data and Metrics (Potential Standalone Recommendation)

Themes

- Filling system voids
- Simplification/streamlining
- Governance/accountability
- **Transparency and access to data**

Proposals

Increase	Increase <i>access</i> to data
Adopt	Adopt policies to <i>enhance and require data sharing</i> and breaking down barriers to data sharing
Define	Define <i>metrics of “success”</i> of Measure H-funded programs
Develop	Develop <i>formulas for tracking</i> <ul style="list-style-type: none"> • Collection/spending Measure H funds by department at city-by-city level • Collection and spending of all funds on a systemwide funding to determine where received funds are spent



Transition

1. Pursuant to July 27, 2021 Board Motion establishing BRCH, ***BRCH votes*** recommendations or options (could vote for each individually and/or as a slate) and passes to Board for consideration and action
2. Upon receipt of BRCH recommendations/options, ***Board may consider taking action on some or all*** recommendations/options
3. If action taken, ***Board would direct necessary County entities to report back*** to Board on steps necessary to create, study, or implement recommendations/options, including staffing and funding projections
4. Upon receipt of report-back, ***Board could take action to implement*** recommendations/options