

REPORT OF THE CHIEF LEGISLATIVE ANALYST

DATE: August 31, 2021

TO: Honorable Members of the City Council

FROM: Sharon M. Tso *SMTso*
Chief Legislative Analyst

Council File No. 21-0329,
20-1376
Assignment No. 20-04-0300

SUBJECT: Outreach Engagement Framework

SUMMARY

Motion (Krekorian, Price, Raman–Ridley-Thomas, C.F. 21-0329) instructs the Chief Legislative Analyst (CLA), with assistance of the City Administrative Officer (CAO) and the Los Angeles Homeless Services Authority (LAHSA), to develop a Citywide framework on how its existing outreach teams and new outreach teams will coordinate to ensure that a Person Experiencing Homelessness has the best chance of a successful housing placement.

This report provides an Outreach Engagement Framework, consisting of Emergency Outreach, Service-Focused Outreach, and Sanitation Outreach. It incorporates recommendations of the Street Strategy proposed by the CAO (C.F. 20-1376). The framework identifies potential staffing plans to meet the needs of the different types of outreach, with options to add after-hours and weekend service and increased outreach in underserved communities. It provides options for additional staffing resources to be added to existing programs, and the restructuring of current staffing to focus on specific types of outreach. Additional funds will be needed to implement revisions to the Outreach Engagement Framework.

This report is organized to provide information on:

1. Outreach Types
2. Existing Outreach Teams
3. Outreach Engagement Framework Components
4. Program Options
5. Proposed Outreach Staffing Plan

Framework

The Outreach Engagement Framework is structured around three key types of engagement: Emergency Outreach, Service-Focused Outreach, and Sanitation Outreach. Emergency Outreach is focused on an immediate threat to the health and safety of Persons Experiencing Homelessness, due to a wildfire or a personal mental health event, for example. Service-Focused Outreach on the dedicated work needed to help people obtain services and housing, either through proactive efforts such as an Encampment-to-Home program or through the proposed

Street Strategy related to Municipal Code 41.18. Finally, Sanitation Outreach concerns engagements needed during a CARE+ Comprehensive Clean-up or a Spot Clean-up to ensure the health and safety of people living on the street and the public.

Staffing

To equitably staff the proposed Outreach Engagement Framework, additional staffing would be required. The proposal would allocate Homeless Engagement Teams (HET) and contractors to each Council District and retain the existing geography-based HETs and Roadmap HETs. In addition, each Council District would receive an Outreach program coordinator, and the program would be managed by a Director of Homeless Outreach and five regional coordinators located in the CAO or LAHD. Contract service providers would be retained to conduct Sanitation Outreach. Proper staffing would allow all City agencies, LAHSA, and service providers to focus on their specialized roles in the program and measure success.

Implementation

Effective implementation of the program requires the development of contracts and operating procedures that clearly establish roles and responsibilities for all agencies, departments, and service providers involved in the Outreach Engagement Framework. Work is required to negotiate terms of service with the County and LAHSA. In addition, substantive work is required to develop a useful data program to evaluate outreach activities.

Conclusion

The Outreach Engagement Framework proposed in this report builds on the Street Strategy proposed by the CAO, provides additional services needed by Persons Experiencing Homelessness, establishes clear roles and responsibilities for all participating agencies, and allows the Council to measure and evaluate the work program. Flexibility is provided to ensure that the Council can meet the needs of their communities through proactive outreach, with the ability to immediately respond to public health and safety issues.

RECOMMENDATIONS

That the Council, subject to the approval of the Mayor:

1. Adopt the Outreach Engagement Framework provided in Attachment A to this report, which includes solutions for Emergency Outreach, Service-Focused Outreach, and Sanitation Outreach;
2. Instruct the Chief Legislative Analyst (CLA), City Administrative Officer (CAO), and Los Angeles Housing Department (LAHD) to negotiate a contract with the Los Angeles Homeless Services Authority (LAHSA) for Emergency Outreach and Service-Focused Outreach for Persons Experiencing Homelessness, with detailed scope of work to define duties and responsibilities of the parties, consistent with Attachment A;
3. Instruct the CAO, with the assistance of the CLA and LAHD, to prepare and release a Request for Bids seeking contractors to provide Outreach Services for Persons Experiencing Homelessness related to Comprehensive Cleaning and Rapid Engagement Plus (CARE+) and Spot Clean-up programs (Sanitation Outreach);

4. APPROVE the transfer of the \$1,408,155 from the Unappropriated Balance, Fund No. 100/58, Account No. 580325 Homeless Engagement Teams (HETs) to the General City Purposes, Fund No. 100/56, Account No. 000826 Homeless Shelter Program, and appropriate therefrom to the LAHD Fund No. 10A/43, Account No. 43V686 Homeless Engagement Teams to fund three (3) additional months of the LAHSA HETs for Fiscal Year 2021- 22;
5. APPROVE the transfer of \$653,786 from the Unappropriated Balance, Fund No. 100/58, Account No. 580326 HETs – Comprehensive Cleaning and Rapid Engagement Teams to the General City Purposes, Fund No. 100/56, Account No. 000826 Homeless Shelter Program, and appropriate therefrom to the LAHD Fund No. 10A/43, Account No. 43V687 HET Homeless Outreach & Partnership Endeavor to fund three (3) additional months of the LAHSA HETs – Comprehensive Cleaning and Rapid Engagement Teams for Fiscal Year 2021- 22;
6. INSTRUCT the General Manager, LAHD, or designee, to amend the City's 2021-22 General Fund Contract with LAHSA to add \$2,061,941 for three (3) months of salaries and expenses for LAHSA HETs and HET Comprehensive Cleaning and Rapid Engagement Teams for Fiscal Year 2021- 22;
7. Instruct the CAO, with assistance of the CLA and LAHD, to report within 30 days with funding and authorities for the staffing proposals in this report, including:
 - a. Five additional HETs;
 - b. One Outreach Coordinator per Council District;
 - c. Five Regional Outreach Coordinators;
 - d. One Director for Homeless Outreach Coordination;
 - e. Contracted Sanitation Outreach services; and
 - f. Bureau of Sanitation positions as approved by Council in C.F. 21-0031;
8. Request the LAHSA Lived Expertise Commission to convene a focus group of Persons Experiencing Homelessness with disabilities to identify ways to improve outreach and communications with unsheltered persons with disabilities, with support from the Department on Disability and other relevant stakeholders;
9. Instruct the CLA, with the assistance of the CAO and other City departments as needed, and request LAHSA and the County, to develop metrics and reports that measure Outreach Services;
10. Request the City Attorney to report on data confidentiality concerning Outreach programs and offer of housing documentation;
11. Request LAHSA to report on best practices and opportunities to provide Cultural and Disability Competency in outreach programs and among outreach staff, including a review of federal requirements, current practices, and additional resources needed;

12. Instruct the CLA, CAO, and LAHD, and request LAHSA, to negotiate a Memorandum of Understanding that establishes terms and protocols to provide County resources in support of Outreach to Persons Experiencing Homelessness in the City;
13. Request LAHSA to report on the delivery of outreach and housing services within the City of Los Angeles provided by County outreach teams and service providers, such as Service Planning Area leads, including quantitative analysis of service delivery;
14. Instruct the Personnel Department to report on actions needed to include Outreach workers in the Targeted Local Hire program; and
15. INSTRUCT the Los Angeles Housing Department to PREPARE, subject to CLA and CAO approval, any additional Controller instructions or make any necessary technical corrections or clarifications consistent with the Mayor and Council action in this matter and authorize the Controller to implement these instructions.

FISCAL IMPACT

There is no impact to the General Fund associated with this report inasmuch as there is no funding recommendation at this time. It is anticipated that additional funds would be needed at a later date to enhance the Outreach Engagement Framework.

BACKGROUND

Motion (Krekorian, Price, Raman–Ridley-Thomas, C.F. 21-0329) instructs the CLA, with assistance of the CAO and LAHSA, to develop a Citywide framework on how its existing outreach teams and new outreach teams will coordinate to ensure a person experiencing homelessness has the best chance of a successful housing placement.

Findings in this report are the result of reviews of research conducted by outside agencies; reports to Council, such as the CAO Street Strategy report (C.F. 20-1376); current contracts; and interviews with LAHSA, several City departments, and many Council Offices. In addition, LAHSA has prepared a report that provides information relative to the Motion (Attachment B).

Subsequently, Council and Council Committees took action on the City Budget, Bureau of Sanitation clean-up programs, and Municipal Code 41.18 that required consideration in the findings presented herein, as summarized below.

Raman Motion

In May 2021, LAHSA provided a report to Council on homeless outreach as requested by Motion (Raman–Martinez, C.F. 20-1603). This report is pending in the Homeless and Poverty Committee. LAHSA informs that their report includes a summary of the regional outreach system; the local distribution of outreach services funded by the City and County; and data sharing practices between LAHSA and the City. Additionally, LAHSA states that their report addresses the following topics as requested in the Motion:

- A review of how outreach teams are managed and coordinated;
- The amount of time and funding resources allocated to outreach programs;

- Where in the City these outreach efforts are taking place and with what consistency;
- How such efforts are coordinated with DMH and DHS;
- How and what kind of data is shared about these efforts in the City;
- How funds and time are distributed between proactive and reactive outreach efforts;
- Alignment of outreach programs to most effectively serve homeless individuals;
- Details regarding what data points are collected, shared with the City, and the legalities of these actions; and
- How to share outreach data with Council offices (for non-law enforcement purposes), while safeguarding privacy requirements.

Budget Action

As part of the Adopted Budget, the Council and Mayor approved a General Fund allocation for three months funding for LAHSA's General HETs, which conduct outreach to unsheltered homeless individuals throughout the City. This includes funding for LAHSA's HETs as part of the City's CARE/CARE+ programs. The remaining nine months of funding was put in the Unappropriated Balance and will require Council action to move these monies. Note that the CAO has recommended use of these funds in their Street Strategy Report (C.F. 20-1376), discussed below. Funding for LAHSA's General HETs will end on September 30, 2021.

Bureau of Sanitation (LASAN) Report

On June 30, 2021 Council approved recommendations relative to expanding a pilot Sanitation Comprehensive Cleaning and Rapid Engagement Plus (CARE+) program Citywide (C.F. 21-0031) that was operating near A Bridge Home sites. The program includes the following activities:

- CARE+ comprehensive cleanings;
- Mobile Hygiene Unit (MHU) sanitary shower and restroom services;
- Tent exchange;
- Sanitary kit distribution (kits includes masks, gloves, and hand sanitizer);
- EZ-Up shade tents; and
- Voluntary trash disposal services.

Council took the following actions to help LASAN expand the program:

- Require that appropriate outreach and engagement services are onsite during the day of service;
- Provide funding and four management position authorities to oversee the following:
 - CARE/CARE+ operations;
 - Citywide Receptacles Collections Program;
 - CleanStat Street Indexing Program;
 - Mobile Hygiene Unit Program;
 - Illegal Dumping Collections; and
 - Responding to any and all litigation matters.
- Instruct all Departments to work with LASAN to identify City-owned sites to house LASAN staff, including the CARE+ teams.

Council also instructed the CAO and CLA to develop a budget and staffing proposal to implement new and robust sanitation standards for street engagement and hygiene throughout the

City, as included in the LASAN report, and to work with LAHSA to develop a budget and staffing proposal for robust outreach to prepare unhoused residents for LASAN cleanings prior to and during cleanings.

Municipal Code (MC) 41.18 and Street Strategy

On July 1, 2021 Council took action to amend Section 41.18 of the Los Angeles Municipal Code to clarify the time, place, and manner in which a person can sit, lie, sleep, or maintain personal property in the public right-of-way (C.F. 20-1376-S1). Previously, Council instructed City staff to develop a Street Strategy to implement an action under MC 41.18 (CF 20-1376).

MC 41.18

The newly amended MC 41.18, c. 1-4 and d, prohibits sitting, lying, sleeping or storing, using, maintaining, or placing personal property in the public right-of-way within the distance slated on the posted signage for the following:

1. Sensitive uses such as schools, parks, and libraries;
2. Within 500 feet of a underpass, overpass, or ramp;
3. A facility that provides homeless services and/or shelter opened after January 2018; and
4. Any portion of the public right-of-way the Council Resolution has deemed off-limits due to a threat to public health or safety.

Enforcement of MC 41.18 is allowed by a ruling of the Ninth Circuit Court in the *Martin v. Boise* case that found that jurisdictions can regulate the use of the public right-of-way. The court held that a homeless person could be found in violation of an ordinance if they were offered and then refused a shelter/housing placement.

It is important to note that we have been informed that the *Martin v. Boise* ruling does not require an offer of shelter if only certain portions of the City are enforced. In other words, the City can block off a certain area of public right-of-way as long as other parts of the right-of-way are accessible. The ordinance limits enforcement to areas around shelters, sensitive uses such as schools and parks, within 500 feet of an overpass/underpass, and specific locations that Council has designated by Resolution as off -limits due to public health or safety concerns.

Street Strategy

On June 29, 2021 Council instructed the CAO (C.F. 20-1376) in coordination with all appropriate providers and stakeholders, to develop and implement a Street Engagement Strategy within 30 days. The instruction required the Strategy to include an offer of suitable and available overnight shelter, interim housing, or permanent housing. The Strategy should be consistent with the following Council adopted motions: C.F. 21-0329 (this report) and C.F. 21-0031 (LASAN's CARE+ report referenced above), and would be suitably applied to locations regulated by MC 41.18.

The CAO report was considered by the Homelessness and Poverty Committee on August 12, 2021, with the CAO presenting additional amendments. The Committee approved the CAO report as amended. This action was also referred to the Energy, Climate Change, Environmental Justice, and River Committee. Discussion of the CAO Street Strategy is provided later in this report.

Note that Council, as part of this action, instructed all relevant departments to minimize the points of engagement between law enforcement and Persons Experiencing Homelessness. This is to be accomplished by ensuring that homeless service providers and outreach staff lead the Street Engagement Strategy to engage Persons Experiencing Homelessness, and offer interim or permanent housing services, treatment programs, or other interventions whenever available and deemed appropriate.

Overview of the Current Outreach Framework

The Comprehensive Homelessness Response System consists of four components: Prevention, Housing, Rehousing, and Street Management. Of these components, Street Management is the most public facing as it concerns public health and safety on the streets, for both Persons Experiencing Homelessness and the general public. Various known as Street Strategy, Street Engagement, and Outreach, Street Management includes a wide range of activities conducted by service providers, LAHSA, the County of Los Angeles, and the City.

Outreach has been a component of LAHSA operations for over 20 years. As a result of the increase in homelessness in recent years and the availability of additional funds through Measure H and other funding sources, there has been a rapid expansion of general outreach and different types of pilot outreach efforts. Recent regional health concerns have also affected the need to provide outreach to Persons Experiencing Homelessness, most notably COVID-19 and the 2017 Hepatitis A outbreak. As a result, outreach has grown more complicated without a process to ensure that there is a comprehensive, integrated program.

There are currently 166 government funded outreach teams in Los Angeles County. Of these, 93 outreach teams are administered by LAHSA, while there are an additional 58 teams administered directly by the County Department of Health Services (DHS) (including two funded by the City) and 15 administered by the County Department of Mental Health (DMH). While LAHSA administers about two-thirds of the teams directly, they lead coordination of over 150 of these teams cooperatively with the County and service providers, and coordinate the remainder with the City directly.

Coordination among approximately 150 of these outreach teams occurs through a process called the Strategy E6 coordinated outreach model. E6 is the County Comprehensive Homeless Strategy related to outreach and is funded with Measure H revenues. The E6 model involves weekly meetings to determine how outreach teams will be deployed. Another coordinating entity is the Unified Homeless Response Center within the City (UHRC). Most City-funded outreach teams are included in the E6 coordination process, with the exception of Roadmap teams which are coordinated directly with Council Offices. The Mayor created the UHRC as a means to connect all relevant City departments, LAHSA, and other governmental agencies to deploy City resources to address homelessness, including City-funded outreach teams such as CARE and CARE+ teams. The City has several supplemental contracts for outreach services directly between the City and service providers, which are coordinated variously by City departments, Council Offices, and UHRC.

1. OUTREACH TYPES

Review of outreach programs has resulted in the identification of three outreach types, offered through several programs in the Los Angeles area. They are:

- Emergency Outreach
- Service-Focused Outreach
- Sanitation Outreach

Emergency Outreach

Emergency Outreach programs are focused on immediate and short-term circumstances that require the distribution of information and assistance to ensure the safety of unhoused individuals. These circumstances exist in the case of events such as a wildfire or a health emergency, such as the 2017 Hepatitis A outbreak or COVID-19. This also includes situations involving an immediate crisis experienced by an individual, such as a health or mental health crisis, that might require an immediate response from mental health providers or first responders.

Emergency Outreach functions are typically one-time or short-term, and focused primarily on the emergency at hand. The primary work effort in Emergency Outreach is to ensure the immediate health and well-being of the persons contacted, not on housing and services to resolve an individual's housing status. Opportunities to address an individual's housing status may arise in these interactions and procedures should be in place to provide assistance when this occurs, but it is not the focus of the work effort.

Examples of Emergency Outreach activities that occurred during COVID-19, for example, include:

- Health and wellness checks
- Coordinated referrals to LA County Department of Public Health Isolation/quarantine beds for recovery
- Referrals to non-congregate shelter programs like Project Roomkey (PRK)
- Basic nutrition assistance
- Personal Protection Equipment
- COVID-19 testing
- Education concerning COVID-19 vaccination

Two different approaches are required to respond in an Emergency Outreach effort, one focused on general distribution of information by any trained outreach team, and another focused on a call to 911 requiring unarmed response. The first is currently implemented primarily through HETs, with deployment decisions made on a daily and weekly basis depending on need.

The City will soon implement two pilot programs to address the unarmed response approach. First, the Crisis and Incident Response Through Community Lead Engagement (CIRCLE) Program will focus on Hollywood and Venice with specialized teams responding to calls diverted from 911. Urban Alchemy has been selected to provide this service. Another program, the Unarmed Crisis Response Program, also seeks to provide a similar response on a Citywide basis. A Request for Proposals will be released seeking contractors to perform this service.

Service-Focused Outreach

Service-Focused Outreach programs are intended to provide shelter and housing for unhoused individuals and associated services to achieve that objective. These efforts provide immediate and short-term assistance, but the intention is to prepare the person to move indoors and then help through the move-in process.

Service-Focused Outreach typically requires multiple contacts with an individual to develop trust and to ensure that service connections are established and services delivered. City HETs typically provide the initial contact with Persons Experiencing Homelessness, while other teams such as Multi-Disciplinary Teams (MDTs) and County HETs provide services and housing placements.

Examples of Service-Focused Outreach activities:

- Develop re-housing plans
- Discuss and identify services that may be needed or desired
- Connect a person with services
- Assist with the acquisition of documents needed, such as a birth certificate, Driver's License, or other personal identification

Service-Focused Outreach requires advanced planning to initially identify the type of services that may be needed by an encampment and the resources that would be needed to meet the needs identified. An initial assessment, for example, would identify the number of individuals in an encampment in order to determine the amount and types of housing and interim interventions needed. Or, as discussed further below, initial assessments should identify any special needs, cultural considerations, or other factors that may be relevant in securing the specific resources needed to serve the encampment.

Sanitation Outreach

The City currently operates the CARE and CARE+ programs to coordinate outreach to Persons Experiencing Homelessness concerning street clean-ups conducted by LASAN. These operations provide sanitary services for both persons living in encampments and the general public. There are two types of clean-up operations: Comprehensive Clean-ups and Spot Clean-ups.

Comprehensive Clean-up operations require an encampment to move completely so that the entire sidewalk and street can be power washed, among other sanitation activities. This requires people to pack up their property and move away from the targeted area. They need to determine which property they want to keep and which they want to throw away. It also requires identification of unclaimed property and associated disposal, which can be a challenge. These operations require advance planning, coordination among governmental resources and the public, information-sharing with encampment residents, and compliance in packing up and moving during the operation.

Spot Clean-up operations, on the other hand, involve working around an encampment to collect unwanted debris, to ensure that sidewalks are passable in compliance with ADA requirements, and other minimally disruptive sanitary actions.

Ideally, LASAN would conduct trash removal, bulky item pickup, and spot cleanings, while outreach workers prepare people for the coming clean-up operation and assist during the operation itself. Also ideally, these operations are designed to be offered as services to the encampments and the public at large.

Comprehensive Clean-ups involve advance engagement of Persons Experiencing Homelessness, while Spot Clean-ups do not. Both, however, require outreach efforts to ensure that affected encampment residents understand what is happening, and what they need to do before, during, and after an operation.

Sanitation Outreach is primarily concerned with the sanitary operations that are scheduled, and secondarily concerned with connecting people to services and housing. Clean-up operations can be disruptive, traumatic, and confusing, and outreach workers are primarily engaged in helping people deal with the immediate requirements of the operation. During such an operation, the primary responsibility of outreach workers would be to provide support during a clean-up, while help to connect people with services and housing would be a secondary outcome as opportunities arise.

2. EXISTING OUTREACH TEAMS

As previously stated, there are 166 outreach teams currently operating in Los Angeles County, with funds provided by both the City and the County. Table 1 shows the number of teams for each outreach program. The City currently funds 62 teams (plus a portion of two additional teams), while the County funds 104 teams. LAHSA administers about two-thirds of the teams directly, and then coordinates work efforts of those teams with the teams administered by the County through the E6 process. E6 refers to County Comprehensive Homeless Strategy E6 concerning outreach, and is discussed later in this report.

Table 1 All City and County Funded Outreach Teams in Los Angeles County			
Type of Outreach Units	Funder	Number of Teams	Outreach Type
<i>LAHSA Administered</i>			
General HETs, Citywide and Geography-based	City	17	Service-Focused, Emergency
General HETs (County Funded), including HET, HOST*, and Weekend teams	County	33	Service-Focused, Emergency
HETs CARE/CARE+	City	28	Sanitation
HETs Homeless Roadmap	City	15	Service-Focused
<i>County Department of Health Services Administered</i>			
Weekday Multi-Disciplinary Teams (MDT)	County	33	Service-Focused
Weekend MDT	County	8	Service-Focused
City HEAP/HHAP** MDT (Council Districts 8 and 9)	City	2	Service-Focused
Public Spaces MDT	County	8	Service-Focused
County+City+Community (C3) teams	County/City	7	Service-Focused
<i>County Department of Mental Health Administered</i>			
Homeless Outreach Mobile Engagement (HOME) Teams	County	15	Service-Focused
Total		166	
Note: Other outreach service contracts have been executed directly between the Mayor, Council, and City departments with service providers for outreach services that are not represented in this table. * HOST: Los Angeles Sheriff's Department Homeless Outreach Services Teams ** HEAP/HHAP: Homeless Emergency Aid Program/Homeless, Housing Assistance and Prevention			

Homeless Engagement Teams (HET)

HETs are two-person teams that engage with unsheltered persons to build a trusting relationship in order to connect them to services, shelter, or housing, if these resources are available. The HETs funded by the City are described in Table 2.

Currently the City of Los Angeles has 60 HETs that are divided into the following functions:

- 10 Citywide General HETs that can perform emergency and proactive functions anywhere in the City depending on deployment;
- Seven Geography-Based HETs that perform emergency and proactive functions in the following specified locations: Hollywood; Civic Center; Grand Corridor (Broadway/110 Freeway); and four in Skid Row;
- 15 HETs (one per Council District) that support the LASAN's CARE functions exclusively, but these teams also respond to emergency situations if needed;
- 13 HETs that support the LASAN's CARE+ functions exclusively, but these teams also respond to emergency situations if needed; and
- 15 HETs (one per Council District) that support the City's Homeless Roadmap Program. These teams can also be deployed for emergency and proactive outreach if needed.

Table 2 City-Funded Homeless Engagement Teams	
Type of City-funded HET	# of Teams
General Outreach	
General HETs	10
HETs, Geography Based	7
City of Los Angeles Sanitation Outreach	
HETs, CARE	15
HETs, CARE+	13
Special Initiatives	
HETs, City Homeless Roadmap	15

In general, HETs perform the following three functions:

1. Respond to emergencies such as natural disasters or COVID-19;
2. Conduct proactive and geography-based outreach to connect the unsheltered to services and housing. Note that Proactive Outreach can include the following:
 - a. Standard proactive outreach to any unsheltered person anywhere in the City;
 - b. Locally Targeted Outreach to fill vacancies in existing shelters and housing units, such as A Bridge Home and Homeless Roadmap program sites; and

c. Los Angeles Homeless Outreach Portal (LA HOP) Response.

3. Provide messaging and coordination support for LASAN public area cleanings.

Note that the County funds 33 HETs through Measure H. These HETs perform the same proactive and emergency response duties as City HETs. Approximately 16 County HETs serve as Sheriff's HOST teams as well, and eight HETs serve on Weekend Units. County-funded HETs operate anywhere in the County, including the City.

Homeless Roadmap (Roadmap)

The City has funded 15 Roadmap HETs to help conduct outreach for the purpose of filling recently opened shelter and housing units as part of the Roadmap program. The program focuses on homeless persons living within 500 feet of a City freeway or underpass; 65 years of age or older; and other COVID-vulnerable people in the City. The Roadmap was established in response to recent litigation with the LA Alliance and the Memorandum of Understanding with the County of Los Angeles to build 6,700 shelter/housing units within 18 months of June 2020. Roadmap HETs coordinate directly with Council offices relative to their areas of deployment and the results of their outreach efforts. Funding for the Roadmap HETs expires October 6, 2022.

Multi-Disciplinary Teams

Multi-Disciplinary Teams (MDT) are specialized County outreach teams, typically comprised of five members having expertise in one of the following areas: mental health, substance abuse, case management, and peer support (lived experience). MDTs are administered by Los Angeles County's Department of Health Services (DHS) and staffed by contracted service providers, including the Service Planning Area (SPA) Leads. Assistance from MDTs can be requested by HETs who may need their specialized services. MDTs also respond to service requests made through LA HOP, the online interactive tool accessible to the public to report information on homeless individuals and to dispatch outreach teams to provide services to that individual. LA HOP is managed by LAHSA and serves all of Los Angeles County.

The County states that there are 58 MDTs throughout the County. Of these teams, 33 are weekday teams, eight are weekend teams. Eight two-person MDTs, known as Public Space teams, service public areas such as libraries, beaches, and parks. Seven are City, County, Community (C3 Teams). C3 Teams predate MDTs and are smaller teams that serve as an outreach model for MDTs. C3 teams are led by community-based service providers and other agency partners that conduct street outreach in predetermined geographic areas with high service needs. One C3 team is assigned to Skid Row and another team is assigned to the Venice area. There are also two three-person City MDTs, one in Council District 8 and one in Council District 9. The City teams were initially funded with the State's Homeless Emergency Aid Program (HEAP) grant, but are now funded with the State's Homeless, Housing, and Assistance Program (HHAP) grant.

DMH HOME Teams

LAHSA advises that DMH also deploys 15 Homeless Outreach Mobile Engagement (HOME) Teams to all SPAs. HOME Teams provide field-based outreach, service assessments, and case management services for clients that may be gravely disabled or gravely disabled-adjacent. LAHSA outreach teams, including City HETs, can directly request assistance from a DMH

HOME Team, who will then accompany the LAHSA HET team on site. Additionally, DMH provides field-based mental health and housing services through the Homeless Full-Service Partnership (FSP) program. FSP accepts direct referrals through homeless outreach entities, including LAHSA HET, MDT, and HOME Teams.

3. OUTREACH ENGAGEMENT FRAMEWORK COMPONENTS

As noted, we conducted multiple interviews with LAHSA, City departments, and Council Offices in the preparation of this report. We also reviewed reports and contracts to develop an understanding of program needs. Finally, LAHSA prepared a memorandum that is provided as Attachment B to this report that provides additional background information and recommendations for City consideration. During the review of materials related to the development of this Outreach Engagement Framework, it became apparent the following general issues must be addressed in developing the framework.

Outreach Best Practices

In their Street Strategy report, the CAO discusses Best Practices for outreach based on information compiled by LAHSA in its “Best Practices for Addressing Street Encampments” document and by the United States Interagency Council on Homelessness (USICH), “Core Elements of Effective Street Outreach to People Experiencing Homelessness” (2019).

Examples of Best Practices are:

1. Allow ample time for comprehensive engagement;
2. Understand the population at the site and their needs (such as disabilities, pets, transition age youth, and vehicle dwelling);
3. Document outreach consistently to assess housing/service needs;
4. Understand the laws/regulations in the area;
5. Identify available resources (housing, storage, trash disposal, transportation, hygiene, safe needle drops, and COVID testing/vaccinations);
6. Understand interpersonal dynamics of encampment dwellers to facilitate “buy-in;”
7. Identify those who want to stay together (i.e. shared housing, 2-4 bedroom apartments);
8. Identify housing options before engagement begins;
9. Perform outreach after a site is cleared for anyone who repopulates; and
10. Collect data for each action regarding housing, service offered, and lessons learned.

Outreach programs should be developed with these Best Practices in mind. The Scope of Work of any contract, Request for Proposal, Memorandum of Understanding, and other implementation documents should be developed in the context of these Best Practices.

Coordination

Coordination is a complicated process in the Los Angeles region, involving multiple governmental agencies and private organizations. LAHSA leads coordination among more than 150 outreach teams cooperatively with DHS and DMH. This includes City-funded teams, except the HET Roadmap teams which are coordinated directly with Council Offices.

In a report provided to the CLA (Attachment B), LAHSA describes a four-level coordination system that manages resources regionally as well as within each County SPA. The coordination approach is built around SPAs, which is also how services, housing resources, and the Coordinated Entry System are organized. Within this framework, coordination efforts also recognize zones and hubs where focused outreach is needed, as well as individual-level care. Table 3 summarizes the coordination structure.

Table 3 Current LAHSA Four-Level Coordination Structure		
Level	Target Geography	Participants
CES E6 System Leadership	Countywide	LAHSA, DHS, DMH, others
Service Planning Area	Service Planning Area	SPA Coordinators, LAHSA CES, LAHSA outreach coordinators
Local Outreach Zones	Hyper-local	SPA Coordinators, LAHSA outreach units
Care Coordination	Individual	SPA Coordinators, LAHSA outreach units

The City currently participates in the Four-Level Coordination Structure in an ad hoc manner. Staff from the UHRC, LASAN, and several Council Districts occasionally participate in these meetings, but not in a regular or standardized manner.

In addition to the four-level coordination system managed at the regional level through LAHSA, the City has established the UHRC to coordinate the allocation of City resources to address homelessness in the City. Representatives from various City departments, LAHSA, Metro, and Caltrans all participate in the UHRC. Daily interaction among the participants in the UHRC allows for a rapid response to requests for services and daily management of assignments and priorities. The County has been invited to participate in UHRC, but has not yet joined.

Finally, LAHSA coordinates directly with each Council District with regard to Roadmap implementation. These weekly efforts seek to ensure outreach and housing placements in compliance with the Roadmap program.

Housing

Service-Focused Outreach seeks to bring people inside and, as such, is dependent upon the availability of interim and housing resources to offer unsheltered residents. There is a shortage of available interim and housing resources available to offer unsheltered residents. For example, LAHSA recommends that for every interim bed, the system should have five permanent housing resources. This allows people to move from the street to interim to permanent housing relatively quickly. Currently, the system has one permanent housing resource for every interim bed. This significantly slows the time people move from interim into permanent housing

There are other challenges in matching people with available resources. Some facilities are constructed to meet the needs of specific populations, such as seniors, families, or veterans. Some facilities involve federal funding, which requires that housing placements be prioritized based on a variety of factors and managed through the Coordinated Entry System (CES). And some resources are dependent upon the availability of market units. These and other factors complicate the housing placement process.

Currently, housing resources are accessed through the CES, with the exception of the City's A Bridge Home and Roadmap resources such as Tiny Villages. This requires that HETs facilitate an evaluation of Person Experiencing Homelessness that results in entrance to the CES queue. Placements are then prioritized according to processes within the CES system.

Recent efforts to help house residents of large encampments have highlighted the need to ensure that Outreach plans include opportunities for people to move from the street and an encampment to interim interventions and finally to permanent housing. Anecdotal reports indicate that a higher number of people will return to living on the street if they are not able to transfer to permanent housing quickly.

The Council has instructed the LAHD and CLA to report on several key housing policy matters. Reports are now pending on the 25 by 25 proposal (which seeks to create 25,000 units by 2025), a Right to Housing, and Social Housing that will provide additional information concerning the expansion of interim and housing resources. These reports will also consider the critical need for interventions for people who need a Higher Level of Care. Interim and housing resources for people with health and mental health care needs are different from other interim and housing resources. They involve different regulatory and funding pathways, as well as different placement processes.

Offer of Housing

An offer of housing has been identified as an important part of any outreach effort that involves designating an area as unavailable for sleeping. As this issue affects how outreach programs can be structured, we requested additional information from the City Attorney. The following information was prepared in consultation with the City Attorney's Office.

Enforcement of no-sleeping-in-public laws was limited by the Federal Ninth Circuit Court's recent decision in the *Martin v. City of Boise, Idaho* case which ruled that it is unconstitutional to enforce laws banning an individual from sleeping in public when no shelter is available. The Ninth Circuit did provide in Footnote 8 of its opinion that local jurisdictions without sufficient shelter may be able to constitutionally enforce some ordinances barring public dwelling. Specifically, the Ninth Circuit held that cities may still regulate the time/place/manner of sleeping in public. Furthermore, Footnote 8 advises that "an offer of shelter" is not needed if enforcement is limited to one or more specific locations where the public health, safety, or welfare justifies the restrictions, provided the limitation is not Citywide and leaves ample available options for People Experiencing Homelessness to dwell in public. The newly adopted MC 41.18 is structured so that an offer of shelter is not needed for enforcement because the ordinance addresses only certain locations where the public health, safety, or welfare supports public dwelling restrictions. As the amended version of MC 41.18 restricts only certain, limited areas, a Person Experiencing homelessness may continue to lawfully well in public in a non-restricted area.

Although MC 41.18 may be enforced without an offer of shelter, as a policy matter the City may choose to establish protocols that would require an offer of shelter before clearance of a restricted area can take place. The adoption of a protocol will require the City to ensure strict

compliance to the shelter offer requirement to avoid legal challenges to any subsequent enforcement.

Should the City adopt a policy requiring an offer of shelter before MC 41.18 may be enforced, it would be incumbent upon the City and its contractors to concurrently document each offer of shelter or housing. The protocols related to the offer and the documentation of the offer must consider a variety of factors, such as the method of documentation and the maintenance of such records. Additionally, the parties responsible for the offer should not be involved with the collection or management of other client data deemed confidential under U.S. Department of Housing and Urban Development (HUD) regulations.

Protocols for documentation of a housing offer should be developed, with assistance from the City Attorney, to ensure that service providers collect and maintain information in a suitable manner.

Property

Currently, MC 56.11 and MC 41.18 set forth City policy relative to regulating property in the public right-of-way. MC 56.11 includes provisions to regulate unattended property, attended personal property in excess of 60 gallons, and, if storage space is available, regulation of property in excess of essential personal property, which is defined as property exceeding the size of a backpack. MC 41.18, as described in this report, regulates sitting, lying, or sleeping, or storing, using, maintaining, or placing personal property in the public right-of-way.

Programs related to outreach need to include protocols to address the personal property held by Persons Experiencing Homelessness. This includes property held in their possession and property that they would like to retain but is kept in storage.

LAHSA advises that addressing personal property needs of a homeless individual is a key aspect to a homeless outreach framework. The Best Practices for effective unsheltered homeless outreach put forth by the USICH referenced earlier in this report also apply to property and storage issues. Storage needs must be part of a long-term engagement strategy with consistent engagement and low-barrier solutions. LAHSA states that developing an effective property/storage outreach strategy is important for the following reasons:

- Addressing storage fosters a healthier, more sanitary environment for everyone;
- Oftentimes, unsheltered homeless individuals need to protect life sustaining medical devices and prescriptions, as well as personal documents and identification cards which are required to access resources and housing;
- Maintaining key possessions keep unsheltered individuals connected to their former life, and assists them on their path to housing and potentially self-sufficiency; and
- Effective storage policies can remove barriers that are hindering an individual's enrollment in services, shelter, or housing.

Types of Property

Property of unsheltered homeless individuals can be divided into the following four categories:

1. Personal Property, or essential property that is on a person or in their immediate possession;
2. Stored Property, located in a facility that a homeless individual can freely access;
3. Property that has been confirmed by the unsheltered individual as unwanted or trash; and
4. Unclaimed property in the public right-of-way.

Each of these types of property require different solutions with regard to evaluation and disposition, as well as the involvement of different parties to provide assistance. Further, the City must be careful to ensure that it only disposes of property that has been designated as unwanted or is unclaimed. Finally, some property and debris may be a significant health hazard, such as needles or materials covered in feces. These require special handling.

Cultural And Disability Competency

HUD has established requirements for cultural competency when working with Persons Experiencing Homelessness. LAHSA has incorporated language proficiency, technology, and other practices into their outreach programs to provide culturally relevant contact. LAHSA reports that they actively ensure that their outreach staff reflect the diversity of the Los Angeles region. Interviews with several Council Offices, however, have identified a need for additional solutions to establish cultural connections with Persons Experiencing Homelessness to ensure successful service and housing outcomes. As another example, Motion (O'Farrell-Price, C.F. 20-1236) seeks an evaluation of the needs of Native Americans experiencing homelessness to better target programs that meet their needs.

Cultural competency with people with disabilities is equally important. According to the 2020 Point-in-Time Count of Persons Experiencing Homelessness, 25 percent have a Substance Abuse Disorder, 11 percent have a Developmental Disability, and 19 percent have a Physical Disability. In a separate study, the California Policy Lab determined that at least 20 percent of the unsheltered population contacted through LASHSA outreach programs have a documented case of Serious Mental Illness with DMH.

The Department of Disability (DOD) recommends that outreach programs include the following:

- Share the different accommodation options that are available and DOD offers
- Trainings (cultural competency to interact with people with homelessness, addiction, disability, mental health, naran/overdose prevention, syringe collection and disposal)
- Questions of accommodations or offering assistance should be asked during the intake process
- Hire people with lived experience or knowledge on disability/gerontology (and are aware of existing programs, providers and contacts to arrange direct services)
- Incorporate Mental Health or Substance Abuse specialists in *all* outreach teams
- Establish more effective communication and coordination between agencies to reduce contacts by multiple teams and ensure consistent messaging

- Host a focus group of Persons Experiencing Homelessness with disabilities in how we can better serve them
- Address syringe medical waste:
 - Engage with City-funded programs to expand collection
 - LASAN implement a pilot program to collect and dispose syringe waste
 - Additional syringe collection bins

The exceptional diversity in Los Angeles, however, may be difficult to fully represent among the limited number of staff in the outreach programs. Outreach teams should either represent cultural diversity among staff with the flexibility to assign staff to address needs as they arise, or have access to community organizations who can assist with making connections that may not otherwise result in successful connections to services and housing. Flexibility in assigning staff to provide assistance based on cultural needs is needed.

The City should request that the LAHSA Lived Experience Advisory Board convene focus groups of Persons Experiencing Homelessness with disability as recommended by DOD to develop recommendations to improve outreach to persons with disabilities.

After-hours and Weekend Response

The City does not currently fund teams to work after-hours or weekends. The County currently funds eight teams, one for each SPA, that work weekends.

An important consideration for after-hours and weekend operations is that most service and housing providers are closed, as are County offices that provide assistance. There would be limited opportunities to connect a person in real-time with the assistance they seek.

Another consideration is that additional safety protocols should be implemented to assure the safety of outreach teams working during evening and late night hours.

LAHSA staff indicate that weekend outreach, in particular, can be helpful in establishing connections and preparing people to access services once they open at the beginning of the work week.

In the City, there are currently only enough teams to provide outreach during regular business hours. If Council desires staffing for extended hours, additional teams will be needed. A staffing plan will need to be developed that identifies the additional time period that teams will be needed and the number of teams necessary to support those hours. For example, a staffing plan for an additional four hours per day will be different from a staffing plan that provides 24 hour coverage. Also, it may not be necessary, for example, to have as many teams for later hours than are available during the day, or it may be possible to stagger staffing in a manner that extends hours.

4. PROGRAM OPTIONS

The following program recommendations and program options have been identified to create an Outreach Engagement Framework for the City.

Key Components of an Outreach Engagement Framework in the City

1. Provide central coordination
2. Prepare a plan for each outreach effort
3. Access a wide range of resources and ensure role clarity
4. Ensure flexibility to allow assignment of resources to meet needs as they arise and shift
5. Ensure that all participants are able to focus on their role in the process (i.e., LASAN focus on clean-up, outreach workers focus on people)
6. Ensure clear, consistent, honest communication
7. Document fully all program requirements, principally in the contracts for services and additionally in protocols developed for program implementation.

In addition, the final program approved by Council should have a robust review process to measure effectiveness of the outreach program elements and reporting to Council for consideration of any necessary program adjustments. Efforts should be made to ensure that the program and its protocols and implementation procedures remain in place long enough to measure effectiveness.

Emergency Outreach

Council recently funded the CIRCLE Program, a pilot program, which will provide an alternative crisis response for calls related to Persons Experiencing Homelessness in an Emergency. In addition, an RFP for the Unarmed Response program is pending, which should include protocols to assist Persons Experiencing Homelessness.

Each of these programs will dedicate staff to Emergency Outreach, which is currently provided by HETs. The result is that all outreach efforts should be enhanced by allowing HETs to dedicate more time to Service-Focused Outreach rather than being re-deployed to address Emergency Outreach. It is likely that some emergencies will still require the re-deployment of HETs to Emergency Outreach, but there should be a reduction in the number of occurrences.

Recommended Actions

The following actions would clarify and further implement a structure that addresses the Emergency Outreach function:

1. Ensure that existing contracts with all contractors identify the Emergency Outreach function, its scope of work, and its activation through the UHRC.
2. Develop metrics for all Emergency Outreach functions to be reported quarterly through the Enhanced Comprehensive Homeless Strategy, including the CIRCLE Program and the Unarmed Crisis Response Program. Metrics should also indicate the time that outreach teams are diverted from Service-Focused outreach to Emergency Outreach.

Service-Focused Outreach

As noted above, Service-Focused Outreach involves the intensive efforts needed to connect Persons Experiencing Homelessness with services and housing. This proposal provides Council Offices with at least two dedicated General HETs that would be deployed at their discretion in a flexible manner that meets the needs of their communities. This can be addressed through:

- Street Strategy, which is a targeted approach to provide MC 41.18 compliance
- Encampment-to-Home, which is a targeted, proactive approach
- General Engagement, which dispatches teams anywhere in the District as needed

The following describes these approaches.

Street Strategy (as proposed by the CAO)

On July 28, 2021 the CAO released a report as instructed by C.F. 20-1376 that provides a proposed Street Engagement Strategy (Street Strategy). The CAO states that the proposed Street Strategy is a targeted outreach approach for encampments of a certain size, implements MC 41.18, and provides homeless persons with an offer of shelter, interim, or permanent housing. The CAO recommends that the Street Strategy be used for the implementation of the recently amended MC 41.18, Sections c.1-4 and d, if the designated site is an encampment with 10-15 tents, 30 or more people, or a public health and safety hazard. Additionally, the CAO recommends that the Street Strategy be established as a pilot program through January 2022, and that the CAO report to Council with an assessment of the program at that time.

The Street Strategy calls for the redeployment of the 17 existing City-funded HETs for this purpose. The CAO recommends allocating homelessness outreach funds for the 17 teams that Council held in the Unappropriated Balance (UB) in the FY 2021-22 Budget to fully fund these teams for the Street Strategy.

The CAO states that the Street Strategy was formed with input from key City staff and other stakeholders such as LAHSA, the County, and the United Way. Note that the CAO presented amendments to the Homelessness and Poverty Committee on August 12, 2021. The following represents the Street Strategy as amended and adopted by the Homeless and Poverty Committee.

Street Strategy Procedures

The Street Strategy includes seven steps to follow for its implementation, which includes an “offer of housing.” The 17 General HETs funded by the City would be assigned to implement this program. The seven steps, as amended by the Homeless and Poverty Committee are:

1. Initiate an engagement: A Resolution needs to be introduced with findings to concentrate on a specific site when implementing MC 41.18, c.1-4 and d. Initial steps include naming a Lead entity to manage the Strategy for this site in coordination with the appropriate Council Office.
2. Engagement: The Lead entity, LAHSA, and Council Offices will identify service and housing resources needed and their availability, develop an outreach plan, and determine the time frame needed to execute the Strategy.

3. Data and Reporting: Daily performance reports, and an end-of-engagement summary report (without legally protected client data) will be made available to Council Offices, LAHD, and the City's Homeless Coordinator regarding client contacts, engagements, services and referrals offered, and other housing-related outcomes for outreach services.
4. Engagement Completion/Final Clean-up: A Clean-Up date (Choice Date) is determined and communicated to key staff including LASAN and Council Office, and a formal, documented "offer of housing" is provided by LAHSA.
5. Maintenance: LAHSA will continue to monitor the site for repopulation and provide outreach and housing resources.
6. MC 41.18 Posting: The Resolution introduced in Step 1 needs to be approved for MC 41.18 posting.
7. Compliance: The following compliance actions would apply:
 - a. During the 14-day period after the signage has been posted, outreach teams will continue to engage anyone remaining on the site; and
 - b. For enforcement after the 14-day posting period, LAHSA shall provide detailed documentation that a suitable offer of housing was made prior to enforcement. LAHSA will maintain this information and make it available to the City Attorney's Office.

The Street Strategy provides a program to engage residents of an encampment, to offer services and housing that provides an opportunity to move inside, and clearly provides notification when the encamped area is no longer available for occupancy, all in compliance with MC 41.18. As noted above, this is one type of Service-Focused Outreach. Other approaches that are not based on MC 41.18 or time restricted remain available for implementation as well.

Proactive

As noted, the Street Strategy was developed within the context of revisions to MC Section 41.18 adopted by Council on July 1, 2021. Service-Focused Outreach teams could also engage in a proactive outreach approach that is not driven by a date when an area must be permanently cleared, but rather is unrestricted as to the time when an area is to be cleared. In this approach, General HETs would work with individuals and encampments of any size to connect people with services and housing, to conduct initial assessments, and other work needed to help someone come inside.

Protocols should be developed to ensure that there is a scope of work for outreach workers engaged in proactive engagement. If an Encampment-to-Home or Street-to-Home strategy is being employed, protocols should include a process to evaluate an encampment, identify resources needed, designation of a lead for the site, and strategies to deploy resources.

Deployment of Service-Focused Outreach Teams

With both Street Strategy and Proactive solutions, each Council Office would have the ability to identify a program that is appropriate to the needs of their communities. Some areas may need an immediate, emergency response through the Street Strategy (MC 41.18 compliance). Others may prefer a different approach to help homeless residents move inside. With this proposal, teams would be available to address encampments of any size, as well as assist individuals or very small groups who are unsheltered.

Recommended Actions

The following actions would implement this program area:

1. Approve the Street Strategy as recommended by the CAO and refined by this Framework;
2. Direct the CAO and LAHSA to develop operating procedures for Proactive outreach efforts;
3. Instruct the CLA and CAO to refine the Street Strategy operating procedures and protocols within the context of this Outreach Engagement Framework.

Sanitation Outreach

Sanitation Outreach, currently jointly administered by LASAN and LAHSA and coordinated through the UHRC, with target sites identified by Council Districts, through the CARE and CARE+ programs. The following provides recommended revisions to these programs, establishing a revised CARE+ program and a Spot Clean-up Program.

CARE+ Comprehensive Clean-ups

The CARE+ Comprehensive Clean-up operations approved by Council on June 30, 2021, provide notification to an encampment two weeks in advance that a clean-up will occur and that a trained engagement team be involved in working with encampment residents prior to and on the day of the clean-up action. The program also intends to provide personal hygiene services, replacement tents, and other services.

Operating procedures recommended by LASAN would schedule two CARE+ Comprehensive Clean-up days per week per Council District. Locations would be identified two weeks prior to the event date. Selection of the event date would initiate coordination between LASAN and the outreach team, which would result in any field assessments and development of a clean-up plan for the site. We highly recommended that LASAN and the outreach team coordinate beginning with the initial identification of sites and then through completion of a clean-up.

Upon identification of a site, the Sanitation Outreach team would immediately begin contacting unhoused residents at the site with information concerning the event date, with repeated visits to the site to provide information and updates as the event nears. The outreach team would focus on explaining logistics of the event to the unhoused residents and have the ability to connect them with service providers and General HETs who would provide services or housing. They would be present on the day of the event.

It should be noted that the two-week window may be too short to effectively build the relationships needed to lead to successful housing placements. Rather, this two-week time frame is adequate to ensure that encampment residents are aware of the clean up, the ways in which they can prepare for the clean up, establishing expectations for activities on the day of the clean up, collecting and bagging trash in advance of the clean up day, and guiding them on the day of the clean up. This type of outreach does not require staff experienced in housing and service placement, but rather experience in addressing the concerns and possible trauma associated with a clean-up event. The primary purpose is to achieve support and compliance in advance and on the day of the clean-up. Therefore, the designated outreach teams for the CARE+ Comprehensive Clean-up program should be focused on logistics of the clean-up event, with a secondary responsibility to provide connections to HETs and service providers.

This approach would also integrate with the Street Strategy. A Street Strategy engagement results in a 14-day posting and notification period, after which LASAN would conduct a clean-up of the area. The outreach team engaged to conduct the CARE+ Comprehensive Clean-up program would be ideally positioned to conduct the final outreach needed in the Street Strategy, including the documentation of an offer of housing.

Staffing for the CARE+ Comprehensive Clean-up program could be offered in one of two ways. First, existing LAHSA CARE+ teams could be employed to implement the program as defined, which would be documented fully in a revised contract between the City and LAHSA. Alternatively, Council may choose to retain a contractor or contractors who would be responsible for this service. A list of qualified contractors could be developed and Council Offices could select service providers from this list.

Spot Clean-up Program

The LASAN report of June 30, 2021, did not describe the Spot Clean-up program, though it is an on-going component of the LASAN work program and also requires assistance from outreach workers who can engage Persons Experiencing Homelessness. LASAN should provide a report that describes the Spot Clean-up program: its purpose, scope of work, number of operations per day, number of days per week, staffing, protocols, coordination procedures, and metrics. As with the CARE+ Comprehensive Clean-up program, the designated outreach team for Spot Clean-ups should be focused on logistics of the clean-up event, with a secondary responsibility to provide connections to HETs and service providers.

Based on these program elements, it is not recommended that LAHSA General HETs be responsible for outreach in LASAN Spot Clean-ups. A contractor or contractors should be identified to be present during Spot Clean-ups for the purpose of interacting with Persons Experiencing Homelessness, allowing LASAN to focus on the clean-up activity.

Recommended Actions

The following actions would address this program area:

1. For CARE+ Comprehensive Clean-ups: Procure a service provider or service providers willing to conduct the clean-up outreach services for this program;

2. For Spot Clean-ups: Procure a service provider or service providers willing to conduct the clean-up outreach services;
3. Establish program protocols and any contracts or Memoranda of Understanding necessary to ensure a clear scope of work for all involved parties in both types of CARE+ Comprehensive Clean-ups and Spot Clean-ups; and
4. Establish a protocol to ensure that if persons in a clean-up area are interested in housing that they will be connected to an outreach team or service provider able to provide this type of assistance.

Data

Success of this program will rely on the collection and analysis of quality data. There is a wide disparity among City representatives, however, as to what data is needed to evaluate this program. Failure to agree on data and reporting standards will result in an inefficient use of time collecting and processing data; multiple, duplicative, and confusing custom requests; confusing, contradictory results; and an inability to objectively evaluate effectiveness of the program. Additional work is required to develop effective data collection and reporting tools that are consistent and represent the consensus of City representatives.

Further, the City Attorney advises that there are strict federal regulations concerning which data are available for use. Once a final Comprehensive Outreach Program has been established and reporting needs identified, a determination will need to be made as to which data may be sensitive and how it can be used to inform program evaluation. The City Attorney should be requested to participate in and report on confidentiality issues associated with data collection and reporting.

County Coordination

The success of outreach programs relies upon the availability of County-funded service teams. Once a final Comprehensive Outreach Program structure has been established, the City should engage LAHSA and the County to determine how County resources can be coordinated with City efforts, including mental health services, beds for persons requiring a Higher Level of Care, and other County-directed resources and services. This should be documented in a Memorandum of Understanding or other similar agreement.

The County will ensure that its outreach teams and SPA Leads continue to provide support through the MDTs and other resources provided through Service-Focused outreach. It should be noted, though, that the County and its service providers will not participate in the process to document an offer of housing, should that be a component of the City's program.

5. PROPOSED OUTREACH STAFFING PLAN

Considering the services requested by Council, it appears that outreach programs are under-resourced. Further, the Street Strategy constrains services by redirecting the work of the 17 existing HETs on MC 41.18 services exclusively. To address these staffing constraints, the following proposed staffing plan has been developed to:

- Ensure that all forms of outreach are equitably staffed and able to meet the expectations of all stakeholders;
- Ensure that teams dedicated to Street Strategy and Roadmap will be focused on their work program and that additional teams will be available to conduct outreach in other areas of a Council District;
- All HETs would be coordinated with Council District priorities, allowing each Councilmember to determine the locations where Service-Focused Outreach should take place and the type of Service-Focused Outreach to be offered. Similarly, Sanitation Outreach would be coordinated based on Council priorities.

A critical element of this proposal is that contracts with LAHSA and all service providers must clearly define the scope of services to be provided.

Existing staffing would be reorganized and supplemented as follows and as summarized in Table 4 below.

1. Emergency Outreach will continue with the reassignment of HETs as needed to address emergency events of a general nature, such as a wildfire or public health emergency. A process needs to be developed to determine how such temporary reassignments would be activated.
2. Service-Focused Outreach:
 - a. Retain 7 existing Geography-based HETs dedicated to specific geographic areas:
 - i. Hollywood: 1 team
 - ii. Civic Center: 1 team
 - iii. Broadway/110 Corridor: 1 team
 - iv. Skid Row: 4 teams
 - b. Supplement 10 existing General HETs with an additional five General HETs, for a total of 15 teams with one assigned to each Council District;
 - c. Convert the 15 CARE teams to General HETs, with one assigned to each Council District.
 - d. Convert the 13 CARE+ teams as follows:
 - i. Eight teams to be assigned to underserved areas (see Table 5)
 - ii. Five teams to be assigned to Weekend and Supplemental outreach

- e. Continue the existing 15 Roadmap outreach teams and re-evaluate funding for these teams before March 31, 2022, as funding for Roadmap outreach teams expires October 6, 2022.

3. Sanitation Outreach

Seek a contractor or contractors to provide outreach in support of Spot Clean-ups and CARE+ Comprehensive Clean-ups conducted by LASAN.

Table 4 Staffing Proposal (Teams)							
	Emergency		Service-Focused			Street Health & Safety	
Current Staffing	General	911 Calls	General HET		Roadmap	CARE	CARE+
	0	0	17		15	15	13

Street Strategy as proposed By CAO	General	911 Calls	General HET	Street Strategy (MC41.18)	Roadmap	CARE	CARE+
	0	0	0	17	15	15	13

Framework Proposed Staffing	General	Unarmed Crisis Response	Proactive or Street Strategy	Additional*	Roadmap	CARE+ Comprehensive Clean-up	Spot Clean-up
Recommended	0	CIRCLE, Unarmed Crisis Response	30	20	15	Bid	Bid
Alternatives	0	CIRCLE, Unarmed Crisis Response	30	7	15	15	Bid
			45	7		Bid	
			30	7		Bid	

* Additional includes: 7 geography-based HETs, 8 Underserved area HETs, and 5 Weekend and Supplemental Outreach HETs

The proposed allocation would:

- add five new General HETs and convert the CARE teams into General HETs, resulting in a net increase of 20 HETs for Service-Focused outreach.
- Each Council Office would be assigned two General HETs, with the geography-based HETs remaining in place.

- General HETs would be available to work weekends and to supplement other outreach operations.
- Spot Clean-up and CARE+ Comprehensive Clean-up outreach would be offered through a service provider retained through a bid process.

The proposed allocation of HETs in this Staffing Proposal would allow each Council Office the flexibility to determine the outreach services approach that best meets the needs of their communities. Teams could be allocated toward any combination of Service-Focused outreach based on local need determined by the Council Office, including MC 41.18 Street Strategy, Proactive Outreach, or other Service-Focused approaches.

As noted, seven HETs are geography-based. On review of the geography-based assignments, it became apparent that consideration of other geography-based needs was needed. Table 5 provides a sample methodology to allocate additional General HETs to other high need areas of the City. In this methodology, each Council Office receives a base number of two General HETs; no District would have less than this base of two General HETs. The need for additional General HETs is then determined for each District based on the Unsheltered Population according to the 2020 Point-in-Time Count.

As Table 5 indicates, an additional eight HETs could be assigned to provide outreach in areas that may be currently underserved. Reassignment of the current CARE+ teams would allow the Council to assign additional HETs to underserved areas. In addition, other HETs would be available as needed to supplement significant outreach operations, to provide Emergency Outreach, or to meet any other special outreach needs that are identified, such as weekend hours.

Alternative Staffing Plans

The above proposal provides dedicated teams to each Council Office for Service-Focused and Sanitation Outreach. The proposal retains the existing 28 CARE and CARE+ teams, but transfers them to General HET outreach. Sanitation Outreach, however, would then be offered by contracted service providers rather than HETs.

Alternative approaches to the plan include:

1. The current 13 CARE+ teams could be supplemented with two additional CARE+ teams. LAHSA could be requested to continue to provide this work under the program guidelines adopted by Council on June 30, 2021.
2. The current 13 CARE+ teams could be converted to General HETs and supplemented with two additional General HETs to provide each Council District with a total of three General HETs.
3. The current 13 CARE+ teams could be eliminated.

Table 5**Projected General HET Staffing per Unsheltered Persons and Potentially Underserved Areas**

Council District	2020 Point-in-Time Count			Proposed Base General HETs*	@500 Per Team		@750 Per Team		@1,000 Per Team	
	Total	Unsheltered	Sheltered		Est Teams Needed	Teams to Add	Est Teams Needed	Teams to Add	Est Teams Needed	Teams to Add
1	2,825	2,374	451	2	5	3	3	1	2	
2	1,740	1,700	40	2	3	1	2		2	
3	704	606	98	2	1		1		1	
4	1,072	952	120	2	2		1		1	
5	1,205	954	251	2	2		1		1	
6	3,308	1,427	1,881	2	3	1	2		1	
7	1,440	1,216	224	2	2		2		1	
8	4,386	2,049	2,337	2	4	2	3	1	2	
9	4,891	2,653	2,238	2	5	3	4	2	3	1
10	1,930	1,264	666	2	3	1	2		1	
11	3,273	3,165	108	2	6	4	4	2	3	1
12	735	659	76	2	1		1		1	
13	3,907	3,194	713	3**	6	3	4	1	3	
14	7,617	4,705	2,912	8***	9	1	6		5	
15	2,257	1,934	323	2	4	2	3	1	2	
Total	41,290	28,852	12,438	37	58	21	39	8	29	2

* The Proposed Base includes the Service-Focused General HETs identified in Table 4 and does not include the Roadmap HETs, which are dedicated to a specific purpose and whose funding expires in 2022. Should Council reconsider the status of the Roadmap program, this Proposed Base could change.

** One additional team is assigned to Hollywood, which covers both CD 4 and CD 13, but the team is assigned to CD 13 due to population size.

*** Six additional teams are already assigned to Council District 14 for Skid Row, Civic Center, and the Broadway/110 Corridor.

Costs

In review of City budget data and in consultation with the CAO and LAHSA, it has been determined that each HET currently costs approximately \$200,000 annually. Implementation of the proposal to add five General HETs would increase program costs by \$1 million annually.

Also as proposed, the CARE teams are recommended to be converted to General HETs assigned to Service-Focused Outreach and service contractors would be hired to provide outreach services

for Spot Clean-ups Citywide. The current cost of CARE teams is \$3 million. This amount would continue to fund these teams and an additional \$3 million would be needed to retain outreach contractors for Spot Clean-ups. A similar cost would be incurred if the CARE+ teams are also converted to General HET Street Strategy teams and outreach contractors retained to provide outreach for CARE+ Comprehensive Clean-ups. Two additional CARE+ teams are needed to ensure the availability of one team for each Council District.

Once Council has established a final Comprehensive Outreach Program, final costs for staffing that plan can be determined.

Targeted Local Hire

Outreach efforts are particularly successful when Persons with Lived Expertise are involved. The City's Targeted Local Hire Program (TLH) was created to provide an alternate job pathway into City civil service via full-time, paid, on-the-job training for entry-level City positions. There may be opportunities within this proposed Outreach Engagement Framework to develop job opportunities for people who are formerly or presently homeless. The Personnel Department should be directed to evaluate opportunities within these programs and report to Council with options and recommendations.

Coordination

Coordination of all outreach resources is essential. Multiple complaints were registered that Persons Experiencing Homelessness are contacted by many different teams on a regular basis. We have received reports that such complaints were conveyed by Persons Experiencing Homelessness as well. Though difficult to actually know or measure the extent of this problem, efforts should be made to ensure efficiency in outreach efforts among all of the involved parties. Therefore, at all stages and in all cases, the lead outreach team for an encampment needs to be identified and all teams operating in that area need to establish a cooperative, efficient, and collaborative approach to providing services that reduces duplication of effort.

Decisions concerning the deployment of General HETs are currently coordinated through the LAHSA E6 coordination process. Deployment of the Roadmap General HETs is coordinated between LAHSA and the Council Offices. The CARE and CARE+ teams are deployed through the UHRC in coordination with LAHSA, LASAN, and the Council Offices.

The Council has options to ensure effective coordination of the outreach teams designated to work in each District.

1. Council Office-Directed Coordination

In this option, each Council District would direct the Service-Focused outreach teams designated to work in their area. Each Office would set the priority areas where teams would focus their work effort and coordinate needed resources with LAHSA, City and County departments, service providers, and contractors.

This option would require that each Council Office have one designated key staff person to coordinate these efforts. Additional funds would be required to allow Offices to retain and dedicate a staff person for this purpose.

2. Central Coordination

In this option, Service-Focused Outreach teams would be coordinated from a central location, such as LAHD, the CAO, or the UHRC. Each Council Office would work directly through the LAHD, the CAO, or the UHRC to identify priority areas where teams would focus their work effort. Staff at LAHD, the CAO, or the UHRC would coordinate with LAHSA, City and County departments, service providers, and contractors to deploy resources and monitor the conduct of the work.

This could be managed through five regional coordinators, each representing three Council Districts. LASAN deploys their staff from five service yards across the City. It may be appropriate to develop a coordination structure based on this deployment system, with one coordinator per region. The coordinators would not be managed by LASAN, but rather by a Homeless Outreach Director.

3. Central Coordination with LAHSA

In this option, Service-Focused Outreach teams would be coordinated from LAHSA with direction by Council Offices. Each Council Office would work directly through their LAHSA representative to identify priority areas where teams would focus their work effort. LAHSA staff would coordinate with City and County departments, service providers, and contractors to deploy resources and monitor the conduct of the work.

This option would benefit if each Council Office designates one key staff person to coordinate these efforts. Additional funds would be required to allow Offices to retain and dedicate a staff person for this purpose. Additionally, LAHSA would require additional coordinating staff to support Council direction.

Finally, a Homeless Outreach Director position should be created, within the CAO or LAHD, to serve as contract administrator. This person would:

- prepare and manage outreach bids and contracts
- collect and analyze data
- monitor performance of contractors
- monitor deployment of outreach teams
- receive and report program complaints
- report periodically to Council and the Mayor on program implementation
- participate in LAHSA coordinating meetings in the E6 program



John Wickham
Analyst

Attachment A

OUTREACH ENGAGEMENT FRAMEWORK

OUTREACH ENGAGEMENT FRAMEWORK

The Outreach Engagement Framework will be comprised of three components:

- Emergency Outreach
- Service-Focused Outreach
- Sanitation Outreach

All components of the Framework will be fully documented in contracts, operating procedures, and other agreements or documents as appropriate to ensure clear assignment and understanding of roles and responsibilities. Council will be provided copies of all materials developed. All materials will be developed by the Director of Homeless Outreach with assistance from the CLA, LAHD, LASAN, and other departments as appropriate. Copies of all documents and reports developed by LAHSA and contractors will be provided to the contract administrator (currently LAHD).

Emergency Outreach

This program area will provide support to Persons Experiencing Homelessness in the case of emergencies such as natural disasters (e.g., a wildfire or earthquake) or public health matters (e.g., COVID-19, the 2017 Hepatitis A outbreak). This program area also concerns situations when an individual Person Experiencing Homelessness has an emergency that requires immediate help that would involve First Responders.

Staffing

Staffing for Emergency Outreach will be provided either through the:

- Re-deployment of Homeless Engagement Teams
- Deployment of contract service providers through the CIRCLE Program or the Unarmed Crisis Response Program

Deployment decisions will be coordinated through the UHRC by the Director of Homeless Outreach, Regional Homeless Outreach Coordinators, and Council Offices.

Implementation

Implementation actions include:

1. Revise existing contracts with LAHSA and all contractors to identify the Emergency Response Outreach function, its scope of work, and its activation through the UHRC;
2. Develop metrics for all Emergency Response Outreach Functions to be reported quarterly through the Enhanced Comprehensive Homeless Strategy, including the CIRCLE Program and the Unarmed Crisis Response Program. Metrics should also indicate the time that outreach teams are diverted from Service-Focused Outreach to Emergency Outreach;
3. Develop operational protocols to determine how such temporary reassignments would be activated; and

4. Develop data and reporting mechanisms to measure effectiveness of program delivery.

Service-Focused Outreach

This program area connects Persons Experiencing Homelessness with services and housing. Teams will take the time necessary to establish trusting relationships and ensure that people are able to move into interim or housing resources as quickly as possible. Teams will be responsible for effective communication and coordination with all parties involved in providing such services and housing.

Service-Focused Outreach could be conducted through:

- Street Strategy to achieve MC 41.18 compliance
- Proactive Outreach, such as Encampment-to-Home, to secure housing
- Proactive Outreach to any Person Experiencing Homelessness in a Council District
- Other Service-Focused programs as developed

Staffing

Staffing will be comprised of:

1. Two General HETs per Council District (a total of 30 teams)
2. Geography-based HETs dedicated to specific geographic areas:
 - i. Hollywood: 1 team
 - ii. Civic Center: 1 team
 - iii. Broadway/110 Corridor: 1 team
 - iv. Skid Row: 4 teams
3. Supplemental General HETs based on Point-in-Time Count (eight teams)
4. Continue one Roadmap HET per Council District with reevaluation by March 31, 2022.
5. Five General HETS for Weekend and Supplemental outreach

Deployment of Teams will be determined by Council Offices and managed through the Director of Homeless Outreach and Regional Outreach Coordinators. The Director of Homeless Outreach and Regional Outreach Coordinators will determine deployment priorities for Weekend and Supplemental outreach based on input from Council Offices and UHRC.

Implementation

Implementation actions include:

1. Approve the Street Strategy as recommended by the CAO and refined by this Framework;
2. Revise existing contracts with LAHSA and all contractors to identify the Service-Focused Outreach function, its scope of work, and its activation through the UHRC.

3. Instruct the CLA and CAO to refine the Street Strategy operating procedures and protocols within the context of this Outreach Engagement Framework;
4. Direct the CAO and LAHSA to develop operating procedures for Proactive outreach efforts; and
5. Develop data and reporting mechanisms to measure effectiveness of program delivery.

Sanitation Outreach

This program area is focused on assisting Persons Experiencing Homelessness during a clean-up operation in the public right-of-way. This requires coordination with LASAN and other City departments as appropriate. There are two types of clean-up:

- CARE+ Comprehensive Clean-up
- Spot Clean-up

The CARE+ Comprehensive Clean-up program will be implemented as adopted by Council on June 30, 2021 (C.F. 20-0031). Notably, service providers shall have 14 days to conduct outreach services to designated encampments and shall be present on the day of the clean-up. Similar program details for Spot Clean-up should be developed and approved by Council.

Staffing

The Spot Clean-up and CARE+ Comprehensive Clean-ups will be conducted by service providers selected through a competitive bidding process. A list of qualified service providers will be developed and the City (the Council, with assistance of the UHRC and Director of Homeless Outreach) may choose service providers from that list to provide the designated services.

Deployment of Teams will be determined by Council Offices and the UHRC, and managed through the Director of Homeless Outreach and Regional Homeless Outreach Coordinators.

Implementation

The following actions would address this program area:

1. Procure a service provider or service providers willing to conduct the Spot Clean-up and CARE+ Comprehensive Clean-up outreach services;
2. Establish program protocols and any contracts or Memoranda of Understanding necessary to ensure a clear scope of work for all involved parties in both types of Spot Clean-ups and CARE+ Comprehensive Clean-ups, including procedures for contractor and LASAN coordination;
3. Establish a protocol to ensure that if persons in a clean-up area are interested in housing that they will be connected to an outreach team or service provider able to provide this type of assistance; and

4. Develop data and reporting mechanisms to measure effectiveness of program delivery.

Coordination

Establish a City Homeless Outreach Coordination unit (Unit) within the CAO or LAHD to manage the City's outreach programs to assist Persons Experiencing Homelessness, to oversee all contracts and agreements implementing these programs, and to report regularly to the Council and Mayor. Specifically, the Unit will:

- prepare and manage outreach bids and contracts
- collect and analyze data
- monitor performance of contractors
- monitor deployment of outreach teams
- receive and report program complaints
- report periodically to Council and the Mayor on program implementation
- participate in LAHSA coordinating meetings in the E6 program

The Unit will work directly with the designated Council Office Homeless Outreach Coordinator in each Council Office to identify target areas for outreach services. Jointly, the Unit and the Council Office will direct LAHSA, contractor, and City department work efforts, monitor service delivery, coordinate access to necessary resources, evaluate metrics and data concerning outreach services, and other tasks necessary to ensure effective service delivery.

The Unit will be comprised of a Director to oversee all staff. There will be five Coordinators, each representing three Council Districts. To the extent practicable, this structure will align with the LASAN service yards to facilitate geographic coordination of all necessary resources. As noted, each Council District will have one staff person designated to support outreach services.

Attachment B

LAHSA Memo: Developing a Comprehensive Outreach Framework for Los Angeles



Date: August 24, 2021

To: John Wickham, Office of the Chief Legislative Analyst

From: Brittnee Hill, Director of Access and Engagement

cc: Heidi Marston, Executive Director

RE: LAHSA ATTACHMENT ON CF 21-0329: DEVELOPING A COMPREHENSIVE OUTREACH FRAMEWORK FOR LOS ANGELES

The following attachment provides LAHSA's information and input on the Chief Legislative Analyst's report back on CF 21-0329, which seeks to establish a comprehensive outreach framework in the City of Los Angeles. This attachment gives a thorough overview of the current state of outreach, including clarifying what roles outreach do and do not play in the homeless services system, while also making recommendations for further refinement and clarification of these roles.

Outreach teams play a critical role in the homeless services system, providing life-saving supports to people experiencing unsheltered homelessness, while also serving as one of several entry points to the homeless services system. While they are only one piece of a functioning homeless services system, their work is critical and must be "right-sized" to ensure a functioning system that swiftly moves people off the street, into interim housing, and eventually ends their homelessness by placing them in permanent housing.

LAHSA appreciates the opportunity to submit information as part of this report. If you have any questions about the information contained within this attachment, please do not hesitate to contact me at bhill@lahsa.org or at (213) 434-8949.

LAHSA Response to CF 21-0329

I. INTRODUCTION

The following document provides the Los Angeles Homeless Services Authority (LAHSA's) responses to CF 21-0329, authored by Councilmembers Krekorian, Raman, and Price, and developed in partnership with the Chief Legislative Analyst (CLA) and the Chief Administrative Officer (CAO) of the City of Los Angeles. This document seeks to better define the roles that outreach teams have played in the homeless services system, the communication between Council offices and outreach entities, and refine and reach a common understanding of the expectations for the outcomes of outreach teams' work.

The City of Los Angeles has well understood that the core component of outreach's success in moving people out of homelessness is the availability of housing units that are affordable and available to people experiencing homelessness. This understanding, that housing is what ends people's homelessness, is what led the City to invest in supportive and affordable housing prior to 2016, and accelerate its efforts to make historic investments in housing creation for people experiencing homelessness since 2016.

The City's key housing accomplishments over the last five years include but are not limited to:

- Implementing a \$1.2 billion bond to build thousands of units of supportive housing,
- Passing an affordable housing linkage fee to both creates more funding to building housing for people at the lowest incomes and incentivize developers to include housing for these populations,
- The implementation of the transit-oriented communities program to incentivize the creation of thousands of deeply affordable units,
- Dedicating over \$90 million in federal CARES Act funding to LAHSA's Recovery Rehousing plan to move thousands of people into housing units using time-limited rental subsidies,
- Dedication of approximately \$1 billion in the FY 21-22 budget to solutions to homelessness, including housing units, rental assistance, tiny homes, prevention, and other key services.

Unfortunately, the full impact of these historic investments is yet to be fully realized. Thousands of units of affordable and supportive housing are in the construction pipeline, as anticipated, but are not yet available to house people experiencing homelessness today. Other investments have taken time to yield desired results and have encountered challenges along the way: With LAHSA's Recovery Rehousing plan, housing placements moved significantly more slowly in the initial months of the program due to barriers engaging landlords and limited service provider capacity. While housing placements have significantly accelerated, they are yet to reach the needed pace of housing placements.

Many more needed housing resources are forthcoming through the federal American Rescue Plan. Including Emergency Housing Vouchers, rental assistance, and homeless services funding. The California State budget will also provide additional resources through the Project Homekey program, as well as \$1 billion in annual funding for local jurisdictions for at least the next two years. But these resources will also take time to yield the results that Angelenos are eager to see in reducing homelessness. Just as important, inflow into homelessness continues, blunting the visibility of progress as the re-housing system continues to scale up.

Even as historic housing investments are made, some level of street homelessness will continue to persist until these investments are fully available for people to move into these housing units or utilize these subsidies in existing housing units.

Given this, it is an opportune time to examine what the expectations and realistic results for homelessness outreach teams should be, and how LAHSA and the City can reach their collective goals for outreach. Outreach teams are a critical resource to people experiencing homelessness, and to the communities where encampments or significant numbers of people experiencing homelessness are present.

These teams are not able to move more people into housing without more housing resources being made available. Outreach teams' effectiveness at *ending* people's homelessness is only as effective as the housing resources available to them. But moving people into housing is only one facet of outreach teams' work, and outreach can add significant value to the Los Angeles homeless services system as the aforementioned housing resources continue to reach scale. Outreach teams can enable critical outcomes for people and communities, including:

- More effective navigation of people experiencing homelessness to the limited but available housing and shelter interventions, including more work to prepare people experiencing homelessness to move to housing resources as they become available,
- Provision of basic needs, including nutritional needs,
- Increased engagement between people experiencing homelessness and the homeless services system to access key services,
- Better integration of public health responses and cleaner, more sanitary encampments and neighborhoods, and
- More effective and responsive communication between Council offices and the homeless services system regarding available resources and conditions and changes on the ground.

These key outcomes can be achieved with more resources directed to outreach teams. Increased resources for outreach teams do not necessarily increase the availability of housing options that allow outreach workers to facilitate people experiencing homelessness to move off the street.

It should also be noted that outreach teams are not the only or even the primary actor facilitating housing placements in the homeless services system. Outreach teams are one set of entry points into the homeless services system, which employs a "No Wrong Door" approach. A larger network of community-based service providers is tasked with connecting people in the system with housing interventions once outreach teams have connected a person experiencing homelessness to the system. For example, community-based service providers are the lead agencies that administer the Rapid Re-Housing programs that connect people experiencing homelessness with market-rate and shared housing units coupled with a rental subsidy. While an outreach team may do the work of connecting a person to a service provider agency that administers Rapid Re-Housing, it is the service provider that performs the work of locating available housing units, moving the individual into the available unit, and providing the associated financial assistance and case management through the Rapid Re-Housing program.

While outreach has played an important role in engaging with an individual, building trust, and connecting them to the system of housing interventions, the service provider administering services like Rapid Re-Housing and its associated case management, housing navigation, and other services is often the entity that is more effectively equipped to complete the housing placement in this example. Outreach teams partner with these providers and play a critical role linking people experiencing homelessness to these providers, but fulfill a different function.

Given this context, the report below seeks to better define the expectations for outreach teams in relation to the role they play in the larger homeless services system. The report below includes the following discussion, with policy recommendations included:

- Background on Homelessness Outreach and Existing Outreach Infrastructure in Los Angeles;
- Existing Goals for Outreach and Recommendations for Shared Goals
- Current Roles of Outreach Teams and Recommended Adjustments to these Roles
- Staffing of Outreach Teams and Recommended Changes in Staffing
- Coordination with County Teams and Possibilities for Increased Coordination
- Communication and Reporting Between Outreach and Other City Entities
- Storage and Transportation Considerations
- Continued Interagency Collaboration and Ongoing Review of Outreach Framework

A number of other reports to the City provide additional information, data, and recommendations on outreach and should be consulted in coordination with this report. These other reports include:

- Report Back on [CF 20-1603](#), which requested LAHSA to report on the status of outreach programs, coordination with County entities, and data sharing practices with the city.
- Report Back on [CF 20-1406](#), which requested LAHSA to report on the engagement practices that led to the success of the pilot program at the Paxton-Bradley encampment.
- Report Back on [CF 20-1376](#), which requested the CAO to develop a “Street Engagement Strategy” for the City of Los Angeles.

II. BACKGROUND ON OUTREACH AND EXISTING OUTREACH INFRASTRUCTURE

A. Background on Outreach Activity in the City of LA

As of June 30, 2021, there are 64 City-funded homeless outreach teams operating within the City of Los Angeles. This total includes staff that support broader coordinated outreach through *County Strategy E6* (HET), City-focused teams dedicated to sanitation response (CARE/CARE+) and the City Homelessness Roadmap teams. With the exception of four LA County Department of Health Services (DHS)- administered Multi-Disciplinary Teams (MDT), all City-funded units are administered and staffed through LAHSA. See Table 1 on the following page for overview of City-funded outreach teams.

Table 1. City-Funded Outreach by Team Type

Type of City-Funded Team	# of Teams	Coverage within the City of Los Angeles
<i>General Outreach</i>		
Homeless Engagement Team (HET), Generalist	10	Citywide
HET, Geography-Based	7	Hollywood Civic Center Grand Corridor (Broadway/110 Freeway) Skid Row
<i>City of Los Angeles Sanitation Response</i>		
HET, CARE	15	One (1) per Council District
HET, CARE+	13	Citywide, divided among four (4) geographic regions within City (South, Central, West, Valley)
<i>Special Initiatives</i>		
HET, City Homelessness Roadmap	15	One (1) per Council District
HEAP Multi-Disciplinary Units (Administered by DHS)	2	One (1) in Council District 8 One (1) in Council District 9
C3 Teams (Administered by DHS)	2	Operating in Skid Row

B. Countywide Outreach Teams

Under Los Angeles County's approved strategies to combat homelessness, which are funded by Measure H, *Strategy E6: Countywide Outreach System* (Strategy E6) is the strategy that provides the key coordinating structure for homeless outreach services in Los Angeles, including some outreach resources funded by the City of Los Angeles.

Compared to the year prior to Measure H implementation, annual outreach engagements more than tripled from 11,747 in 2016 to 38,865 in 2019. Critically, the system is designed to better leverage resources and subject-matter expertise from system partners, including County health agencies.

Currently, over 165 teams operate within the Strategy E6 coordinated outreach model. Measure H directly funds system coordination and the vast share of outreach units including, but not limited to, LAHSA HET and County DHS Multidisciplinary Teams (MDTs). A smaller portion of outreach programs receive direct funding through non-Measure H sources including, but not limited to, the City of Los Angeles. See Table 2 below for overview of all outreach Countywide, including teams funded by both the City and the County.

Table 2. All County and City-Funded Outreach by Coordination Structure

Type of Outreach Units within E6 Structure	Teams
LAHSA-Administered Teams	93
HET Generalist (City-Funded)	17
HET Generalist (County-Funded) <i>Includes HET HOST (appx. 16) and Weekend Units (8)</i>	33
HET CARE/CARE+	28
HET Homelessness Roadmap Teams	15
County Department of Health Services-Administered Teams	58
Weekday Multi-Disciplinary Teams (MDT)	33
Weekend MDT	8
City HEAP MDT (Council District 8 and 9)	2
Public Spaces MDT	8
County + City + Community (C3) Teams	7
County Department of Mental Health-Administered Teams	15
Homeless Outreach Mobile Engagement (HOME) Teams	15

III. EXISTING AND SHARED GOALS FOR OUTREACH, BEST PRACTICES

A. Goals for Outreach

Historically, different entities within the homeless services system have conducted different types of homelessness outreach within the City of Los Angeles, with no central set of shared overarching goals between all entities at the City, County, and LAHSA, and a lack of shared understanding on the role outreach plays within the larger system. While more granular, contract-level goals do exist with individual funders of outreach activity, there is a gap in establishing shared principles to guide outreach. Currently, goals for LAHSA-led outreach that is funded by the City of Los Angeles include:

- A goal of making contact with 6,500 people experiencing homelessness on a yearly basis, across all City-funded outreach;
- A goal of offering services and having engagement with a total of 3,250 people experiencing homelessness on a yearly basis;
- A goal of 500 contacts per year for each Homeless Engagement Team (HET) funded through the City General Fund;
- A goal of 300 contacts per year for each CARE/CARE+ team funded through the City General Fund

These high-level goals are regularly well-exceeded and do not capture the whole universe of outreach interactions. In FY 19-20, LAHSA's HET teams alone made contact with 27,959 individuals experiencing homelessness, not including other outreach teams working throughout the County. These contacts increased sharply in response to the COVID-19 pandemic. In 2020, outreach teams made 46,533 total contacts with people experiencing homelessness.

Given the gaps between individual outreach goals being met and larger expectations from stakeholders and funders of outreach, this suggests some misalignment between existing contract goals and larger, overarching expectations for how outreach teams should perform. This is further complicated by the varied functions of outreach teams. Even within individual entities, such as LAHSA, different teams have

goals that can vary depending on circumstances. For example, a HET tasked with proactive service-focused outreach may have different goals than a CARE/CARE+ team responding to sanitation operations.

RECOMMENDATION: The City, LAHSA, and the County should work together to establish shared goals for outreach in the city, with recognition of goals varying by different types of teams (see section IV). However, there should be overarching goals to guide City-funded outreach that apply to all teams that the City funds. LAHSA recommends the following three goals:

- Outreach teams work to connect people experiencing homelessness with system resources that lead people to housing, including both interim and permanent housing programs, while also addressing barriers to housing like identification and other documentation challenges.
- Outreach teams work collaboratively with the rest of the homeless services system to connect people to specialized services like mental health services, substance use disorder services, and life-sustaining services like nutrition assistance, urgent medical care, and others.
- Outreach teams, particularly CARE/CARE+ teams, work to ensure health and safety of people experiencing homelessness through creation of healthier environments, providing trash receptacles, links to hygiene services, sharps disposal, and facilitating cleanings of areas.

B. Best Practices

Los Angeles' coordinated outreach system is grounded in best practices for homeless services delivery, including outreach components recommended by the U.S. Interagency Council on Homelessness (USICH). Additionally, in February 2019, LAHSA released its [Guiding Principles and Practices for Unsheltered Homelessness](#), a guiding document for engaging with individuals who are experiencing unsheltered homelessness in a manner that meaningfully addresses their homelessness, alongside community health and safety concerns. In addition, in June 2021, LAHSA released a document entitled [Best Practices for Addressing Street Encampments](#), which addresses how to engage large encampments. Key best practices in homelessness outreach include, but are not limited to:

Engagement-Focused Outreach

Outreach should be directed by service providers who have deep expertise in both evidence-based engagement strategies and the availability and referral pathways to system resources available to meet the client's service needs. Many people experiencing unsheltered homelessness are often traumatized by their lived experiences, including past negative experiences with systems of care that may have contributed to that trauma. Regular, proactive outreach, consistency, and patience helps to establish the trust necessary for individuals who may be hesitant to accept care. Once rapport and trust are established, outreach staff use strengths-based engagement techniques, like motivational interviewing, to guide clients in creating plans to transition off the street and into housing.

Housing First and Affirming Client Choice

Homeless outreach is guided by the core principles of Housing First. This service lens recognizes that all individuals are "housing ready" and that permanent housing is the primary solution to ending an individual's homelessness. In practice, it does so by removing pre-conditions to housing and supportive services, establishing low-barrier models of housing, and affirming client choice in housing and service decisions. The transition of the Paxton and Bradley encampment is a prime example of outreach efforts grounded in Housing First philosophies. Meaningful consultation with encampment occupants, together with housing-focused engagement and the availability of low-barrier housing options were key to successful client outcomes.

Protecting Client Privacy and Confidentiality

Protecting client discretion and privacy is essential for positive outreach engagement. Many individuals experiencing homelessness carry a history of trauma or mistrust of systems of care, reinforced by the daily difficulties of living unsheltered. Often, this results in an understandable reluctance to disclose sensitive information that may otherwise help outreach staff assist with re-housing and service referrals. When clients have discretion over the use of their data and privacy over that information is guaranteed, outreach teams are better able to build trust, and thus better-positioned to help clients identify and connect with appropriate housing and service options.

Meeting People Where They Are Through Person-Centered Services

Person-centered services emphasize an individual's strengths and resources, mobilizing support and treatment plans around that individual's own unique preferences and needs. This approach never assumes an individual's needs in order for that individual to drive their own decision-making or problem-solving process.

Cultural Competency and Language Access for Outreach Teams

All outreach teams should engage in cultural competency training to ensure that people experiencing homelessness of all backgrounds are comfortable and feel welcomed in their interactions with homeless outreach teams, regardless of their race, gender, sexual orientation, ethnicity, disability status, age, or any other factor. Given the diversity of Los Angeles, this includes engaging people with limited English language proficiency and requiring outreach teams to have access to other staff or technology that allows the person experiencing homelessness to converse in their language of choice. In alignment with HUD requirements, all LAHSA staff have completed training on LAHSA's Language Access Plan.

IV. CURRENT ROLES OF OUTREACH TEAMS AND RECOMMENDED ADJUSTMENTS

A variety of different stakeholders fund, administer, or collaborate with the homeless outreach system. Funders contract with outreach teams to fulfill different functions, and as such, outreach teams must play an array of different roles to respond to these interests and obligations. This section seeks to:

- Define the existing roles of City-funded homeless outreach teams and the ways outreach teams are deployed
- Seek to formally identify and recommend which entities should play different roles in relation to different modes of outreach. These roles include those of responsibility, accountability, consultation, and being informed, and what metrics should correspond with these respective modes of outreach, as what constitutes "success" may differ significantly depending on the role and the expectations of that team
- Discusses the role of place-based outreach strategies that may diverge from the existing strategies employed by the Coordinated Entry System (CES)
- Identifies the recommended role for the Unified Homelessness Response Center (UHRC)

By reaching a better common understanding of the different functions of outreach, and what roles different entities should play with respect to each form of outreach, the City, County, and LAHSA can arrive at a set of mutually-understood expectations for outreach's expected outcomes.

A. Defining the Different Types of Deployment of Outreach

The essential first step to identifying the appropriate expectations and metrics for outreach is to define the array of functions that outreach teams are expected to perform. While LAHSA has three types of homeless outreach teams (See Section B below), these teams fulfill an array of varied roles. These functions roughly fall into three broad categories, with more specific functions within each category:

Emergency Functions

- *Exigent Response Outreach:* This function, which can be carried out by all types of outreach teams, involves responding to exigent circumstances, such as disease outbreaks (including COVID-19, typhus, etc.), wildfires, heavy rains and flooding, to ensure basic safety and life-sustaining services being delivered to people experiencing homelessness.
- *Alternative Crisis Response:* This function, which currently does not have a coordinated mechanism in place outside of 9-1-1 dispatch, entails responding to non-violent 9-1-1 calls related to homelessness, such as panhandling. These calls could be addressed by non-police unarmed interventions, such as the response being piloted through the City's CIRCLE program.

Service-Focused Functions

- *Person-Centered Outreach:* This function, carried out primarily by LAHSA HETs, with support from partner agencies, deploys teams for proactive engagements with people experiencing homelessness with the purpose of enrolling participants into services and housing, and removing barriers to placing participants into housing (such as identification or documentation challenges). Teams deploy based on LAHSA's outreach strategy, which takes into account the presence and density of homelessness through the specified geography in which they work, as well as based on client needs in their path to accessing services and housing. While this function is carried out by teams that cover specific geographies, such as Service Planning Areas or more narrow "Zones" within their Service Planning Areas, their response within those geographies is based on client needs and follow-up, regardless of whether the client is in a targeted encampment or not.
- *Locally Targeted Outreach:* This function, which entails working closely with Council offices to establish neighborhood-based priorities and catchment zones, is utilized to address multiple issues. One of these issues is quickly filling new interventions--this is carried out by both HETs as well as new Homelessness Roadmap teams, and entails rapidly identifying and placing people experiencing homelessness into new interim housing interventions, most notably including A Bridge Home sites. Another role is other outreach to targeted encampments, which is currently fulfilled by Homelessness Roadmap teams consists of outreach to key encampments that are identified by Council District staff as representing the areas of greatest need within their districts.
- *LA HOP and Other Urgent Response:* This role is fulfilled by multiple types of teams. For LA-HOP, the role is currently fulfilled by LAHSA HET teams, as well as some community-based service providers, entails responding to community member outreach requests that are entered through the [LA HOP online portal](#). When key stakeholders such as elected officials identify people that are ready to engage in the conversation on enrolling in services or seeking housing, this role can be fulfilled by all teams.

Sanitation Functions

- *Sanitation and Street Cleaning:* This function, carried out primarily by CARE/CARE+ teams, entails close work with LASAN to keep encampments sanitary and deliver public health and

sanitation services. Roles involve coordinating trash removal, bulky item pickup, and spot cleanings, while preparing people at key encampments for upcoming sanitation work.

B. Current Practice

LAHSA has roughly three types of outreach teams: General Outreach, CARE/CARE+ teams, and special initiative teams carrying out projects like the City Homelessness Roadmap. Under the current outreach system, different LAHSA outreach teams fulfill a variety of the functions outlined above, with some teams fulfilling several functions. The current state has contributed to an overall lack of clarity among key stakeholders about what function each team is expected to fulfill and what the appropriate metrics are to measure each of these teams. Table 3 below summarizes which City-funded teams fulfill each of the functions listed.

Table 3. City-Funded Outreach by Team Type and Outreach Function

Type of City-Funded Team	# of Teams	Outreach Function Fulfilled
<i>General Outreach</i>		
Homeless Engagement Team (HET), Generalist	10	Exigent, LA HOP- and Other Urgent, Person-Centered, Locally Targeted
HET, Geography-Based	7	Exigent, LA-HOP and Other Urgent, Person-Centered, Locally Targeted
<i>City of Los Angeles Sanitation Response</i>		
HET, CARE	15	Exigent, LA-HOP, Sanitation
HET, CARE+	13	Exigent, LA-HOP, Sanitation
<i>Special Initiatives</i>		
HET, City Homelessness Roadmap	15	Exigent, Other Urgent, Locally Targeted
Multi-Disciplinary Units (Administered by DHS)	2	Exigent, Other Urgent
C3 Units (Administered by DHS)	2	Exigent, Other Urgent

C. Recommended Roles and Metrics

The six functions identified above are all distinct, and in some cases, disparate. As a result, the City and LAHSA should work together to clarify differences between these roles, how to partner between City agencies, LAHSA, and the UHRC in each of these distinct situations, determine what constitute a measure of success for each function, and finally, decide what metrics to use to measure that success. LAHSA recommends that for each function, the City and LAHSA determine which entity is:

- Responsible for carrying out the actual work to achieve the function at hand
- Accountable for ensuring the thorough and appropriate completion of the function
- Consulted as a subject matter expert to inform how the function is carried out
- Informed of progress and developments within the function

RECOMMENDATIONS:

LAHSA recommends the following changes to ensure each of these six key functions is fulfilled in a manner that is clear to stakeholders, service providers, and outreach workers alike:

- Exigent Response: LAHSA recommends that the UHRC take over coordination of this role, with all LAHSA outreach teams, LAFD, and LAPD responsible for carrying out the work.
- Alternative Crisis Response: LAHSA recommends that community based mental-health providers take over this role, with UHRC playing a coordinating role, while aligning with both the existing CIRCLE pilot and the Request for Proposals currently issued by the CAO.
- Person-Centered Outreach: LAHSA recommends that LAHSA HET and LAHSA contracted outreach providers continue to carry out this role.
- Locally Targeted Outreach: When new sites such as ABH open, LAHSA recommends that both LAHSA HET and contracted outreach providers carry out this work, with both UHRC and Council Offices playing a coordinating role. In cases where an encampment targeted by a Council office is involved, Roadmap teams should coordinate with HET, and should carry out other targeted encampment work in coordination with HET and consultation with Council Offices.
- LA HOP and Other Urgent Response: LAHSA recommends that LAHSA HET oversee LA-HOP work in coordination with contracted outreach service providers, with responsiveness to individuals who submit requests. When requests come from other stakeholders, such as elected officials, LAHSA recommends that LAHSA Roadmap Teams oversee this response, consulting regularly with their respective Council offices to respond.
- Sanitation Response: LAHSA recognizes that homelessness outreach plays an essential role in coordinating and preparing for sanitation operations in the City of Los Angeles. Outreach teams can and should assist with messaging, assisting, and creating clear expectations for people at encampments in advance of upcoming sanitation operations, while continuing conversations around available resources and services. It should be noted, however, that sanitation response work is an inherently different role from service-focused outreach. Preparing people at encampments for sanitation operations does not allow the same type of service engagement and outcomes that may be achieved by teams playing other functions in the outreach system. LAHSA welcomes a conversation with appropriate City entities to agree upon and define the roles of homelessness outreach entities within sanitation operations, and determine which entities are best equipped to play appropriate roles leading up to and during the day of a sanitation operation.

Table 4 below summarizes these recommendations on the following page:

Table 4. Current Outreach Functions, Recommended Future Roles

Type of Outreach	Current Practice	Recommended Future Structure				
		Responsible Entity	Accountable Entity	Consulted Entity	Informed Entity	Metrics of Success
Emergency Response Functions						
Exigent Response	Coordinated deployment through UHRC with all relevant agencies.	UHRC LAHSA (All teams) LA Fire LAPD	UHRC	LAPD LA Fire, County OEM, DPH, DHS, DMH	Elected offices	Risk mitigation Distribution of survival supplies
Alternative Crisis Response	No coordinated response mechanism in place, outside of pilots	Community based mental health providers	UHRC	LAHSA	Elected offices	
Service-Focused Response Functions						
Person-Centered	Proactive outreach largely occurs only by County-funded teams and some City-funded HET	LAHSA HET LAHSA Contracted Providers	LAHSA	LAHSA	Mayor’s Office, Council Offices, UHRC	Housing placements Program enrollments Interim placements Document/ID preparation
Locally Targeted Outreach	To fill new ABH sites, HET and Roadmap teams coordinate w/ CDs, Mayor, UHRC Roadmap teams respond to targeted encampments	LAHSA HET and service providers for ABH and other sites LAHSA Roadmap Teams for Roadmap sites	LAHSA, UHRC, Council Offices, LASAN	CDs determine catchment areas, local service provider outreach networks perform work	UHRC, LASAN, Council Offices, Service providers in area	Number of placements Number of vacancies by ABH site Engagements Referrals Other Program Enrollments
LA HOP and Urgent Response	HET teams respond to LA HOP, Service providers may also respond. No coordinated mechanism for other urgent response	LAHSA HET and providers for LA-HOP LAHSA Roadmap for other urgent response depending on stakeholder	LAHSA	LA HOP: LAHSA Staff close inquiry Other Urgent Response: Council Offices and other stakeholders	LA HOP: Individual who submitted request Urgent: UHRC and applicable stakeholder	LA HOP: Time to respond (max 72 hours) Other urgent: Provide outcomes of interaction to applicable stakeholder
Sanitation Functions						
Sanitation/Cleaning	LASAN and LAHSA Outreach (CARE/ CARE+) deploys together	UHRC, Council, LASAN, LAHSA to determine appropriate role and function for outreach	UHRC, LASAN	Council Offices, LAHSA	Elected Offices, UHRC, LAHSA	Amount of waste removed by tonnage Belongings moved into storage

D. Role of LAHSA Outreach in Housing Placements

As noted previously, LAHSA is required to utilize the Coordinated Entry System (CES) for the vast majority of its housing resources. Utilizing CES is a federally-recognized best practice, and is associated with higher housing placements and greater equity in resolving homelessness. Los Angeles' CES utilizes a "No Wrong Door" approach to the system, which means that a person experiencing homelessness can enter CES and

access its resources through a plethora of entry points, which include but are not limited to: street outreach, access centers, FamilySource Centers, homeless services providers, and many others.

There are several guiding principles for Los Angeles' CES, but key among those guiding principles are:

- **Increase Access and Reduce Barriers:** All people deserve safe and stable permanent housing. We work toward that outcome by "screening in" participants for interventions that are right for them. We help create opportunities for people to succeed by focusing on their strengths and abilities, and by using Housing First and other evidence-based practices that recognize the autonomy of the person being served.
- **Strategically Prioritize Resources:** We use strategic prioritization to ensure that people are connected to housing and services appropriate to their needs and eligibility, and to match those with the greatest needs to limited resources.
- **Ensure Consistency in CES Processes:** All people in LA County have fair and equal access to CES. All CES locations and methods offer the same assessment approach and referrals using uniform and transparent decision-making processes, promoting consistency and efficiency across providers and regions.

These principles increase equity within the homeless services system by ensuring access to very limited housing resources is prioritized and determined based on objective criteria. As a result of these criteria, and as a result of "no wrong door" approach to the CES, outreach teams are usually not the final arbiter over who is able to access a particular housing unit, rental subsidy, or other housing resource. Outreach workers provide people experiencing homelessness with access to the CES, where they join a queue for available housing resources alongside persons who have entered the system through any one of the above access points. People in the queue] are prioritized for resources based on the CES' prioritization and matching policies.

There are other resources, such as shelters funded through the City's Homelessness Roadmap resources or the City's A Bridge Home sites, which are structured differently from the standard CES process and have unique referral processes. Table 5 on the following page seeks to add clarity to how different teams, depending on their role and function, work within existing systems to facilitate people experiencing homelessness' entry into the system. The following section describes place-based interventions in greater depth.

Table 5. Role of Different Outreach Teams to Connect Participants to Housing Resources

Category and Function of Outreach Team	Initial Response by Outreach Teams	Outreach Team's Ongoing Role in Providing Connections to Housing and Other Resources
Emergency: Exigent Response	Share information on immediate safety threat and how to mitigate. Facilitate safety response (moving individuals out of high fire risk zone, distributing PPE, etc).	Team will make referral to proactive team or provider agency to enroll in CES
Emergency: Alternative Crisis Response	Community-based mental health providers respond to call for service	MH provider can make referral to homeless outreach team or service provider to assess for appropriate housing resources and services
Service-Focused: Person-Centered Outreach	Reach out based on canvassing of community, known hot spots in community	-If not yet assessed and ready to engage, outreach can attempt to connect to available shelter and CES for housing resources -If already assessed and awaiting housing resource, inquire about interest in shelter and assist with meeting other basic needs, prepare for transition to housing with document/ID services, etc. -If not ready to engage in conversation on services, begin relationship and trust-building
Service-Focused: Locally Targeted Outreach	Reach out to population present in "catchment zones" or key encampments established by Council office	-For ABH sites, determine interest in new intervention and add to "interest list" to move in once site opens, assist with move-in upon opening -For targeted encampment engagements, if associated resources are provided or linked to the encampment engagement, determine interest in intervention and move into intervention as individuals are ready -For both ABH sites and targeted encampments, assess and enroll in CES to connect to other eligible housing interventions, regardless of interest in interim housing site -Inform, prepare for any coming changes to LAMC enforcement
Service-Focused: LA HOP and Other Urgent Response	Respond to requests submitted by community members and other stakeholders	-If not yet assessed and ready to engage, outreach can attempt to connect to available shelter and CES for housing resources -If already assessed and awaiting housing resource, inquire about interest in shelter and assist with meeting other basic needs -If not ready to engage in conversation on services, begin relationship and trust-building
Other: Sanitation and Street Cleaning	Engage with encampment residents in advance of sanitation operations	-Prepare and create expectations for coming sanitation operation, including consistently messaging clear timelines -If not yet assessed and ready to engage, outreach can attempt to connect to available shelter and CES for housing resources -If already assessed and awaiting housing resource, inquire about interest in shelter and assist with meeting other basic needs -If not ready to engage in conversation on services, begin relationship and trust-building

E. Role of Place-Based Strategies

In general, LAHSA favors proactive outreach strategies based on meeting clients across where they are, regardless of their respective geography. This approach is associated with greater equity in service delivery and better outcomes related to service enrollment and housing placements. Proactive outreach allows teams to prioritize housing placements, continued engagement with people based on their needs, sustained relationship building, and follow-up with individuals for continuous problem solving to actively remove their barriers to entering interim and permanent housing. Proactive outreach allows teams to build on the trust they have established with those experiencing homelessness, and allows teams to continue to meet clients where they are along their journey. The practice of “meeting people where they are” helps ensure people experiencing homelessness are truly bought in to whatever services they may be enrolling in, increasing the likelihood of long-term retention.

There are, however, some situations in which place-based strategies may be appropriate to employ and should be utilized. In situations in which a large encampment is present, system administrators may determine that a place-based intervention is warranted, as it can accomplish several key outcomes:

- Outreach teams may be able to mitigate significant health or environmental hazards that are present at the site of a large encampment, as determined by encampment residents and local stakeholders in collaboration with outreach teams
- Outreach teams may be able to move a large number of people into a housing or interim housing resource more swiftly and efficiently than through existing procedures

Additionally, when a place-based intervention occurs, more people experiencing homelessness may be drawn to the location. This should be viewed as a positive development, as it presents the opportunity to connect more people to services that may have otherwise been difficult to reach.

Several key aspects must be addressed prior to or during the commencement of that strategy in order for the interventions to successfully serve the residents of the targeted encampment or area. Considerations that must be addressed include:

- *Availability of a low-barrier housing or interim housing resource.* In order for a place-based intervention to work seamlessly, outreach teams must be able to build trust and demonstrate follow-through by providing available housing or interim housing options that meet the needs of encampment residents and can accommodate pets, partners, and belonging. It can be especially effective if these housing units or interim housing units are in close proximity to each other and can maintain a sense of community for encampment residents.
 - This factor has been the essential ingredient in the success of place-based operations such as those that have occurred as Penmar and Rose in Council District 11, or at Paxton and Bradley in Council District 7. Low-barrier options should be offered to encampment residents to help meet a wide array of needs—for example, congregate shelter will be less likely to be successful than a motel voucher or an apartment where the resident has a greater sense of agency, privacy, and independence. Housing and interim housing options for place-based engagement should include one of the following:
 - Master leasing of apartment buildings or motels
 - Motel vouchers
 - Matching to emergency housing vouchers and Rapid Re-Housing vouchers
 - Availability of other non-congregate shelter

- *Coordinator roles.* In addition to having identified housing resources, successful place-based interventions should employ a designated coordinator for each operation, akin to LAHSA's Homelessness Roadmap Coordinators. This position can bridge the information gap with local elected offices, providing real-time data updates on progress at the target encampment, while conveying information about new resources from Council staff to outreach workers on the ground. This staff member can also facilitate case conferencing at the identified sites.
- *Transparent, consistent communication of timelines.* In order to build and maintain trust with encampment residents at a place-based intervention, outreach staff must establish timelines for moving residents into a housing intervention, regularly communicate (and re-communicate) these timelines, and keep the initial timelines that have been established. When timelines change abruptly, trust that has taken weeks to build can quickly be broken, erasing progress. These operations should include significant lead time and utilize outreach expertise in determining timelines, understanding that patience is an essential component of good outcomes.
 - Communication with the surrounding community is also critical. Key community stakeholders should understand what the timelines are. Council offices can help facilitate regular updates to stakeholders to communicate progress.
- *Follow other outreach best practices for place-based strategies.* A number of best practices for engagement at place-based interventions are detailed in both LAHSA and LA Family Housing's responses to [CF 20-1406](#), as well as in LAHSA's recently-released "[Best Practices for Addressing Street Encampments](#)." These best practices should be formalized and utilized for all place-based interventions. These include some of the notes detailed above, such as transparent communication, as well other key principles, such as selecting a service provider and allowing them to lead the operation.

F. After Hours or Weekend Outreach

The City of Los Angeles has long recognized the vital need for services for people experiencing homelessness outside the boundaries of normal business hours. Crises, and local community members recognizing that a neighbor is in crisis and needs an immediate intervention, is not a Monday through Friday, 8:00 AM to 5:00 PM phenomenon. Additionally, the homeless services field recognizes that a services-led approach is often the right intervention for a person experiencing homeless, yet because of limited options outside of service hours, law enforcement is often the only option for responding to after hours crises. These above factors have led the City to consider bold new approaches to crisis response, including both the CIRCLE pilot and the new RFP for non-violent crisis response being released by the CAO at the direction of Council.

Some regional efforts to provide homelessness response outside of normal business hours are underway: Los Angeles County contracts with LAHSA to provide eight (8) weekend outreach teams, with one team serving each Service Planning Area (SPA). These teams work two weekend days, along with three weekdays, which allow them to work with service providers or other service connections that are not open during the weekend.

Weekend outreach staff report gaps in the ability to provide service connections during the Saturday/Sunday portions of their shifts, with other public agencies such as DPSS or the DMV, or other service providers closed during these days. However, the addition of these teams has aided people

experiencing homelessness who are hard to engage during the week by providing greater continuity and connections to outreach during the weekend. The addition of these teams has also assisted the people experiencing homelessness who are engaged during the weekend to be better prepared to access services during the week when these services are available. But significant drawbacks remain.

To address these gaps, LAHSA recommends that the City integrate homelessness response as a major part of the City's conversation and planning on alternative crisis response, which will ensure homeless outreach teams providing off hours response can overcome the constraints could limit their effectiveness. Barriers that should be addressed include:

- Key service connections are closed during off-hours. Non-profit service providers that can connect people experiencing homelessness to appropriate programs are not in operation after hours, nor are public agencies that can enroll people experiencing homelessness into needed services, assist with providing needed documentation or identification, or other necessary functions.
- Safety concerns for staff. Working at night raises key safety considerations for staff, which would require added training, reconfiguration of teams (and potentially augmenting the number of people on teams) to address nighttime response.
- Staffing structure changes. Should the City pursue adding nighttime or weekend teams, this would necessitate significant additions to outreach, requiring a reconfiguration of outreach's management to ensure coverage, along with changes to compensation and benefits to account for off-hour response.

RECOMMENDATIONS: Should the City determine to move forward with increasing the number of teams for off-hour response, LAHSA would like to offer the following recommendations to maximize the success of these teams:

- Integrate the planning and coordination on off-hour outreach response into larger City efforts on alternative crisis response. For example, the City should continue participation in County-convened policy discussions on Alternative Crisis Response that are being led by the Los Angeles County Department of Mental Health. Additionally, the City should discuss off-hours homelessness outreach teams in the context of its larger efforts to develop non-law enforcement crisis interventions.
- Integrate the planning and coordination on off-hour outreach response into a larger conversation on funding of the homeless services system. As part of this effort, the City should consider access centers as a key intervention to aid the success of after hours outreach teams. Access centers currently operate only during business hours, but to ensure the success of these outreach teams, the City should provide funding for at least one Access Center in each of the Service Planning Areas within the City to provide after hours services.
- The City should work with LAHSA and these Access Centers to outline a process for how these access centers will refer people to interim housing beds, motel vouchers, and other system resources that are challenging to connect to after hours. This should also include work to increase resources such as sobering centers. Currently, sites such as Exodus Recovery's sobering center are open 24 hours per day, but more of these resources are needed citywide.

V. STAFFING OF OUTREACH TEAMS AND RECOMMENDED CHANGES IN STAFFING

Outreach within the City of Los Angeles should be funded and staffed to accomplish the overarching goals identified within Section III.A., and the more specific functions laid out in Section IV.C. Teams should be especially focused on maximizing the impact of new investments in the homeless services system, including the Homelessness Roadmap, Project Homekey, and A Bridge Home sites becoming available in the months ahead. In addition, homelessness outreach teams should be positioned to leverage resources that Council offices are aware of in their communities, which can only be achieved by creating seamless communication between Council offices and outreach.

RECOMMENDATION: To that end, LAHSA makes the following staffing recommendations for City-funded outreach:

- At a minimum, maintain current levels of HET Generalist, Geographic-focused HET, CARE, and CARE+ teams, as outlined in Table 1, for entirety of FY 21-22. A full year of funding should be provided to existing outreach teams to maintain current levels of staffing to ensure uninterrupted service delivery throughout the City.
- It should be noted that currently, new roles are being considered for outreach teams, including through the City's proposed Street Engagement Strategy. As the current levels of outreach staffing are already constrained to meet existing demands, LAHSA recommends that any new roles or activities proposed for homelessness outreach be accompanied by an assessment and recommendations of what new outreach staffing would be needed to accomplish these goals. The City should ensure that new roles can be carried out without interrupting existing outreach functions currently underway.
- New functions, when assessed, should consider adding: A) Outreach positions on the ground to perform these new roles as defined by the new functions, B) Coordinator positions to allow greater flow of information to Council District staff and coordination with these stakeholders, and C) An outreach data position, to provide up to date reports on new functions, metrics, and outcomes.

Taken together, any new positions would ensure greater responsiveness to the City's needs, both in terms of street outreach functions, data collection, and coordination and communication. Additional staffing does not necessarily lead to more housing placements without additional units or subsidies being funded through the homeless services system.

VI. COORDINATION WITH COUNTY TEAMS AND RECOMMENDATIONS FOR INCREASED COORDINATION

A key piece of ensuring a more robust, coordinated framework for homelessness outreach is refining processes for coordinating with Los Angeles County, which funds an array of outreach activities, including teams administered by LAHSA, the Department of Health Services (DHS), and the Department of Mental Health (DMH). This section seeks to accomplish that by providing the following:

- Background on the Countywide outreach coordination framework
- An overview of coordination with County outreach teams in practice
- Coordinating with DMH and DHS resources

A. Background on Countywide Outreach Coordination Framework

Under Los Angeles County's *Approved Strategies to Combat Homelessness*, which are funded by Los Angeles County's Measure H sales tax, *Strategy E6: Countywide Outreach System* (Strategy E6) is the strategy that provides the coordinating structure for homeless outreach services in the region, including some outreach resources funded by the City of Los Angeles. Prior to its implementation, outreach services in Los Angeles County were decentralized and siloed, resulting in service redundancies and significant challenges for people navigating the homeless services system.

Through system coordination and increased investments in outreach services, *Strategy E6* has resulted in more geographic coverage of the region, greater care coordination across participating agencies, more equitable outreach, and yearly increases in outreach's number of service engagements and housing placements. Compared to the year prior to Measure H implementation, annual outreach engagements more than tripled from 11,747 in 2016 to 38,865 in 2019. The system is designed to better leverage resources and subject-matter expertise from County system partners, including health agencies.

Currently, over 150 teams operate within the Strategy E6 coordinated outreach model. Measure H directly funds system coordination and the vast share of outreach units including, but not limited to, LAHSA HET and County DHS Multidisciplinary Teams (MDTs). A smaller portion of outreach programs receive direct funding through non-Measure H sources including, but not limited to, the City of Los Angeles.

Table 6. Type and Number of Outreach Teams in E6 Structure

Type of Outreach Units within E6 Structure	Teams
LAHSA-Administered Teams	93
HET Generalist (City-Funded)	17
HET Generalist (County-Funded) <i>Includes HET HOST (appx. 16) and Weekend Units (8)</i>	33
HET CARE/CARE+	28
HET Homelessness Roadmap Teams	15
County Department of Health Services-Administered Teams	58
Weekday Multi-Disciplinary Teams (MDT)	33
Weekend MDT	8
City HEAP MDT (Council District 8 and 9)	2
Public Spaces MDT	8
County + City + Community (C3) Teams	7
County Department of Mental Health-Administered Teams	15
Homeless Outreach Mobile Engagement (HOME) Teams	15
Other Generalist and Specialty Teams	Varies

B. Overview of Coordination in Practice

Los Angeles' coordinated outreach system is led by LAHSA, DHS, and DMH, which together support both public and contracted non-profit outreach teams that provide comprehensive and coordinated services to people experiencing unsheltered homelessness. The system uses four layers of coordination, which is addressed on Table 7 below:

Table 7. Coordinated Outreach Levels and Functions

Coordination Level	Function
CES E6 System Leadership <i>LAHSA, DHS, DMH and other partner agencies</i>	Manages systemwide coordination and resources distribution at the regional level. Recent example includes COVID-19 response and vaccination efforts for unsheltered residents. Guides system enhancements including, but not limited to, developing universal metrics and data strategies, implementation plans for system tools, and training for outreach staff.
Service Planning Area <i>SPA Coordinators + LAHSA CES Outreach Coordinators</i>	Manages local response at the SPA level including, but not limited to, coordinating team assignments, facilitating responses to LA-HOP requests and mobilizing resources for emergency response (e.g. wildfires, inclement weather).
Coordination Level	Function
Local Outreach Zones <i>SPA Coordinators + Assigned Outreach Units</i>	Engages in daily proactive outreach and hyper-local engagement strategies within designated outreach zones. Projects may include strategies for large-scale encampments, A Bridge Home (ABH) catchment zones.
Care Coordination <i>SPA Coordinators + Assigned Outreach Units</i>	Assessing individual cases for appropriate service interventions and/or service referrals (e.g. DMH HOME, Full Service Partnership).

Service Planning Areas

Los Angeles' homeless services system, including outreach services, is aligned geographically with the County health delivery structure through the use of Service Planning Areas (SPA). Outreach units, including, but not limited to, LAHSA HET and DHS MDT, are assigned to planning areas with unit distribution based on levels of service need. This framework ensures stronger integration with the Coordinated Entry System (CES) and the resources available through the larger County services system, including health services. DHS MDT, for example, are staffed by a local homeless services provider, often a CES lead agency in that SPA.

Outreach Zones/Hubs

Service delivery is further refined with unit assignments to outreach "zones" or "hubs." This allows for a more needs-driven approach to engagement and for leveraging local community expertise. The number of "zones" or "hubs" per SPA vary depending on the density of people experiencing homelessness. For example, SPA 4 (Metro LA) has the highest density of people experiencing homelessness and has five (5) hubs that include coverage of the Skid Row area, Northeast Los Angeles, Midtown/Koreatown, Silver Lake/Echo Park/Westlake, and Hollywood.

Care Coordination

Given the complexity of homelessness, individual client care often requires broader support. Through care coordination, teams can regularly consult with each other to put together a personalized client care plan and to inquire about resources that may be more challenging to access. These consultations can include requesting a specialist team coming out with the generalist team, accessing DMH Full Service Partnership (FSP) referrals, referring a person who needs a high level of care into a specialty interim housing bed, engaging with specialty providers such as those that support survivors of domestic violence or trafficking, accessing mainstream benefits, and tapping into legal supports, among many others. This model leverages the various resources and knowledge each team possesses and promotes partnership among teams.

C. Coordination with DMH and DHS Resources

Strategy E6 integrates County-administered medical and behavioral health services within the regional homeless system. In the field, County resources enable outreach teams to provide or connect people to specialized care for individuals with acute mental and behavioral health needs, through both direct outreach (e.g. MDTs) or through referrals to County mental health services. System coordination ensures individual funding sources do not impact service delivery. For example, while DMH Homeless Outreach Mobile Engagement (HOME) teams are not funded through Measure H, staff are available to receive referrals from all units in the system, including City-funded LAHSA HETs.

County DHS Street-Based Services

DHS MDTs are the street-based component of DHS' Housing for Health program and provide clinical capacity to the greater Los Angeles outreach system. The largest share of DHS-administered units are traditional MDTs, which operate within each Service Planning Area during the week and with limited services on the weekend. Remaining MDTs have a localized focus and outreach to public spaces, as well as Metro sites and DHS clinical settings. DHS also administers C3 units assigned to high-service areas in the City of Los Angeles (e.g. Skid Row, Venice) and the City of Santa Monica.

In the event that specialized assistance may be necessary, LAHSA HET units may request assistance from MDTs. MDTs also respond to service requests transmitted through the Los Angeles Homeless Outreach Portal (LA-HOP) that indicate physical or mental health needs. City staff who would like the support of an MDT at a particular encampment or for a particular client can access that assistance by either using the existing LA-HOP portal, or by raising the request to LAHSA's Access and Engagement leadership, who will coordinate between LAHSA outreach and DHS outreach.

County DMH Street-Based Services

DMH HOME teams are available by referral to provide field-based outreach, service assessments, and case management services for clients that may be gravely disabled or gravely disabled-adjacent. HOME teams are staffed by DMH and assigned to each of the eight Service Planning Areas. LAHSA outreach teams can directly request assistance from a DMH HOME team, who will accompany the LAHSA HET team when a request has been made. Additionally, DMH provides field-based mental health and housing services through the Homeless Full-Service Partnership (FSP) program. FSP accepts direct referrals through homeless outreach entities, including LAHSA HET, MDT, and HOME teams.

In the event of an emergency, DMH Psychiatric Emergency Teams (PET) and Mental Evaluation Teams (MET) provide immediate psychiatric care for individuals experiencing severe mental health emergencies. Though these services are utilized by outreach staff when a client situation warrants emergency response, it is important to note that these are services outside of the traditional homeless services system. To access the immediate response that PET and MET teams provide during psychiatric emergencies, City staff can contact LAHSA Access and Engagement leadership, or call DMH's Psychiatric Mobile Response Teams at (800) 854-7771. Alternatively, staff can call 9-1-1 to be directed to a MET team.

VII. COMMUNICATION AND REPORTING BETWEEN OUTREACH AND OTHER ENTITIES

A. Recommended Roles of Council Staff and Improving Coordination Between Entities

Los Angeles City Council staff members play an integral role in the homeless services system. These staff know the communities they serve inside and out, know about housing resources and services available

locally that may not be know to the homeless services system, and are familiar with many residents of local encampments and their needs. To that end, these staff should be better integrated into the regional homelessness outreach system.

RECOMMENDATION: To better integrate the resources that City Council staff are able to bring to the system, LAHSA recommends the following four venues for information exchange:

- *Continue Biweekly Roadmap Meetings:* Currently, LAHSA holds weekly or biweekly Homelessness Roadmap meetings with all 15 Council Offices. LAHSA recommends this practice continue, and that Council offices pull in all appropriate staff from both District and City Hall offices to participate.
- *Create Mechanism for Council Offices to Share Feedback with E6 Leadership:* As previously noted, LAHSA recommends that the City identify a representative to participate in weekly E6 outreach coordination leadership meetings. That representative should work with Council offices to develop a process for Council offices to share regular feedback on issues in their district that the City representative can bring to the weekly E6 leadership meetings.
- *Joining Zone Hub Meetings:* These regional meetings between outreach staff would be a key venue for Council staff to join to hear about larger trends within the region, and share insights with outreach staff about trends they are noting in their districts that they would like to see addressed.
- *Joining a Portion of Case Conferencing Meetings:* All Council offices should be offered the opportunity to participate in case conferencing meetings to assist with problem solving and resource sharing. As part of this addition to case conferencing, LAHSA, City Council, and service providers should work together to create a standard process to allow Council staff to participate in case conferencing meetings, while reserving time in the meetings without Council staff present to discuss privileged client information that Council staff do not have access to.

B. Existing Reporting to the City of Los Angeles

LAHSA submits a number of reports to the City of Los Angeles to provide updates on specific contracts, metrics, and specific efforts. In addition, LAHSA shares specific ongoing reports with Council offices to provide updates on specific Roadmap sites. LAHSA also shares an array of dashboards with the City of Los Angeles that provide live data.

Reports: In total, LAHSA approximately 46 different reports to the City of Los Angeles in response to requests for data. Key reports include:

- Quarterly report to CAO on Enhanced Comprehensive Homeless Strategies
- Weekly Report to CAO on City Roadmap Placements
- Reports submitted to HCID related to specific funding sources, such as HEAP, HHAP or City General Fund
- Monthly reports submitted to HCID related program performance across all system components, along with progress towards annual goals

In addition to reports submitted to Citywide entities, LAHSA shares an array of reports with Council Offices. These reports shared directly with Council Offices include:

- Weekly reports to Council offices to summarizing outreach efforts of LAHSA Roadmap Teams in their districts
- Weekly reports on interim housing occupancy through Roadmap sites that have come online in recent months

In addition to these reports, LAHSA has created an array of interactive dashboards that the City can use to track information on programs Citywide or by Council District in real time. There are currently nine separate dashboards providing real time data. These dashboards include:

- Project Roomkey Dashboard
- A Bridge Home Dashboard
- Encampment Dashboard
- Older Adults Dashboard
- Permanent Housing Dashboard

C. Clarifying Restrictions on Data Sharing

Aggregated Client Information

When reported in the aggregate, Homeless Management Information System (HMIS) data assists system partners, including policymakers, understand the nature of homelessness within their community and evaluate performance outcomes without compromising the privacy of residents seeking housing and supportive services. In that vein, LAHSA regularly shares performance data on programs and projects throughout the City of Los Angeles. Most recently, LAHSA launched a series of public dashboards that track participant demographics, occupancy rates, and other key data points for services within Council Districts, including A Bridge Home, Safe Parking, and the Winter Shelter Program sites. The dashboards are accessible through the LAHSA website.

Personal Client Information (Protected Personal Information)

Homeless services providers are required to obtain client consent to share Protected Personal Information (PPI) through the LA HMIS platform. The LA HMIS Consent Form is a contractual agreement that provides authorization to share and disclose information to the extent described in the form and through the LA HMIS Privacy Notice. Client consent establishes an expectation of data privacy. Agencies that participate in HMIS, including LAHSA, are contractually required to maintain client privacy and uphold federal and local standards. Any unauthorized release of client PII would present a breach in these privacy agreements, harm relationships with clients, and create significant legal liability should any harm occur to a client or their belongings subsequent to unauthorized data sharing.

It is important to note that client PPI refers to a range of data points recorded through HMIS that may be used to positively identify a client. PPI can include both direct identifiers (e.g. name) or a combination of in-direct identifiers that can result in client identification. PPI is not limited to information related to medical records or other forms of sensitive information.

Data on Services and Referrals

In addition to its function as a performance measure, HMIS data on services and referrals are vital to ensuring service continuity for clients. This is especially critical for individuals with a case management history, who may engage with different outreach members during their episode of homelessness. While outreach staff record services and referrals, the system also recognizes that service acceptance is often a time-intensive and highly individualized process. A decision to accept services, including housing

placements, often depends on the client's level of trust with outreach staff and the availability of resources that are positively received by the client.

LAHSA affirms client choice and does not track a discrete data point or otherwise require the collection of data on decisions to decline services, as this would misrepresent the fluidity and non-linear nature of relationships between outreach entities and clients. Further, this type of data is not an indicator of system nor individual progress toward ending their homelessness.

VIII. STORAGE AND TRANSPORTATION CONSIDERATIONS

A. Recommendations for Storage Practices and Protocols

Policy and practices around storage in the City of Los Angeles represent a key point that must be addressed in any homelessness outreach framework. Appropriate practices for storage are necessary for a number of reasons, including:

- Appropriate storage practices allow for more healthy, sanitary environments that benefit both people experiencing homelessness and their housed neighbors
- Storage protocols can assist people experiencing homelessness to maintain and keep their belongings, which include both life-sustaining belongings and key documentation that is needed to access resources
- Maintaining key possessions assists people experiencing homelessness to keep a sense of agency, self-determination, and stability that is essential in their path to housing
- Appropriate storage practices can lower barriers into entering interim housing sites and other services

Best practices for storage, as noted by entities like USICH, are similar in many ways to best practices around outreach in general: consultation and inclusion of people experiencing homelessness, long-term engagement with clear, consistent timelines, service provider lead outreach, and leading with low-barrier solutions are some of the best practices to note.

RECOMMENDATIONS: LAHSA recommends adopting a framework that includes the following processes for storage practice within the City, building on existing processes that have been developed through A Bridge Home and other programs:

1) Create Standardized Processes for Storing Property and Disposing of Excess Property

- The City should utilize a transparent, clear, and predictable process as described in [LAHSA's report](#) in response to CF 20-1406 for voluntary disposal of items for people who have accepted an interim or permanent housing resource and are willing to dispose of some of the belongings in their possession—this process should allow the person moving into a resource to identify both possessions that may be disposed of by LASAN, as well as possessions that may not be disposed.
 - As part of this process, develop outreach coordination protocols, which should address:
 - *Outreach and Engagement:* Standards and clear expectations for homelessness outreach staff facilitating conversations around discarding of unwanted property and storage of wanted items through consistent engagement and motivational interviewing, with a clear and extended timeline for any required action communicated repeatedly through both verbal and written notices.

- *Property Management and Voluntary Removal:* Protocols should identify clear coordination between LAHSA, City partners, and the Unified Homelessness Response Center (UHRC) to provide sanitation services, including additional trash receptacles and trash collection. This should include:
 - Appropriate coordination and use of CARE/CARE+ teams to support when households move out of an encampment into IH.
 - Use of a waiver form developed by LASAN for participants to complete for authorization of voluntary disposal of property with the assistance of outreach staff in explaining the form and getting the form completed. The waiver would identify in detail the belongings authorized to be discarded.
- For smaller scale transitions of a single or fewer than ten encampment residents into interim or permanent housing, LAHSA's outreach staff can coordinate with a smaller rapid response sanitation teams to support voluntary property storage and disposal of unwanted items.
- Maintain trash cans and dumpsters with regularly scheduled pick ups in immediate proximity to large encampments to facilitate voluntary disposal of waste. The availability of enough waste receptacles and dumpsters and regular collection schedules are associated with cleaner encampments and less excess property remaining in public space. Regular collection is an essential component to ensure that dumpsters do not encourage illegal dumping from housed residents and businesses.
 - LAHSA recommends the City conduct a needs assessment of all medium and larger encampments to develop hygiene and sanitation plans for these spaces in collaboration with the Department of Public Health.

2) Create Additional Storage Options at or Near New Interim Housing Resources and Continue City Process of Incorporating Storage Planning into the Process for Identifying Interim Housing Sites

While the following recommendations may appear unrelated to outreach, they are an essential component in assuring the success of outreach teams by lowering barriers to entering interim housing for people with significant belongings. These lower barriers solutions assist outreach staff to build trust with greater ease. Recommendations to create more low-barrier storage options include:

- Continue City's evidence-based best practice of incorporating storage considerations into the planning process for new interim housing sites, and incorporating on-site storage at all new sites. Consider also using Chicago and Portland models for low-cost storage (utilizing shipping containers or lockers), and underutilized commercial property.
- Adapt current interim housing to include as much storage as possible in an on-site room or parking area to accommodate residents' belongings in an easily accessible manner. In addition, storage facilities should seek to identify more user-friendly receptacles that do not closely resemble trash containers.
- When needed, establish storage facilities either through private third-party businesses or available vacant property within a half mile of existing IH sites. If the storage facility must be farther away than a half mile, it should not exceed five miles and transportation between the interim housing site and the storage facility should be provided.
- Establish storage sites convenient for LASAN use in impounding belongings collected during clean-ups to help avoid destruction of property. Some Council Districts (CDs) have spearheaded efforts to develop storage options by locating viable spaces and leveraging partnerships; other CDs can adopt this practice to help manage property within their districts.

Storage sites should be accessible by public transit with a maximum of a twenty (20) minute trip from interim housing sites that they serve. Wherever possible, storage sites must be in immediate proximity to encampments and encampment residents should be familiar with the storage site to ensure the storage is a tangible resource for them.

- Invest in the LASAN mobile storage and delivery pilot program as a practical alternative to more traditional storage options noted above.

3) Develop Protocols for City Personnel Who Interact at Encampments and Ensure Clear Steps are Incorporated into Existing Protocols

LAHSA recommends developing clear steps for managing property in a manual and associated training for City personnel who interact with people experiencing homelessness and their belongings, and augmenting protocols for departments that already have these protocols in existence. As a starting point, the outline below addresses steps that can be taken when an interim housing participant is maintaining property in a public space and incorporates the suggested storage options.

- When a person experiencing homelessness moves to interim housing and excess property remains in public space, at least one of the following options should be offered/explored:
 - Interim Housing onsite storage
 - City-maintained storage should be offered, including if interim housing onsite storage provides insufficient space for key belongings
 - Private facility storage should be offered, including if interim housing onsite storage provides insufficient space for key belongings
 - When there is no storage available within immediate proximity:
 - Property should remain in its location until outreach can engage with the interim housing participant for voluntary disposal, alternative spaces, or until storage is available
- When property is found unattended:
 - Work with outreach teams from LAHSA or service providers to communicate with encampment residents regarding ownership of the property
 - If an owner is not located:
 - Store the property when storage is available and leave notice of its location
 - Leave the property when storage is not available and coordinate with LAHSA and/or service provider to conduct outreach engagement with property owner on a later date