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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

March 9, 2016

To: Supervisor Hilda L. Solis, Chair
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: Sachi A. Hamai
Chief Executive Officer

Board of Supervisors
HILDA L. SOLIS
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MARK RIDLEY-THOMAS
Second District

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REVENUE OPTIONS TO ADDRESS HOMELESSNESS CRISIS IN LOS ANGELES COUNTY (ITEM NO. 14, AGENDA OF FEBRUARY 23, 2016)

In response to the current homelessness crisis which pervades Los Angeles County, the County launched the Homeless Initiative on August 17, 2015, a multi-department effort to develop a comprehensive set of recommended County strategies to reduce homelessness. An inclusive, collaborative planning process brought together 25 County departments, 30 cities, and over 100 community organizations in 18 policy summits, followed by a 500-person community meeting to discuss the draft strategies and written comments from over 200 organizations and individuals.

On February 9, 2016, the Board unanimously approved the Homeless Initiative's coordinated set of 47 recommended strategies, and allocated \$99.7 million in one-time funding to support the initial implementation of the approved strategies. At the same time, the Board acknowledged the need for ongoing revenue to sustain the approved strategies and directed the CEO to collaborate with the Board to explore potential sources of ongoing revenue.

On February 23, 2016, the Board of Supervisors instructed the Chief Executive Office (CEO) to explore options to increase revenues dedicated specifically to address Los Angeles County's homeless crisis, such as a Mental Health Services Act-like proposal and report back to the Board in 30 days or less; conduct polling and research activities to inform the Board as to the optimum timing of when the various options, if authorized, should be submitted for voter approval and how it should be crafted to ensure efficacy, transparency, accountability and the highest likelihood of passage; and to further clarify the full impacts that are being considered for the November 2016 ballot and take into consideration Local and State Initiatives including the potential 2016 Transportation Measure known as R2, the potential park measure and any additional local measures; and instructed the Chief Executive Officer, the Director of Health Services and County Counsel to report back to the Board on the feasibility of placing an initiative on the ballot to expand the services reimbursable under Measure B to include programs for the homeless, thereby not increasing the total tax burden; the authority to utilize

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existing Measure B funds to establish services to prevent avoidable emergency room visits by homeless individuals; and other revenues and funding that may be available without tax increases.

This is an interim report which is focused on the various revenue options. As described below, the CEO is pursuing polling and additional research on various options.

Potential Countywide Revenue Options

The County's authority to raise revenue is defined by State law, and the County's authority to raise revenue countywide (as distinguished from the unincorporated areas) is quite limited. The CEO has consulted extensively with County Counsel regarding legally-available options to generate ongoing revenue to combat homelessness. The CEO and County Counsel have jointly identified the following options:

Parcel Tax – The County could seek voter approval for a parcel tax tied to countywide functions related to homelessness, such as mental health services and General Relief. Such a measure would be analogous to Measure B, the countywide trauma tax. An affirmative vote by at least two-thirds of the electorate would be required for passage.

Redirection of Measure B Revenue – According to the Departments of Health Services (DHS) and Public Health (DPH), all Measure B revenue currently allocated to those departments is needed, and any redirection of Measure B revenue would create a deficit in their budgets. Should the Board wish to pursue a redirection of Measure B revenue, County Counsel would need to determine the legal steps that would be required.

Marijuana Tax – Under the Medical Marijuana legislation enacted in 2015, the County could seek voter approval for a tax on medical marijuana; such a measure could be drafted to also apply to recreational marijuana, in the event that recreational marijuana is legalized in California. This tax would require a simple majority vote of the electorate if it were not specifically tied to homelessness, and a two-thirds vote of the electorate if it were specifically for homelessness. If the tax were not specifically tied to homelessness, the ballot measure could include a non-binding, advisory question asking voters if they believed that the resulting proceeds should be used to combat homelessness.

Transaction and Use Taxes – Subject to voter approval, the County has the option to raise the countywide transaction and use tax. Transaction and Use Taxes ("TUTs") are identical to sales taxes in scope and are collected at the same time as sales taxes. TUTs, whether general or specific, are capped at 2% countywide. Currently, for purposes of this cap, the County levies TUTs totaling 1% countywide. However, cities also have the authority to levy their own TUTs, and several cities in the County have done so. Although all TUTs together are subject to the 2% cap, cities which have levied their own TUTs would not lose that income, but would instead receive the revenue from the countywide TUT that they would have received under their own TUT, in the absence of a new countywide TUT.

Each Supervisor
March 9, 2016
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County Counsel has determined that the County has the authority to seek voter approval of an additional countywide TUT up to 1% without exceeding the 2% cap. This tax would require a simple majority vote of the electorate if it were not specifically tied to homelessness, and a two-thirds vote of the electorate if it were specifically for homelessness. Similar to the Marijuana Tax, if the tax were not specifically tied to homelessness, the ballot measure could include a non-binding, advisory question asking voters if they believed that the resulting proceeds should be used to combat homelessness.

Local Supplement to Mental Health Services Act (MHSA) Tax – The County could seek an amendment to State law which would authorize counties to seek voter approval to impose a local income tax on the same income which is subject to the MHSA tax, i.e. personal income in excess of \$1 million per year. This tax would be specifically to combat homelessness and would not be limited to people with mental health conditions. A simple majority vote of the Legislature would be required to provide this authority to counties. If the Legislature granted this authority and the Board decided to place such an initiative on a countywide ballot, two-thirds approval by the electorate would be required.

If such an amendment were enacted as part of a Budget Trailer Bill or through a regular bill with an urgency clause, it would be effective upon enactment; otherwise, it would be effective on the first January 1 following the date of enactment.

Polling Regarding Potential Revenue Options

In accordance with the Board's instruction on February 23, 2016, we will proceed with polling for the following potential revenue options identified above: parcel tax; marijuana tax; Transaction and Use tax; and local supplement to MHSA tax. This polling will take into consideration the statewide revenue initiatives that may appear on the November 2016 ballot, as well as the potential local 2016 Transportation Measure known as R2 and the potential park measure. We will report back to the Board, as soon as the polling results are available.

If you have any questions or require additional information, please contact Phil Ansell, Director, Homeless Initiative at pansell@ceo.lacounty.gov or 213-974-1752.

SAH:JJ:PA
AO:ef

c: Executive Office, Board of Supervisors
 County Counsel
 Health Services



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SACHI A. HAMAI
Chief Executive Officer

March 30, 2016

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To: Supervisor Hilda L. Solis, Chair
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From: Sachi A. Hamai
Chief Executive Officer

SUPPLEMENT TO MARCH 9, 2016 MEMO REGARDING REVENUE OPTIONS TO ADDRESS HOMELESSNESS CRISIS IN LOS ANGELES COUNTY (ITEM NO. 14, AGENDA OF FEBRUARY 23, 2016)

On March 9, 2016, I submitted the attached memo which identified five potential options for generating ongoing revenue to combat homelessness. That memo did not include the potential amount of revenue that could be generated by each option.

I am now able to provide an estimate of the revenue that could be generated by three of the five identified options:

Revenue Option	Estimated Annual Revenue
Transaction and Use Tax (sales tax)	\$373M (1/4 cent) to \$746M (1/2 cent)
Parcel Tax	\$274 million (Estimate based on Measure B revenue. Actual revenue could be higher or lower, based on the scope and amount of a parcel tax.)
Local High Income Tax (1/2% of personal income above \$1 million/year)	\$243 million

As described in the attached March 9 memo, we are conducting polling to assess the level of potential voter support for the various options and will report back to the Board as soon as the polling results are available.

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March 30, 2016
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If you have any questions or require additional information, please contact Phil Ansell, Director, Homeless Initiative at pansell@ceo.lacounty.gov or 213-974-1752.

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PA:ef

Attachment

c: Executive Office, Board of Supervisors
 County Counsel
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SACHI A. HAMAI
Chief Executive Officer

April 22, 2016

To: Supervisor Hilda L. Solis, Chair
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: Sachi A. Hamai
Chief Executive Officer

A handwritten signature in dark ink, appearing to read "Sachi A. Hamai", is written over the printed name and title.

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POLLING RESULTS FOR POTENTIAL ONGOING REVENUE TO ADDRESS THE HOMELESS CRISIS IN LOS ANGELES COUNTY (ITEM NO. 14, AGENDA OF FEBRUARY 23, 2016)

On February 23, 2016, the Board of Supervisors instructed the Chief Executive Office (CEO) to explore options to increase revenue dedicated specifically to address Los Angeles County's homeless crisis. The Board also directed the CEO to conduct polling and research activities to inform the Board as to the optimum timing of when the various revenue options, if authorized, should be submitted for voter approval and how it should be crafted to ensure efficacy, transparency, accountability and the highest likelihood of passage; and to further clarify the full impacts that are being considered for the November 2016 ballot and take into consideration local and state initiatives and any additional local measures.

On March 9, 2016, the CEO provided an interim report to the Board of Supervisors on the various revenue options and advised the Board that the CEO is pursuing polling and additional research on various options.

The Chief Executive Officer proceeded with polling for the following potential revenue options identified in the March 9 interim report: Parcel Tax; Marijuana Tax; Transaction and Use Tax; and local supplement to Mental Health Services Act Tax. This polling also took into consideration a statewide revenue initiative that may appear on the November 2016 ballot, as well as the potential local 2016 Transportation Measure known as R2 and the potential Park Measure. The results of this polling are set forth in the attached document.

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April 22, 2016
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Please let me know if you have any questions, or your staff may contact Phil Ansell, Director, Homeless Initiative, at pansell@ceo.lacounty.gov or 213-974-1752.

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Attachment

c: Executive Office, Board of Supervisor
County Counsel



Los Angeles County Homelessness Survey

Research Results

Conducted March 29th to April 7th, 2016



David Binder Research

Research Overview - Methodology

- David Binder Research, in consultation with Evitarus Strategic Advisory, conducted 1400 telephone interviews from March 29th-April 7th, 2016.
- Interviews were conducted with likely November 2016, general election voters.
- Respondents were reached on landlines and cellphones.
- Interviews were conducted in English and Spanish.
- Margin of sampling error is $\pm 2.6\%$ at the 95% level of confidence. Margins of sampling error are higher for subgroups.

Research Objectives

The research was designed to assess the following:

- General public attitudes toward the issue of homelessness
- Public support for a potential revenue measure to generate funding for homeless services
- Public attitudes toward potential ballot measure funding mechanisms
- The optimal election timing for ballot placement should a potential measure demonstrate viability given the 2/3rds vote-threshold required for passage of local special-purpose ballot measures
- The interaction between public support for a potential homeless services measure and other measures that may appear on a future ballot

Research Approach: Ballot Measure Interactions Assessment

The research tested interactions across four potential measures:

- A homeless services measure funded by a tax on income above one million dollars *(tested among one-half of the sample – Split Sample A)*
- A homeless services measure funded by a ½ cent sales tax *(tested among one-half of the sample – Split Sample B)*
- A statewide measure to extend Prop 30, a portion of which would continue a personal income tax on upper-income households*
- A Los Angeles County parks and open space measure funded by a parcel tax
- A Los Angeles County transportation measure funded by a ½ cent sales tax

*While the local measures would require 2/3rds majority support for passage, the statewide measure only requires majority support.

Key Research Findings: Homeless Services Ballot Measure

- A ballot measure to provide on-going funding to address Los Angeles County's homeless crisis does appear viable for November 2016.
 - A measure funded by a tax on personal income above one million dollars garners support from 76% percent of voters.
 - A measure funded by a ½ cent sales tax garners support from 68% of voters.
 - A measure funded by a 15% sales tax on marijuana garners support from 66% of voters.
 - A measure funded by a \$49 parcel tax garners support from 47% of voters
- Support for a homeless services measure is lower among March 2017 likely voters.

Key Research Findings: Ballot Measure Interactions

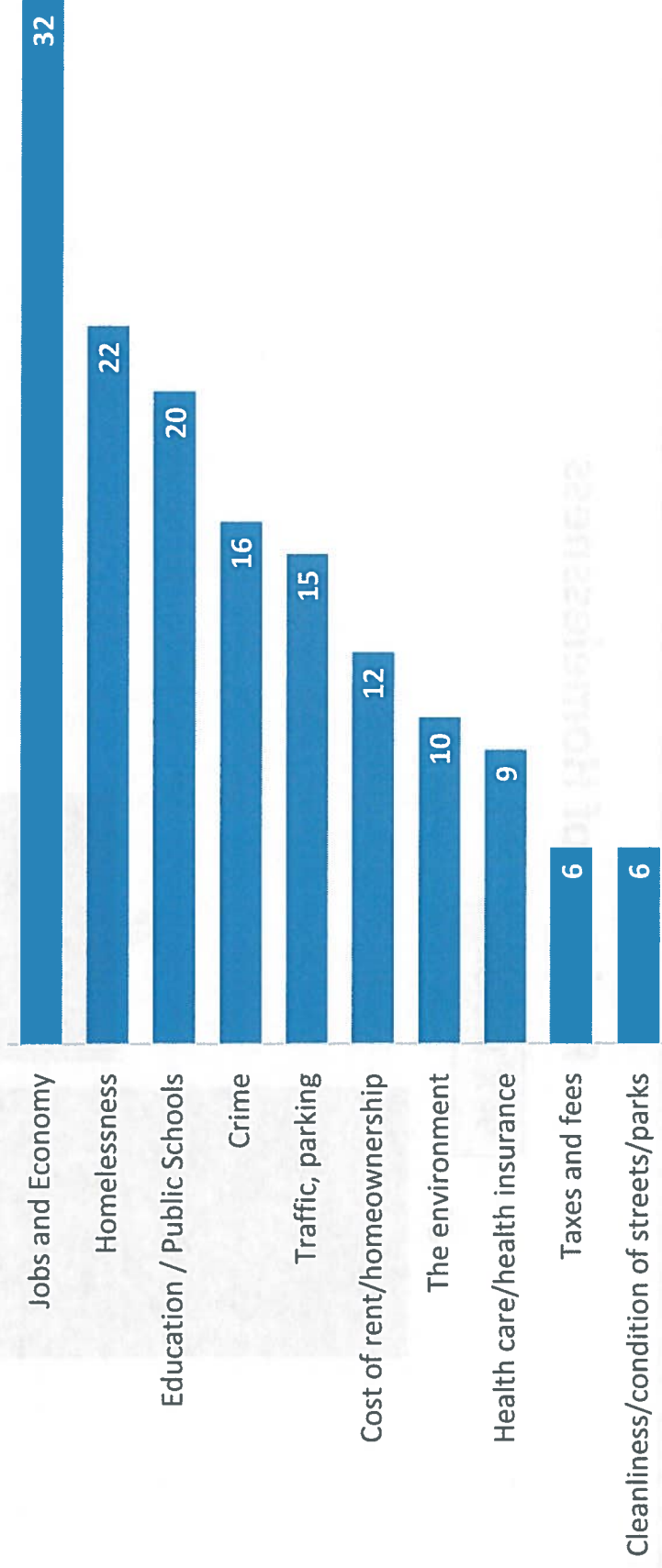
- No apparent interactions emerge from the presence of multiple measures on the ballot.
- A solid majority of voters support the State Prop 30 extension at the top of the ballot, as well as LA County Parks and Traffic measures intermixed with the homeless measure:
 - The California Prop 30 extension is strongly supported in LA County, 64% Yes to 27% No, with 8% undecided.
 - The LA County Parks and Open Space measure garners support among a solid majority of voters, 69% Yes to 24% No, with 7% undecided
 - The LA County Traffic Congestion Relief measure also garners solid majority support, 71% Yes to 25% No, with 4% undecided

When asked about their views of the most important problems facing the County, homelessness is the second most cited problem.

(open-end; responses grouped by category)

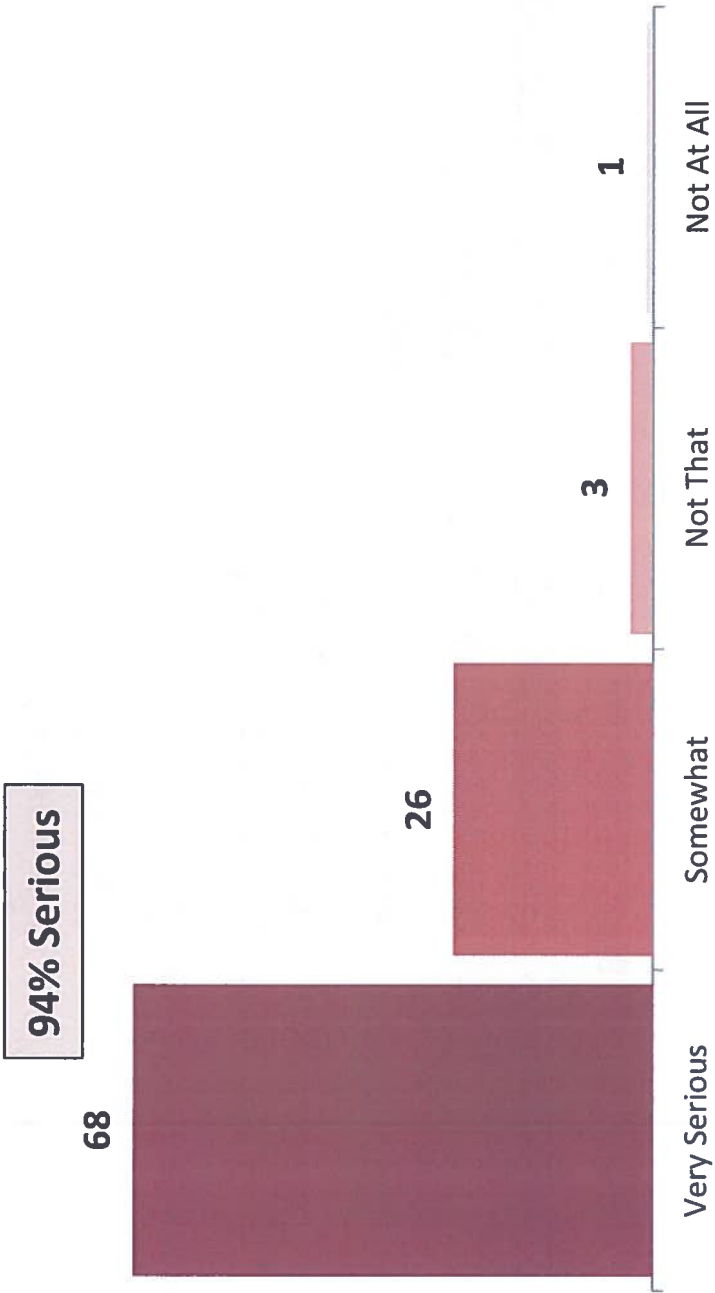
Most Important Problems Facing Los Angeles County

■ Total



When asked specifically about homelessness, nearly all voters identify homelessness as a serious issue, with two-in-three describing it as very serious.

Problem of Homelessness



Q10. How serious of a problem is homelessness in the County of Los Angeles – is it a very serious problem, somewhat serious, not that serious, or not at all serious?



Ballot Measures

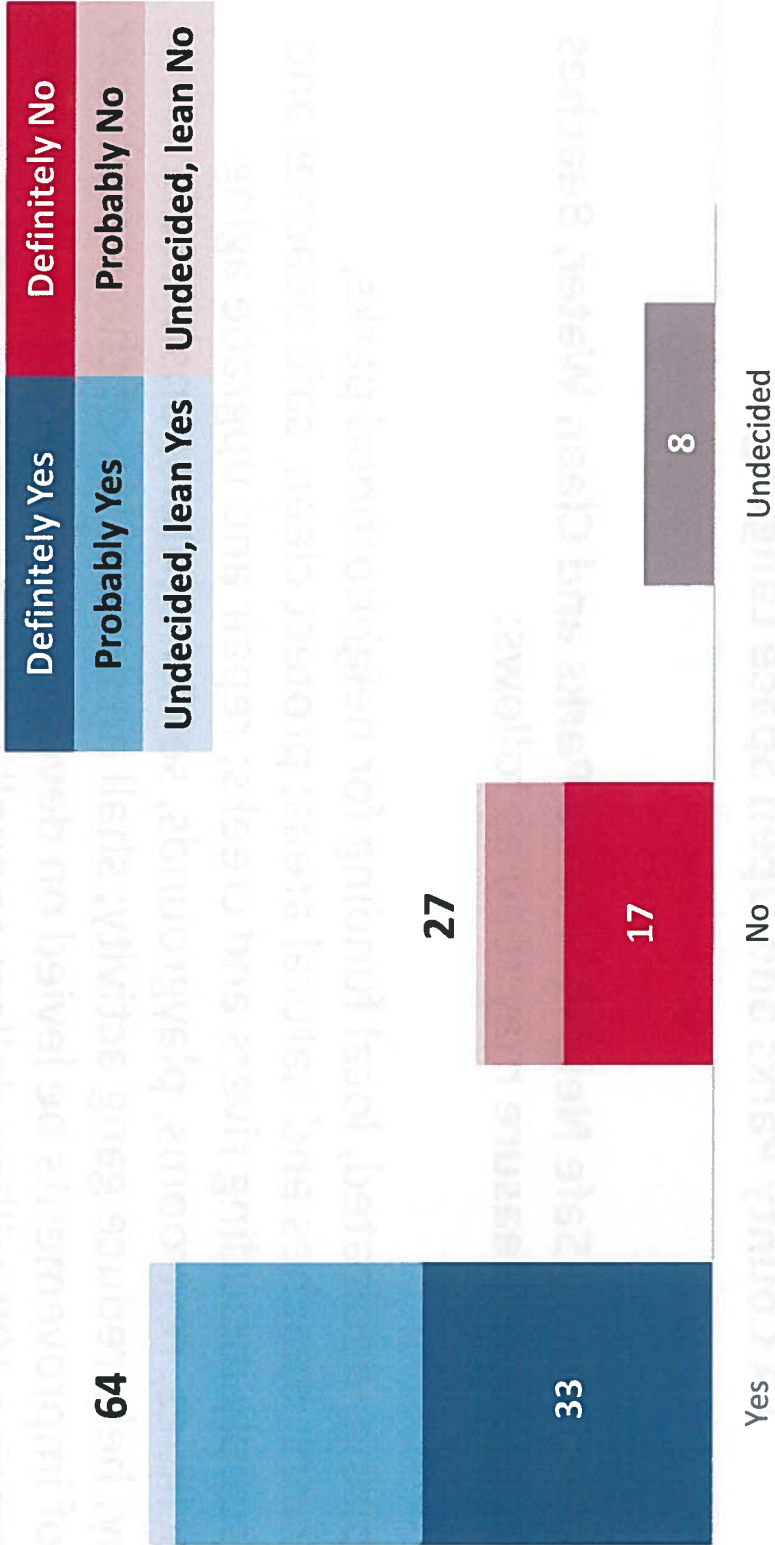
Prop 30 Extension Language

Tax Extension to Fund Education and Healthcare. Initiative Constitutional Amendment may read as follows:

Extends by twelve years the temporary personal income tax increases enacted in 2012 on earnings over \$250,000. Allocates these tax revenues 89% to K-12 schools and 11% to California Community Colleges. Allocates up to \$2 billion per year in certain years for healthcare programs. Bars use of education revenues for administrative costs, but provides local school governing board's discretion to decide, in open meetings and subject to annual audit, how revenues are to be spent.

A strong majority of LA County voters support the state Prop 30 extension.

State Prop 30 Extension



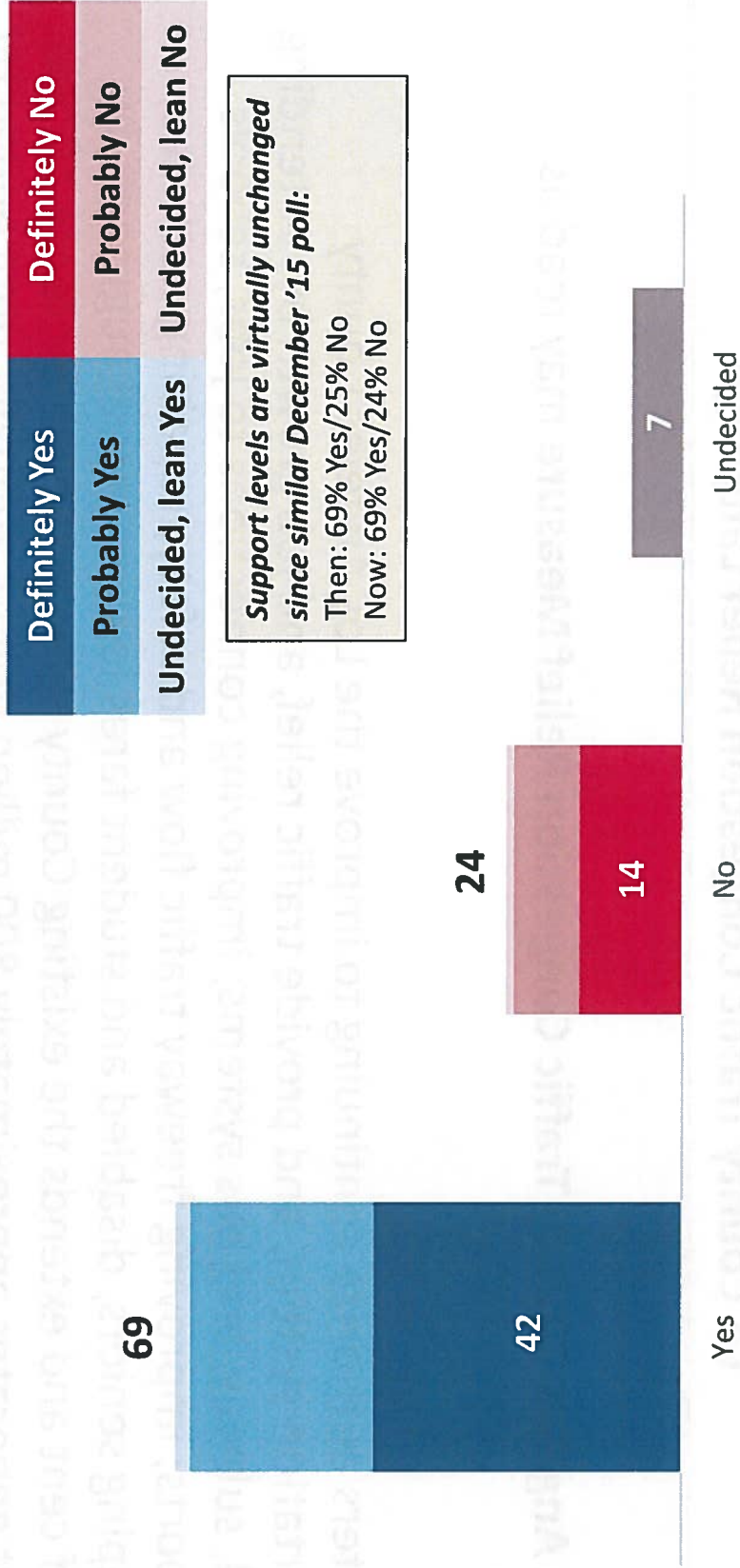
LA County Parks and Open Space Language

The Los Angeles County Safe Neighborhood Parks and Clean Water, Beaches and Rivers Protection Measure may read as follows:

To renew expiring, dedicated, local funding for neighborhood parks, recreation, rivers, beaches and natural areas; protect clean, safe beaches and clean water supply including rivers and creeks; repair and upgrade aging recreation facilities, restrooms, playgrounds, senior centers; ensure safe places to play; help reduce gang activity; shall an annual tax of three cents per square foot of improvements be levied on developed property in Los Angeles County, generating 198 million dollars annually, until ended by voters; with annual audits, citizen oversight, and local control of funds?

Voters broadly support the LA County Parks and Open Space Measure.

LA County Parks and Open Space Measure



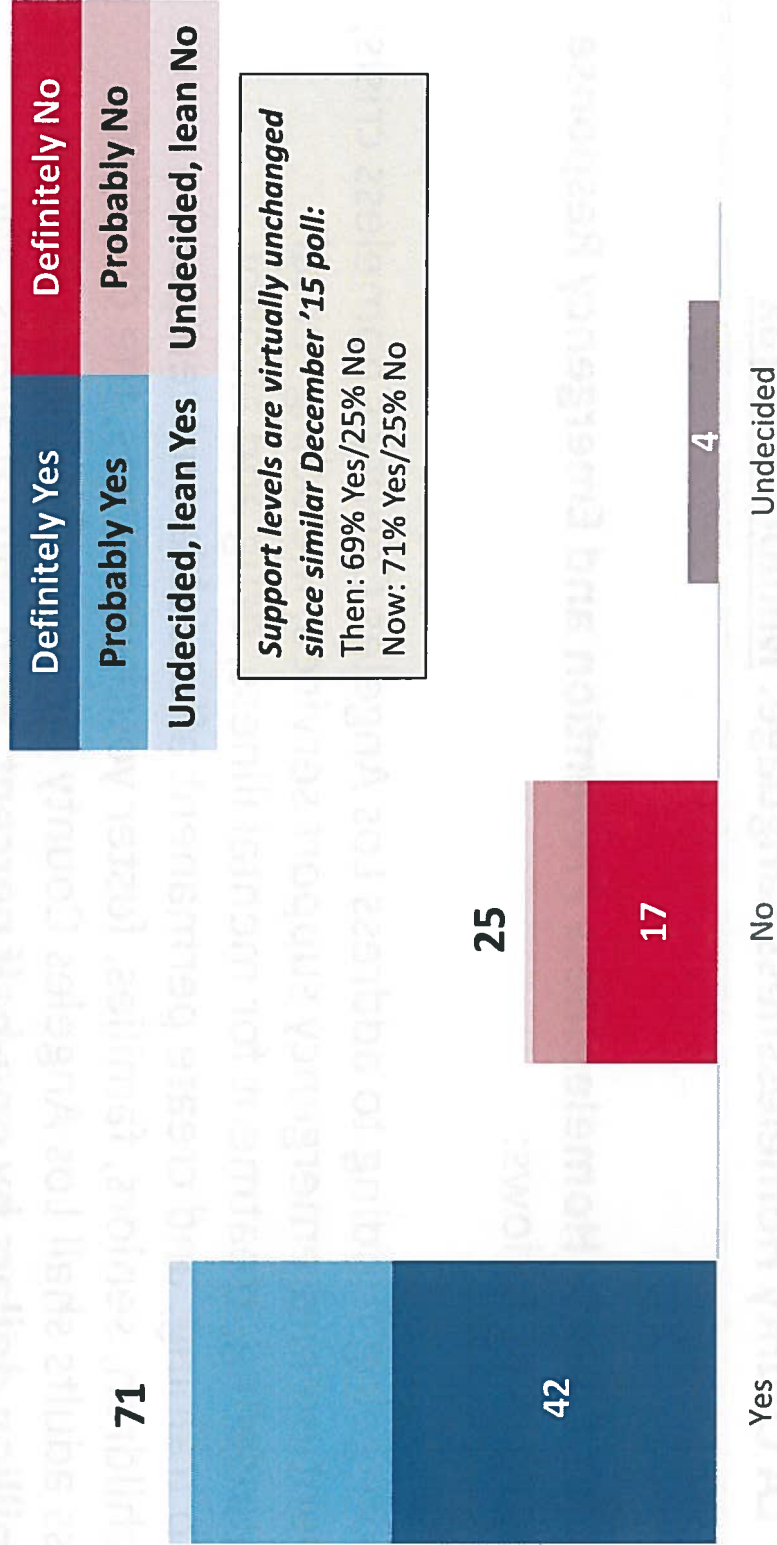
LA County Traffic Congestion Relief Language

The Los Angeles County Traffic Congestion Relief Measure may read as follows:

Shall voters authorize continuing to improve the Los Angeles County transportation system, and provide traffic relief, and job growth by: extending light rail, subway, and bus systems; improving connections to jobs, schools and airports; improving freeway traffic flow and safety; repairing potholes; and keeping seniors, disabled and student fares low; approval augment by one-half cent and extends the existing County sales tax; each increase of one-half cent generates approximately 800 million dollars annually, until ended by voters; and requiring audits, oversight; all funds controlled locally?

By a nearly 3-to-1 margin, voters support the LA County Traffic Relief Measure.

LA County Traffic Congestion Relief Measure



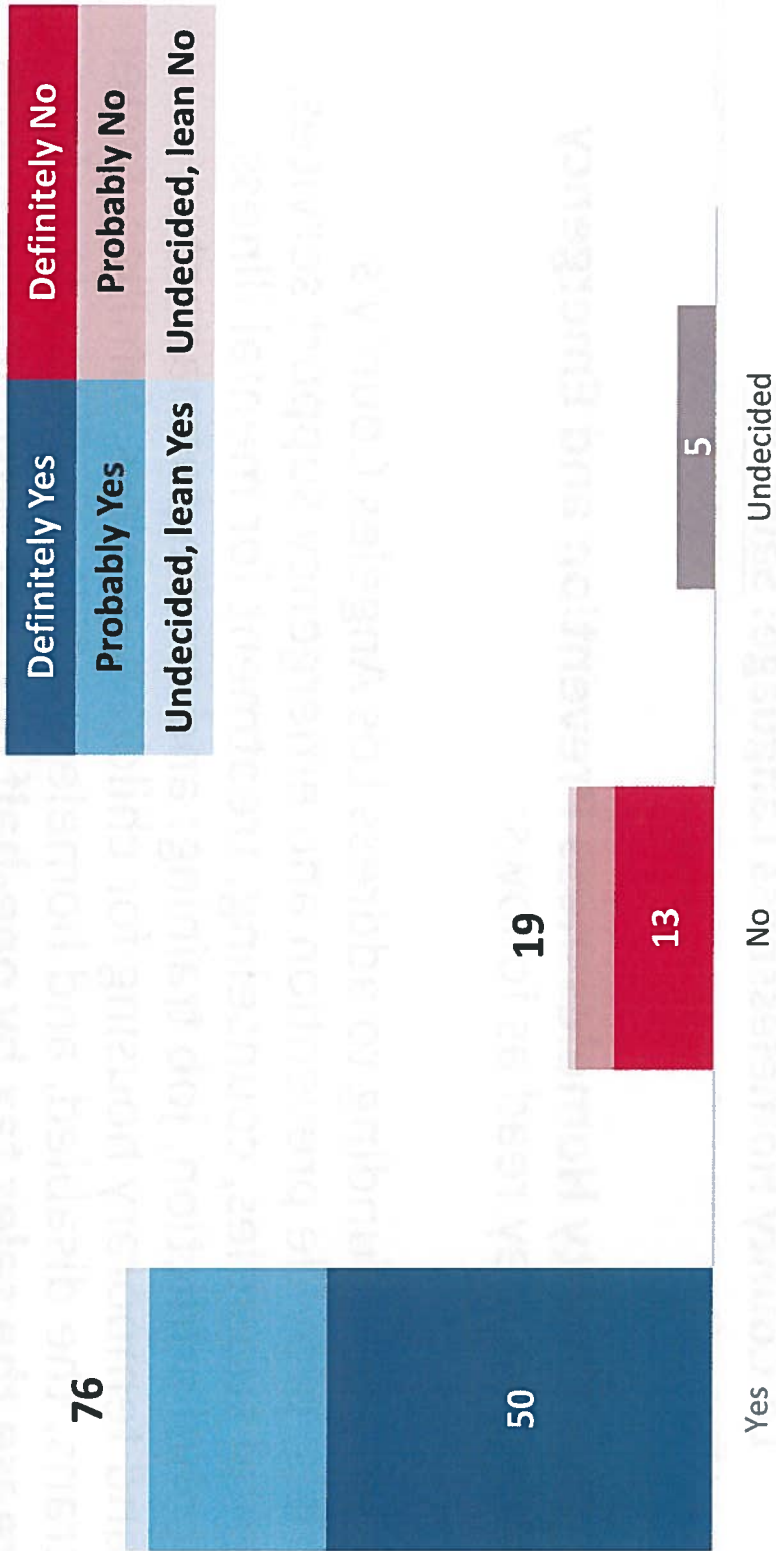
LA County Homelessness Language: Millionaires Tax

The Los Angeles County Homelessness Prevention and Emergency Response Measure may read as follows:

To generate on-going funding to address Los Angeles County's homeless crisis; provide prevention and emergency support services, including rental subsidies, counseling, treatment for mental illness, drug and alcohol addiction, job training; and create permanent affordable and temporary housing for children, seniors, families, foster youth, veterans, the disabled, and homeless adults shall Los Angeles County **increase the tax on income above one million dollars by one-half percent**, with annual audits, and citizens' oversight of all expenditures.

A homelessness measure funded by a millionaires tax enjoys both a broad and firm base of support.

LA County Homelessness Measure: Millionaires Tax



-17- Q8: IF YES: Will you definitely vote yes, or might you still change your mind? / UNDECIDED: If the election were held today, would you lean more towards yes, or more towards no? / IF NO: Will you definitely vote no, or might you still change your mind?

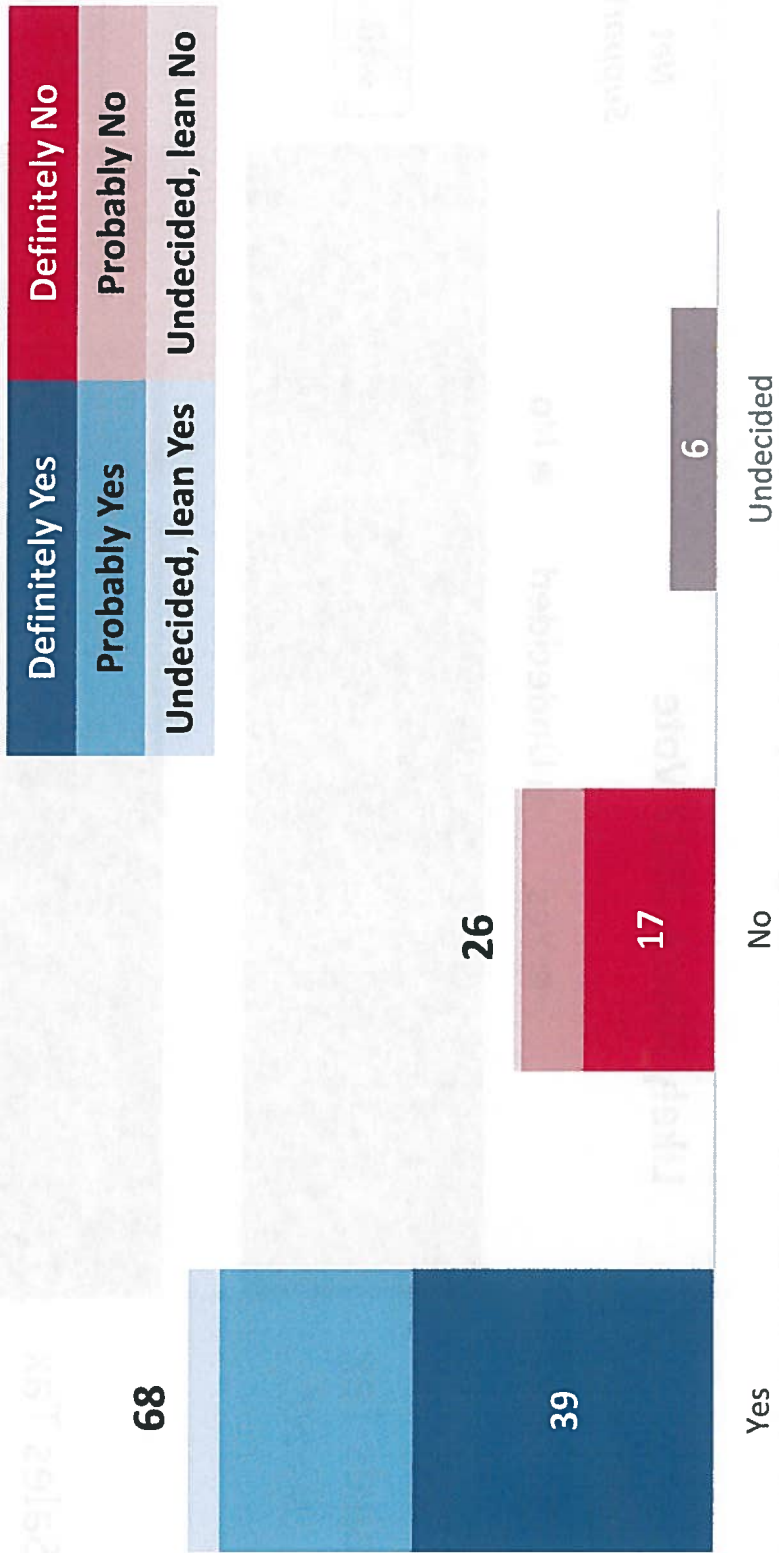
LA County Homelessness Language: Sales Tax

The Los Angeles County Homelessness Prevention and Emergency Response Measure may read as follows:

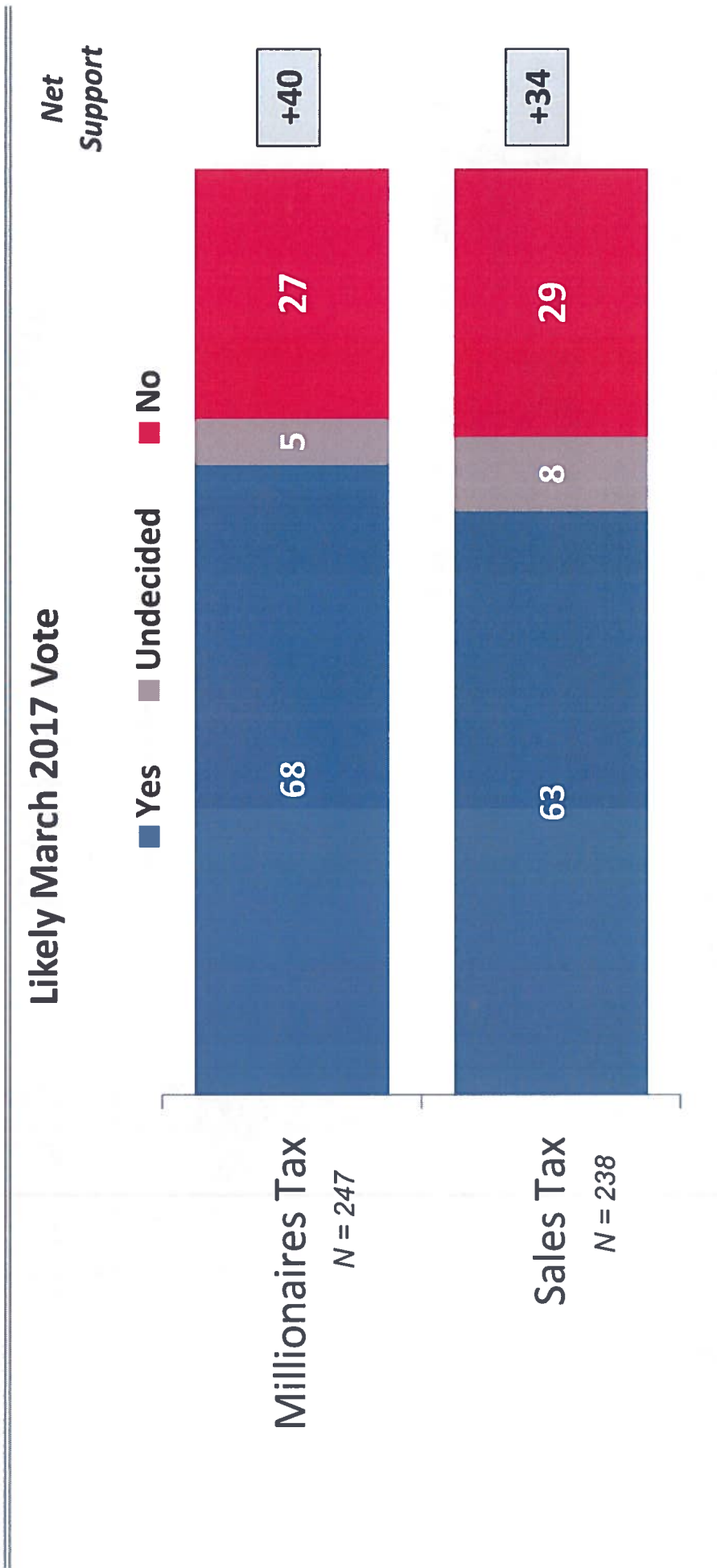
To generate on-going funding to address Los Angeles County's homeless crisis; provide prevention and emergency support services, including rental subsidies, counseling, treatment for mental illness, drug and alcohol addiction, job training; and create permanent affordable and temporary housing for children, seniors, families, foster youth, veterans, the disabled, and homeless adults shall Los Angeles County **increase the sales tax by one-half percent**, with annual audits, and citizens' oversight of all expenditures.

A homelessness measure funded by a sales tax is also widely supported.

LA County Homelessness Measure: Sales Tax



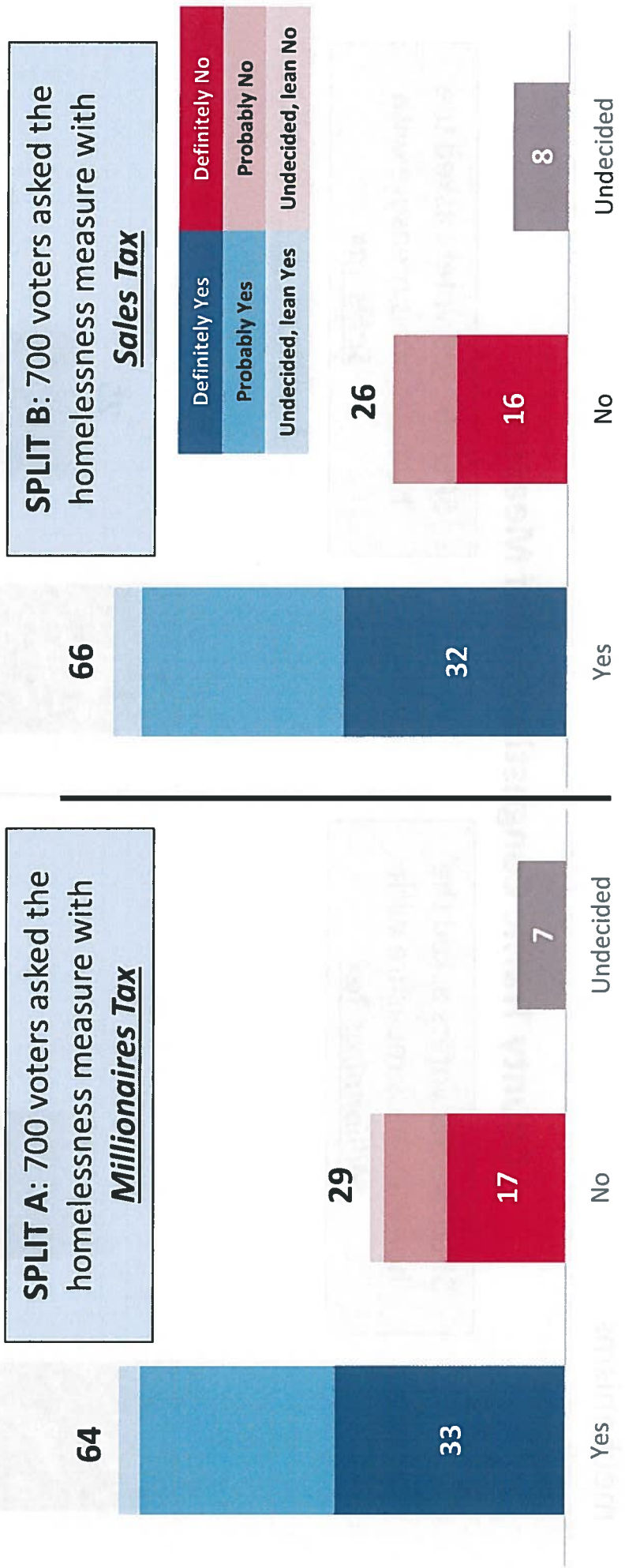
Support for both measures is lower among likely March 2017 voters.



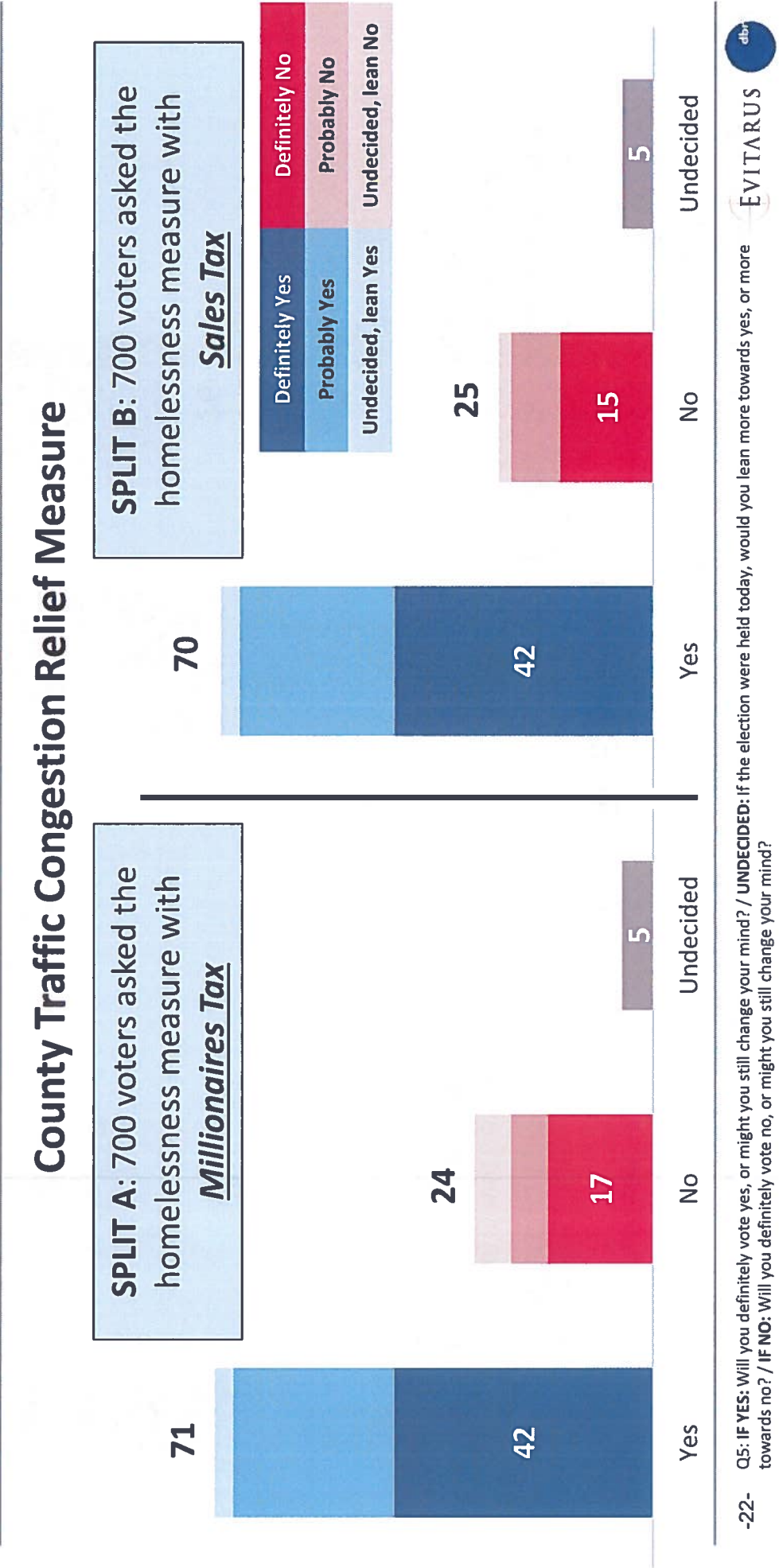
-20- Q5-9: IF YES: Will you definitely vote yes, or might you still change your mind? / UNDECIDED: If the election were held today, would you lean more towards yes, or more towards no? / IF NO: Will you definitely vote no, or might you still change your mind?

Prop 30 performs as strongly between voters who were asked about the homelessness measure funded by the millionaires tax as it does among those asked about funding the measure through the sales tax.

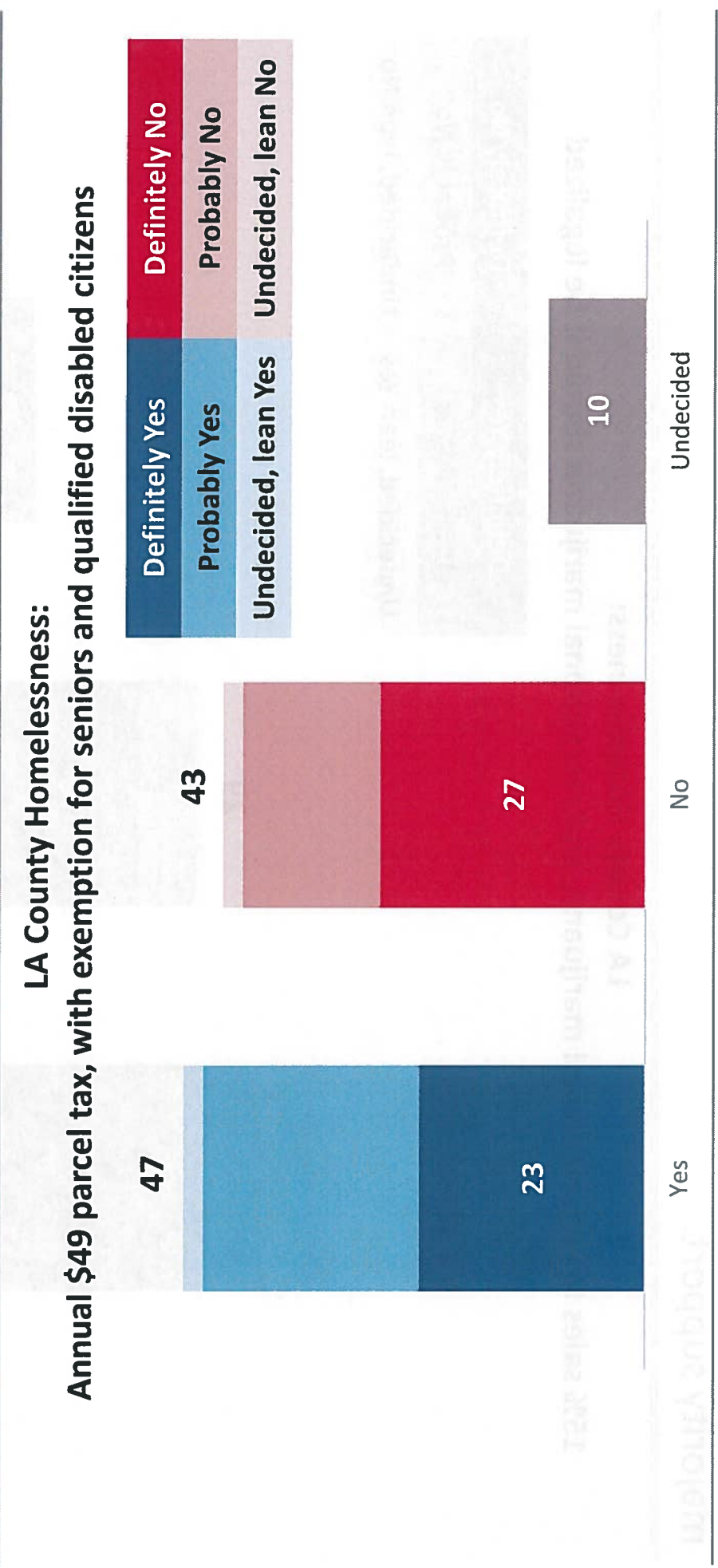
State Prop 30 Extension



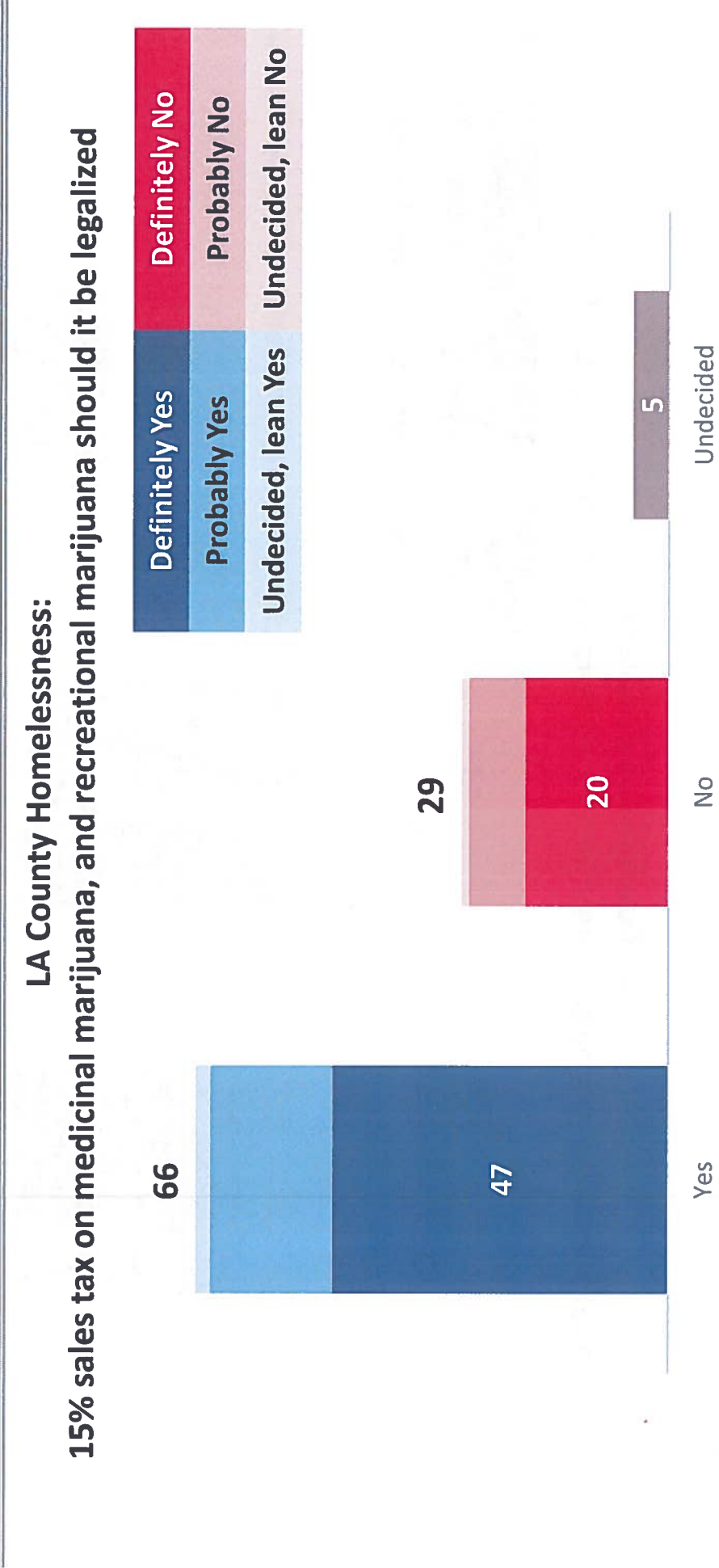
The County Traffic Congestion Relief measure also performs strongly across both funding mechanisms.



However, a \$49 parcel tax to pay for the homelessness measure fails to attract majority support.



A 15% sales tax on marijuana to fund the homelessness measure also earns majority support.





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June 28, 2016

To: Supervisor Hilda L. Solis, Chair
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From: Sachi A. Hamai
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On March 9, 2016, the CEO provided an interim report to the Board on various potential ongoing revenue options to combat homelessness and the status of associated polling efforts. On April 22, 2016, the CEO provided a report on the polling results for the potential revenue options for the November 2016 election.

To provide additional information to the Board, an additional poll regarding November 2016 revenue options was conducted from June 18-25, 2016. A separate poll regarding potential revenue options for a possible March 2017 County special election was conducted during the same time period. The results of both of these polls are attached.

Please let me know if you have any questions, or your staff may contact Phil Ansell, Director, Homeless Initiative at pansell@ceo.lacounty.gov or 213-974-1752.

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Survey Results: Los Angeles County Homeless Revenue Options for November 2016 Ballot and Potential March 2017 Ballot

Summary

Separate telephone surveys among likely November 2016¹ and March 2017² Los Angeles County electorates show broad support for most potential funding mechanisms tested to pay for a homelessness measure.

Among the November 2016 special taxes tested—which require a two-thirds supermajority of support for passage—both the 10% sales tax on marijuana and the 3 cent parcel tax reached the two-thirds support level for passage before any positive or negative messages were shared. However, these support levels are just barely at or over the two-thirds threshold and are within the survey's margin of error. None of the March 2017 special taxes cleared the supermajority hurdle.

A one-quarter percent increase in a general sales tax—which, along with an advisory measure, requires a majority of support for passage—earned well over the majority of support necessary for passage among both electorates; a combined homelessness and parks measure was tested for November '16 and a homelessness only measure was tested for March '17.

Initial Response

November 2016 Options							
Funding Mechanism	Tax Type	Required Vote	Required Supervisors	Measure	Support	Oppose	Undecided
10% Sales Tax on Recreational Marijuana	Special	67%	3	Homelessness	69	22	9
3 cent per sq ft parcel tax	Special	67%	3	Homelessness	67	24	9
3 cent per sq ft parcel tax	Special	67%	3	Parks	71	19	10
6 cent per sq ft parcel tax	Special	67%	3	Homelessness and Parks	62	27	11
¼ percent sales tax	General	50%	4	Homelessness and Parks	69	23	8
<i>The margin of error for each option is ±3.6%</i>							

March 2017 Options							
Funding Mechanism	Tax Type	Required Vote	Required Supervisors	Measure	Support	Oppose	Undecided
10% Sales Tax on Recreational Marijuana	Special	67%	3	Homelessness	56	40	4
3 cent per sq ft parcel tax	Special	67%	3	Homelessness	33	60	7
3 cent per sq ft parcel tax	Special	67%	3	Parks	62	32	6
½ cent millionaires tax	Special	67%	3	Homelessness	59	37	4
¼ percent sales tax	General	50%	4	Homelessness	58	30	2
<i>The margin of error for each option is ±3.6%</i>							

¹ David Binder Research conducted n=3000 live telephone interviews with likely November, 2016 general election voters in Los Angeles County. Interviews were conducted on June 18-26, 2016. Expected margin of sampling error is ±1.8% with a 95% confidence level overall. Each measure was asked with n=750 interviews, with a ±3.6 expected margin of sampling error each. The margin of error on sub-samples is greater.

² David Binder Research conducted n=750 live telephone interviews with likely March, 2017 election voters in Los Angeles County. Interviews were conducted on June 18-26, 2016. Expected margin of sampling error is ±3.6 with a 95% confidence level. The margin of error on sub-samples is greater.

After voters hear both positive and negative messaging on potential November '16 measures—simulating a campaign environment—support drops for each funding mechanism, leaving the general ¼ percent sales tax as the only homelessness measure to still earn enough support for passage.

After Positive and Negative Messaging

November 2016 Options							
Funding Mechanism	Tax Type	Required Vote	Required Supervisors	Measure	Support	Oppose	Undecided
10% Sales Tax on Recreational Marijuana	Special	67%	3	Homelessness	64	29	7
3 cent per sq ft parcel tax	Special	67%	3	Homelessness	61	34	5
3 cent per sq ft parcel tax	Special	67%	3	Parks	67	27	6
6 cent per sq ft parcel tax	Special	67%	3	Homelessness and Parks	61	31	8
¼ percent sales tax	General	50%	4	Homelessness and Parks	60	32	8
<i>The margin of error for each option is ±3.6%</i>							

Positive and negative messages were not provided to respondents in the March 2017 poll.

Recommendation by David Binder Research

Only the measures using a general tax with an advisory question confidently surpass the necessary majority vote thresholds for passage, while all special tax measures tested have difficulty clearing the necessary two-thirds vote threshold, both before and after messaging.

Therefore, DBR recommends moving forward with a general tax measure accompanied by an advisory question, with either a sales tax, which tested well as a general tax, or a tax on recreational marijuana, which tested well as a special tax, and would likely retain majority support as a general tax.