CAPRI MADDOX, ESQ.
GENERAL MANAGER

CLAUDIA LUNA
ASSISTANT GENERAL MANAGER

CITY OF LOS ANGELES
CALIFORNIA

KAREN BASS
MAYOR

CIVIL + HUMAN RIGHTS
AND EQUITY DEPARTMENT

201 N. LOS ANGELES ST., SUITE 6
LOS ANGELES, CA 90012

(213) 978-1845

https://civilandhumanrights.lacity.org

May 29, 2026

The Honorable Karen Bass
Mayor, City of Los Angeles
Room 303, City Hall

Honorable Members of the City Council
c/o City Clerk
Room 395, City Hall

RE: RACIAL EQUITY AUDIT AND STUDY OF CITY SERVICES IMPACTING BLACK PEOPLE EXPERIENCING HOMELESSNESS (BPEH) FINDINGS OVERVIEW

SUMMARY

In December 2025, research consultancy The Future Organization ("the consultant"), submitted the *Racial Equity Audit Research Study Report: Black People Experiencing Homelessness (BPEH) in the City of Los Angeles* to the Civil Human Rights and Equity Department ("LA Civil Rights Department"). The report, performed under Professional Services Agreement C-202066 (Legacy Contract C-146184), captures the impact of City services provided by Los Angeles City Planning ("City Planning"), the Los Angeles Housing Department ("LAHD"), and the Economic and Workforce Development Department ("EWDD"). Based on its research, and analysis of City services and testimony of BPEH, the consultant's report also includes recommendations City policymakers may effectuate to advance equity, accountability, and improved outcomes for all Angelenos.

During administration of the consultant's contract, the LA Civil Rights Department engaged the Mayor's Office of Homelessness and Community Health, the Office of Councilwoman and Chair of the Housing and Homelessness Committee Nithya Raman, as well as the Offices of Council President Marqueece Harris-Dawson, Councilman Curren D. Price, Jr., Councilwoman Heather Hutt. This report aims to support City leaders' understandings of key takeaways of the consultant's findings.

Following the 2020 killing of George Floyd and the national movement calling for racial justice, and the COVID-19 pandemic, which further exposed race-based inequities, the Los Angeles City Council instructed the LA Civil Rights Department to produce a racial equity audit (Council File 21-0702). Presenters of the motion, then-Councilman Mark

Ridley-Thomas, Councilman Price, and then-Councilman Harris-Dawson, sought to identify barriers to City services with the goal of impacting service delivery and strengthening accountability. Councilmember Raman seconded the motion, and it was approved by the City Council on August 24, 2021.

While the initial instructions prescribed a broad audit of City programs and policies, subsequent collaboration with the Office of then-Councilman Ridley-Thomas and alignment with County of Los Angeles' ("LA County's") Anti-Racism, Diversity, and Inclusion ("ARDI") Initiative resulted in a more focused examination of the disparate impacts of City services on Black Angelenos experiencing homelessness. Funding for the research and initiation of a competitive procurement process was authorized in Council File 21-0702-S2.

The consultant was selected through a competitive process in 2023, and researchers launched the audit and study in October 2024, focusing their analysis primarily on the efforts of City Planning, LAHD, and EWDD. Interviews and focus groups conducted by the consultant also revealed participant perspectives and experiences with other agencies, including the Los Angeles Homeless Services Authority ("LAHSA") and the Housing Authority of the City of Los Angeles ("HACLA").

BACKGROUND

The City of Los Angeles has spent significant time and investment in alleviating homelessness. Within the last five fiscal years, the City has allocated more than $5.5 billion dollars in its Adopted Budgets to programs which address homelessness and provide services to Angelenos experiencing it.[1] [2] Nevertheless, according to the LAHSA Greater Los Angeles Homeless Count in 2025, there were approximately 43,695 persons experiencing homelessness in the City, of whom approximately 26,972 are unsheltered and 17,099 are experiencing chronic homelessness.[3] [4] (LAHSA reports that data for its 2026 Homeless Count will be released by early summer.[5]) City leadership and departments remain committed to prevention, providing housing stability services

[1] Office of the City Administrative Officer. *Proposed Budget: Previous Annual Budgets*. https://cao.lacity.gov/content/budget.cfm.

[2] Based on a cumulative total of the amounts for, "Total LAHSA, City Departments, Non Departmental Appropriations, and Off-Budget Spending," as noted in the Los Angeles City Administrative Officer Budget Summaries for Fiscal Years 2020-2021, 2021-2022, 2022-2023, 2023-2024, 2024-2025, and 2025-2026.

[3] Los Angeles Homeless Services Authority. *Hc25 City Of LA Data Summary Revised October 2025*. October 10, 2025. Pgs. 1-2. https://www.lahsa.org/documents?id=9528-hc25-city-of-la-data-summary-revised-october-2025.

[4] An individual may be counted as both Unsheltered and Experiencing Chronic Homelessness per LAHSA data collection.

[5] Los Angeles Homeless Services Authority. *The Greater Los Angeles Homeless Count Hub*. https://count.lahsa.org/.

for those at risk of falling into homelessness, and intervention for Angelenos experiencing acute crises and chronic homelessness. The City's most visible intervention, Inside Safe, launched by Los Angeles Mayor Karen Bass, provides Angelenos street experiencing homelessness with immediate, indoor accommodations with the intent to eventually relocate individuals to more permanent housing. Inside Safe is "completed in collaboration with members of the Los Angeles City Council, the Los Angeles County Board of Supervisors, the Los Angeles Homeless Services Authority, and a wide array of service providers." As of February 2026, more than 5,800 individuals have moved indoors, and 1,400 into permanent housing.[6]

In addition to the work led by Mayor Bass, the City maintains multiple programs which address impacts of conditions and issues exacerbated by or those precipitating homelessness. For example, LAHSA's data indicates that 48% of homeless Angelenos suffer from either a substance use disorder or serious mental illness.[7] To intervene and offer supportive services, the Office of Mayor Bass administers the Crisis and Incident Response through Community-Led Engagement ("CIRCLE") program, which directs non-emergency 9-1-1 calls involving unhoused individuals towards specialized response teams composed of mental health professionals and community outreach advocates. CIRCLE responds to calls for nonviolent situations, such as loitering, public nudity, distress, or substance-use incidents.[8] Likewise, LAHD's Eviction Defense & Prevention Program works with tenants to avoid and contest unlawful evictions in the legal system, thus proactively addressing a factor which may lead to residents experiencing homelessness in the future.[9] LA County's agencies and City departments, including LA County, the Los Angeles Bureau of Sanitation and Environment, the Los Angeles Public Library, and the LA Civil Rights Department partner in intervention and prevention efforts supporting Angelenos.

The LA Civil Rights Department's Los Angeles Reforms for Equity and Public Acknowledgment of Institutional Racism Participatory Budgeting Pilot Program ("L.A. REPAIR") has awarded more than $1.9 million of its total $8.5 million allotment to community nonprofits providing direct rental and utility assistance payments, comprehensive wellness services, employment and job readiness, and housing-related wraparound services in the Boyle Heights, Skid Row, and Westlake neighborhoods.

[6] Los Angeles Mayor's Office. *Inside Safe*. City of Los Angeles. https://mayor.lacity.gov/InsideSafe.
[7] Los Angeles Homeless Services Authority. *Hc25 City Of LA Data Summary Revised October 2025*. October 10, 2025. Pg. 3. https://www.lahsa.org/documents?id=9528-hc25-city-of-la-data-summary-revised-october-2025.
[8] Los Angeles Mayor's Office of Community Safety. *What is CIRCLE?* City of Los Angeles. https://mayor.lacity.gov/sites/g/files/wph2066/files/2023-10/CIRCLE_FAQ_English_Spanish_10.2023.pdf.
[9] Los Angeles Housing Department. *ULA Eviction Defense & Prevention Program*. May 7, 2026. https://housing.lacity.gov/ula/ula-eviction-defense-prevention-program.

Selected via community vote, the East LA Community Corporation and Proyecto Pastoral at Dolores Mission have made meaningful progress on this seemingly intractable issue:

- East LA Community Corporation disbursed rental or utility assistance to 127 individuals and also served 160 participants at its financial workshops and orientations; and
- Proyecto Pastoral of Dolores Mission disbursed rental assistance to 174 households. Of this tally, the organization reported 561 individuals, including 230 children, were supported by L.A. REPAIR Grant Funds.

The LA Civil Rights Department expects to learn the impact of the City's investment Downtown Women's Center, the Chrysalis Center, and New Economics for Women's L.A. REPAIR services next year.

The LA Civil Rights Department also performs policy work complementary to its programmatic efforts. The Department has been a thought partner and collaborator of LA County's ARDI team and participated in its BPEH Implementation Steering Committee ("committee") from December 2021 to June 2025. The committee, which also included individuals with lived experience related to homelessness, service providers, and community-based organizations and advocates, authored a 2023 report proposing more coordinated policy between the City and LA County.[10] The LA Civil Rights Department also engaged in the committee's working group-style discussions and activities which could augment its members' collective expertise and contribute to a more contemporary understanding of the lived experience of people experiencing homelessness, such as a Skid Row listening tour. In April 2025, committee members visited multiple non-profit sites in the area and received insight on the City's homeless services programs from the perspective of service providers and community members.

From December 2023 to January 2025, the LA Civil Rights Department also participated in the LA County's Task Force on Latinx People Experiencing Homelessness, which convened subject-matter experts concerned about growing rates of homelessness among Latinx Angelenos. The group published its recommendations to combat this

[10] Davenport, Fesia A. Chief Executive Officer, County of Los Angeles. *Report Back on Establishing an Antiracist Los Angeles County Policy Agenda*. Los Angeles County Board of Supervisors. June 28, 2023. https://file.lacounty.gov/SDSInter/ceo/ardi/1149668_BOARDMEMO-REPORTBACKONESTABLISHINGANANTIRACISTLOSANGELESCOUNTYPOLICYAGENDA.pdf.

phenomena in September 2025,[11] and presented its report to the LA County Board of Supervisors in May 2026.[12]

Beyond the collaborative work described above, the LA Civil Rights Department's policy equity lens encompasses its Council-mandated activity and reporting, which includes this report and administration of the racial equity audit and study by The Future Organization documented in the following sections. During the study, the LA Civil Rights Department connected researchers to the subjects of their research — City Planning, EWDD, and LAHD — and policy and field representatives from the Mayor's Office and relevant Council Districts.

During the course of the consultant's racial equity audit and study, the region gained new policy potentially impacting local governance and administration of homelessness services. In April 2025, the LA County Board of Supervisors voted to establish a County-level agency proposed to manage the delivery of LA County services to people experiencing homelessness, incorporating functions, staff, and funding from LAHSA,[13] which, in turn, would streamline the agency and reduce the overall scope of its responsibilities.[14] The decision will likely bring significant change in homelessness services across the region, and a transition away from considering LAHSA the primary authority in the region since its establishment as a "joint powers authority of the City and county of Los Angeles" in 1993.[15] Similarly, the newly-formed LA County Department of Homeless Services & Housing is expected to fully take on certain services currently performed by LAHSA in July 2026,[16] and is projected to spend approximately $516,282,000 in Fiscal Year 2026 - 2027 on interim and permanent housing.[17] While this

[11] Lally, Patricia; de la Vega, Camila; Mihaylo, Sky; et al. *Task Force on Latinx People Experiencing Homelessness Report*. Los Angeles County Chief Executive Office. September 22, 2025. https://file.lacounty.gov/SDSInter/ceo/ardi/1197141_TaskforceonLatinxPeopleExperiencingHomelessnessReport2025.pdf.

[12] Los Angeles County Board of Supervisors. *Agenda for the Regular Meeting of the Board of Supervisors*. Los Angeles County. May 19, 2026. https://assets-us-01.kc-usercontent.com/0234f496-d2b7-00b6-17a4-b43e949b70a2/81df819a-8f46-4a74-9e3e-cd1662c952d0/051926_Agenda_item11.htm.

[13] Los Angeles County Board of Supervisors. *Statement of Proceedings for 4/1/2025*. Board of Supervisors: Statement of Proceedings. April 1, 2025. Pgs. 17-19. https://file.lacounty.gov/SDSInter/bos/sop/1181778_040125.pdf.

[14] Los Angeles Homeless Services Authority. *LAHSA Announces Organizational Restructuring*. News. April 20, 2026. https://www.lahsa.org/news?article=1071-lahsa-announces-organizational-restructuring.

[15] Los Angeles Homeless Services Authority. *About LAHSA*. About. https://www.lahsa.org/about.

[16] Chief Executive Office. *Creating a New County Department on Homelessness*. Los Angeles County. https://ceo.lacounty.gov/dh/.

[17] Los Angeles County Department of Homeless Services and Housing. *DRAFT FY 2026-27 MEASURE A SPENDING PLAN*. January 28, 2026. Pg. 1. https://file.lacounty.gov/SDSInter/hsh/1201032_FY2026-27MeasureASpendingPlan.pdf.

shift may generate uncertainty, it also offers officials at the City and LA County an opportunity to engage in new, innovative, and creative programming to address homelessness in the region, and articulate policy decisions based on an understanding of the specific challenges that people experiencing homelessness face. Speaking on the need for a new department, LA County Supervisor Lindsey Horvath stated, "This is the moment for innovation and the creation of a person-centered approach that meets people where they are, focused on real-time data, transparent contract management, and unity of effort to deliver results."[18]

Policymakers leading the City and LA County may find the following findings of the consultant's racial equity and audit of services impacting BPEH informative to that reimagining of innovation and care for vulnerable Angelenos.

KEY FINDINGS

The consultant's findings reflect research activities, such as hosting six focus groups with BPEH, conducting 400 in-depth interviews with BPEH, and receiving quantitative and qualitative data from City departments. Policymakers and departmental leaders may wish to prepare statements or responses to those of the consultant's research-based conclusions which may impact public perception about City governance, policies, and departmental performance. City leaders may find that planned initiatives or forthcoming legislative actions may be interventions to barriers described in the consultant's findings. The LA Civil Rights Dept. presents the topline conclusions as found in the Executive Summary of the consultant's audit and study.[19]

Topline Citywide Conclusions

- "City of Los Angeles departmental programs, systems, and services are not yet comprehensively designed or integrated to deliver equity for Black People Experiencing Homelessness."

- "Many City departmental policies and practices produce racialized outcomes even when they are framed as race neutral."

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[18] Los Angeles County Board of Supervisors. *04-01-25 Board Meeting Transcript (C)*. Board of Supervisors: Statement of Proceedings. April 1, 2025. Pg. 66. https://file.lacounty.gov/SDSInter/bos/sop/transcripts/1181063_040125.pdf.

[19] *Racial Equity Audit Research Study Report: Black People Experiencing Homelessness in the City of Los Angeles*. The Future Organization. December 2025. Pgs. 12-19.

- "City and County departments currently lack a shared way to identify who is being served, how individuals move across programs, and where outcomes diverge over time."

Topline Departmental Conclusions

- "The Los Angeles Department of City Planning demonstrates a strong policy architecture and a clear commitment to equity in long range planning and land use frameworks. However, these commitments are not consistently translated into measurable outcomes for BPEH."

- "The Los Angeles Economic and Workforce Development Department shows disciplined program administration and the capacity to support meaningful economic mobility. Workforce and transitional employment programs often succeed when delivered consistently. However, the absence of integrated racial and housing data and limited cross agency linkages restrict the department's ability to assess and improve outcomes for BPEH."

- "The Los Angeles Housing Department has made notable progress in strengthening accountability related to homelessness prevention and housing access. The department possesses significant technical capacity and administers critical programs affecting BPEH stability. At the same time, internal systems remain fragmented across programs and insufficiently integrated with [Los Angeles] County partners who control key components of supportive services and case management."

Key Findings from Lived Experience Interviews

Between April 2025 and August 2025, researchers interviewed 400 respondents to understand shared detriments and positive experiences among the sample of BPEH. Half of the respondents were unhoused and half were in permanent supportive housing at the time of the consultant's engagement. A sample of the consultant's key interview findings is below.

- "Adults averaged 8.6 years of career employment. Job loss commonly followed illness, injury, disability, or caregiving. Payday loan use and credit denial were most linked to those with durations of homelessness beyond 5.5 years."

- 'More than 80% cited unaffordable rent and limited supply. Only 19.5% experienced formal eviction, but narratives described administrative

displacement from voucher delays and benefit lapses."

- "71.5% became homeless in the City of Los Angeles; 28.6% arrived from outside the City already experiencing homelessness."

- "Injury, illness, disability, chronic pain, and behavioral health crises were major contributors to job and housing loss."

- "Satisfaction was low to moderate and higher when staff were consistent and clear."

- "Trust was lower than satisfaction. Benefit and verification systems had the lowest trust; outreach teams had higher trust when reliable."

- "Respondents described fragile stability, disrupted benefits, unexpected costs, and recertification delays even after rehousing."

Key Findings from Identity-Based Focus Groups

In December 2024, the consultant held six focus groups, which enabled them to learn from disabled individuals, justice-involved individuals, veterans, older adults, Transitional Age Youth, and LGBTQIA+ community members, who are also part of the BPEH demographic. A sample of City-centered insights gleaned from each group can be found below:

- **Justice-Involved Individuals:** "The population has limited awareness or understanding of City agencies and programs involving LAHD, EWDD, or LAHSA. Much of the Information was identified as confusing and not readily available from City departments and programs, with a general lack of communication to the justice involved about the assistance they can access. Justice involved BPEH face challenges navigating systems, particularly housing or employment support, and a disconnect between what City services offer and the realities of their lives."

- **Veterans:** "The Department of Veterans Affairs (VA) and local service providers often failed to integrate effectively with entities like the City and County of Los Angeles, leaving Black veterans to navigate complex systems on their own. Case managers from City-aligned service providers were described as overburdened and unable to provide timely, consistent support for BPEH Veterans."

- **People with Disabilities:** "Shelters and other interim housing were reported to not be fully compliant in access to serve BPEH with disabilities. Some shelters were reported to mix individuals with often conflicting needs that endangered the safety or functioning of BPEH with disabilities, sustaining discomfort and tension for all. Common concerns were shared about turnover and inefficiency in case management from LAHSA, leading to frequent feelings of abandonment and distrust in local government.

- **Older Adults:** "BPEH Elders reported persistent racism and discrimination in the City, sharing historic and recent instances of being overlooked due to race in housing, employment, and services for people experiencing homelessness. Elders experienced difficulty in obtaining referrals and encountered significant red tape in navigating services with LAHSA, HACLA, and a wide range of public agencies. BPEH Elders reported a lack of personalized support or empathy for their situations, many receiving treatment from case managers that did not address their needs, citing favoritism to other clients, and an absence of [cultural] sensitivity in service."

- **Transitional Age Youth:** "Many BPEH Young Adults have no familiarity or information regarding key services like LAHSA, HACLA, and EWDD, or found them difficult to connect with and navigate. Young Adults frequently cited experiences of being shuffled around and between shelters, receiving incomplete or poor information, and feeling neglected when contacting public services for information like [2-1-1] and transitional housing providers. Significant challenges were identified for Young Adult Black families were reported, especially for single mothers and youth aging out of foster care, with limited distinctive options for stable housing addressing even a reasonable portion of their needs."

- **LGBTQI+ Individuals:** "BPEH members of the LGBTQI+ community experience severe discrimination across and between all areas of identity: race, sexual orientation, gender identity, national origin, and age. Compounded challenges in accessing equitable services due to nuanced, yet complex identities are often exacerbated by systemic bias and insufficient cultural competence from service providers. Temporary services are failing to provide sustainable pathways out of homelessness, with permanent housing offered by LAHSA and HACLA noted as inconsistently attentive to needs of the community: many reporting experiencing incidents of bias and discrimination."

KEY RECOMMENDATIONS

The *Racial Equity Audit Research Study Report* provides extensive policy recommendations which the consultant proposed be applied across City departments, as well as within City Planning, LAHD, and EWDD. A considerable range of operational and programmatic activities are suggested, all of which are based on the findings presented in the Audit. The consultant has also furnished supplemental reports — the *Prospective Action Plan*, *Framework of Racial Equity Metrics*, and *Communications Plan* — to assist City policymakers in achieving the goals set forth in the main document. The LA Civil Rights Department seeks to learn which actions may be aligned with the Mayor's Office and/or City Council's priorities and initiatives. To support the discussion, the consultant's most immediate recommendations and proposed legislative and/or executive actions are presented below.

"Strengthen cross-agency outreach, crisis response, and follow-up" [20]

- **Suggested Intervention:** Host a "Convening of a City Departmental Homelessness Equity Summit to present findings, generate discussion, and validation of Action Plan elements to produce improvement and consistency in equity of services for all people experiencing homelessness in the City, inclusive of BPEH[.]"[21]

- **Prospective Action:** Instruct relevant departments and bureaus to convene a City Departmental Homelessness Equity Summit.

"Align eligibility and documentation requirements with the lived realities of BPEH" [22]

- **Suggested Intervention:** "Target the removal of the 5 most inefficient and/or impactful negative documentation burdens for clients[.]"[23]

- **Prospective Action:** Instruct all agencies participating in the Departmental Homelessness Equity Summit to identify information collection points within departmental frameworks, which may prove unreasonably frequent or otherwise

[20] *Racial Equity Audit Research Study Report: Black People Experiencing Homelessness in the City of Los Angeles*. The Future Organization. December 2025. Pg. 14.
[21] *Prospective Action Plan: December 2025*. The Future Organization. December 2025. Pg. 2.
[22] *Racial Equity Audit Research Study Report: Black People Experiencing Homelessness in the City of Los Angeles*. The Future Organization. December 2025. Pg. 14.
[23] *Prospective Action Plan: December 2025*. The Future Organization. December 2025. Pg. 6.

onerous to individuals experiencing homelessness, with the eventual goal of phasing out or reformulating these requirements.

"Standardize service delivery practices across departments and contracted providers" [24]

- **Suggested Intervention:** "Develop and finalize shared identifier schema inclusive of all historically marginalized or vulnerable populations; complete data-sharing agreements, establish Data Integration Steering Group and Interdepartmental Working Group[.]"[25]

- **Prospective Action:** Instruct all agencies participating in the Departmental Homelessness Equity Summit to share all data pertaining to individuals experiencing homelessness among themselves, align all dataset formats and data identifiers, and establish a single data warehouse to contain this information. Infrastructure for the latter would require allocation of City funds to set up.

"Balance the geographic distribution of housing, services, and public investment" [26]

- **Suggested Intervention:** "Define 'neutral' and 'equitable' in relation to distribution of Citywide services siting criteria[.]"[27]

- **Prospective Actions:** Instruct all agencies participating in the Departmental Homelessness Equity Summit to produce:

    - A Geographic Equity Baseline, which defines the minimum equitable level of service infrastructure in a given area for people experiencing homelessness; and

    - A Citywide Service Equity Map detailing how close each area within Los Angeles is to meeting the Geographic Equity Baseline.

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[24] *Racial Equity Audit Research Study Report: Black People Experiencing Homelessness in the City of Los Angeles.*The Future Organization. December 2025. Pg. 14.
[25] *Prospective Action Plan: December 2025.* The Future Organization. December 2025. Pg. 3.
[26] *Racial Equity Audit Research Study Report: Black People Experiencing Homelessness in the City of Los Angeles*. The Future Organization. December 2025. Pg. 14.
[27] *Prospective Action Plan: December 2025.* The Future Organization. December 2025. Pg. 4.

"Protect individual progress through continuity measures embedded in all systems"[28]

- **Suggested Interventions:** "Design Continuity Ticket mechanism to track people experiencing homelessness across Departmental service encounters"[29] and "Develop standard operating procedures to ensure reliability of tracking and improve service handover / escalation outcomes[.]"[30]

- **Prospective Action:** Instruct all agencies participating in the Departmental Homelessness Equity Summit to produce a Citywide Homelessness Continuity Framework which ensures that service delivery to individuals experiencing homelessness remains consistent and uninterrupted.

FISCAL IMPACT

There is no fiscal impact with the submission of this report.

CAPRI MADDOX, ESQ.
General Manager

CM:DJ:MJ:BH:rh
May 29, 2026

[28] *Racial Equity Audit Research Study Report: Black People Experiencing Homelessness in the City of Los Angeles*. The Future Organization. December 2025. Pg. 14.
[29] *Prospective Action Plan: December 2025*. The Future Organization. December 2025. Pg. 5.
[30] ibid. Pg. 5.

ATTACHMENTS:

Attachment A: Racial Equity Audit Research Study Report

Attachment B: Prospective Action Plan

Attachment C: Framework of Racial Equity Metrics

Attachment D: Communications Plan

Attachment A:

Racial Equity Audit Research Study Report

Black People Experiencing Homelessness (BPEH) in the City of Los Angeles

December 2025

The Future Organization



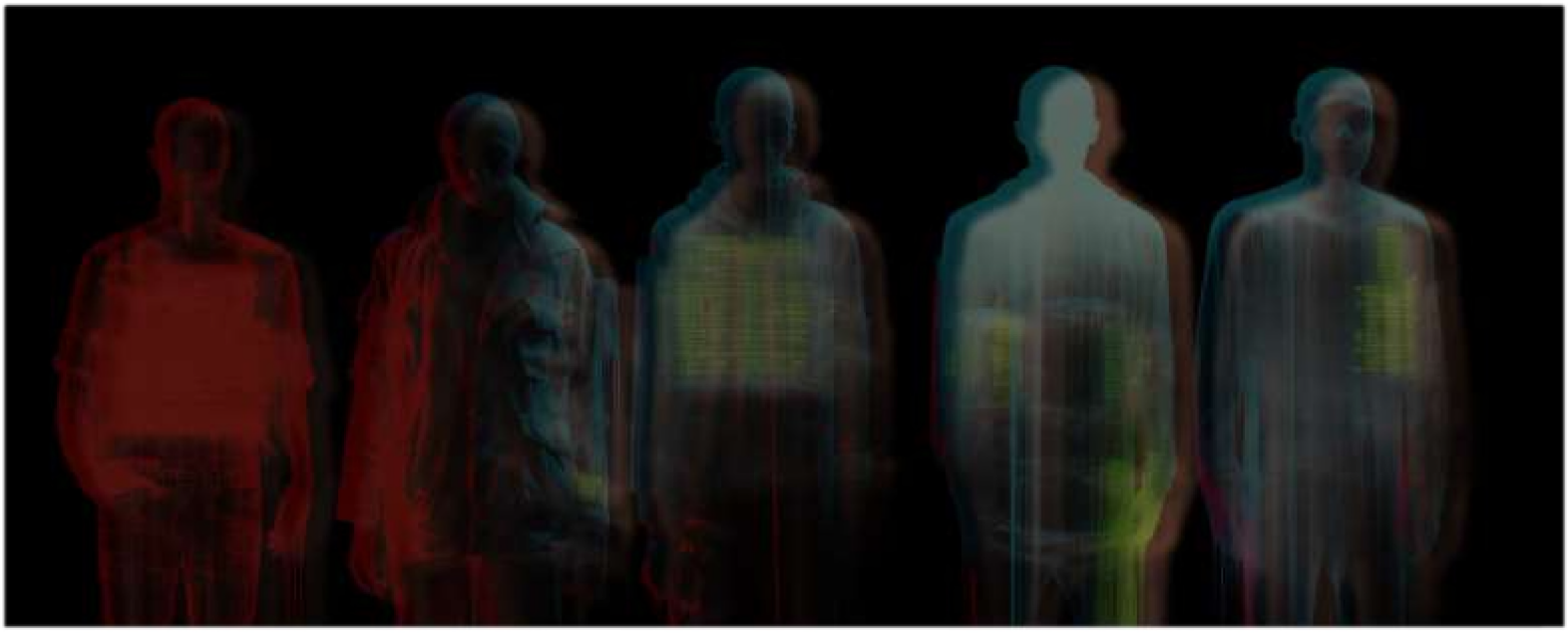
Racial Equity Audit Research Study Report

Black People Experiencing Homelessness (BPEH) in the City of Los Angeles

December 2025

LA Civil Rights

THE future ORGANIZATION



Acknowledgments

The City of Los Angeles, LA Civil Rights, and The Future Organization would like to thank the following individuals and organizations for their support and participation in the research process leading to this report:

Community Advisory Committee (CAC) Members:

Tracie Alexander, Executive Director, *Unique Trans-itions, Inc.*
Shaahid Ali El, Co-Founder, *Ezrach Brain Trust Association*
Tiana Brown, Director, *Sanctuary of Hope*
Christina Bryant, Housing for Health ICMS Case Manager, *Watts Labor Action Committee*
Dr. Maurice Carter, Director, *New Directions for Veterans*
Keina Coleman, Substance Use Programs, *Watts Health Care*
Bishop Alan Eggleston, Housing Committee, *National Association for the Advancement of Colored People (NAACP)*
Bernice Noflin, Executive Director and Founder, *Restoration CDC*
Nicole Roberts, Substance Use Case Manager, *The People Concern*
Eryn Scott, Director of Access and Engagement Programs, *Safe Place for Youth*
Lillian Washington, Staff, *Community Coalition*
Ishmal Waits, Shift Manager/Monitor, *Reclaim Possibility, Inc.*

Community Partnering Organizations for Research:

Beacon Light Mission
Coalition for Responsible Community Development (CRCD)
Enterprise Communities
Heart Forward LA
Hope the Mission
HOPICS-SSG
Housing Works
Midnight Mission
Reclaim Possibility
Sanctuary of Hope
St. Joseph's Center
The Center (in Hollywood)
The People Concern
Unique Trans-itions
Urban Alchemy
Watts Labor Community Action Committee

Additional Thanks:

Thomas Anderson
Nancy Nielson
Layla Dagher
Kimberly Alvarado
Maria de Jesus Gomez
Suzanne Edwards-Acton
Ruby Cruz

The Future Organization Team:

Study Author and Research Lead: Aimery Thomas, M.P.A., M.A.I.R, LSSBB
Community Engagement Lead and Researcher: Leila Towry, M.A.Ed., CNP

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Foreword

This Racial Equity Audit Study Report into Black People Experiencing Homelessness (BPEH) is released at a time of significant challenges for the City of Los Angeles. Although public budgets are limited, the public policy debate increasingly focuses on judgments about who merits the support of government systems and taxes, and who deserves to achieve equity. These pressures do not alter the basic moral obligation of American government to treat all people with dignity, respect, procedural fairness, and to deliver equal opportunity under law. Like Angelenos from every identity, Black People Experiencing Homelessness are entitled to such protections and considerations as a fundamental matter of human rights.

The research presented in this report was conducted during a period of major shifts in homelessness governance and policy in the region. The County of Los Angeles has withdrawn from the Los Angeles Homeless Services Authority (LAHSA) and is forming a new, independent entity to serve people experiencing homelessness. This change introduces significant uncertainty at a moment when collaboration across City and County systems is essential. California state-level legal constraints, including the continuing adverse impacts of Proposition 209, limit how race may be explicitly addressed in public policy even as racially disparate outcomes remain persistent.

Federal-level executive power has deliberately limited the importance of diversity, equity, and inclusion across institutions, alongside concerted efforts to deny the sharing of the historical and contemporary contributions of Black Americans. Many communities of color in the City of Los Angeles face changing interpretations of how their civil rights and dignities are recognized under American law simply based on their country of origin, racial, and/or ethnic identity.

History teaches us that collective values and ideals to deliver equity and justice will persevere in time. Despite any fiscal, structural, and political constraints, progress always remains both necessary and possible. The gaps in systems and services to provide equitable service and care for BPEH documented in this report do not result from intent within City or County government to cause harm. They are produced through fragmented authority, incomplete data, misaligned systems, and inconsistent implementation against well-intentioned public policies that are explicit in their commitment to deliver equity. These conditions exist within institutions that are staffed by people committed to public service, yet produce outcomes that fall short of maximizing equity in outcomes for BPEH.

Our report reflects more than a year and a half of research, planning, and fieldwork grounded in lived experience and institutional analysis. Its conclusions rest on disciplined measurement and ethical belief that all systems can perform better when outcomes are made visible. Measurement enables accountability, learning, and improvement, particularly when resources are constrained. The challenges facing BPEH are serious, but they are not insurmountable. Progress requires transparency, collaboration, and willingness to confront difficult findings. Government should not fear measurement or openness. These are the fundamental conditions necessary for genuine public trust and effective governance.

The path forward requires collective action across all government entities that shape outcomes for Black People Experiencing Homelessness within the City of Los Angeles. Equity will not result from isolated efforts. It requires shared responsibility, clear accountability, and sustained commitment to change: which will deliver equity for all Angelenos.

Aimery Thomas
Managing Director
The Future Organization

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Key Terms, Acronyms, and Abbreviations

Acronyms and Abbreviations:

AFFH – Affirmatively Furthering Fair Housing
ARDI – Anti-Racism, Diversity, and Inclusion Initiative of the County of Los Angeles
BPEH – Black People with Experience of Homelessness (can be used to indicate current or prior experience)
DCFS – County Department of Children and Family Services
DCP – Department of City Planning
DHS – County Department of Health Services
DMH – County Department of Mental Health
DPH – County Department of Public Health
EDP – Eviction Defense Program
ERAP – Emergency Rental Assistance Program
EWDD – City Economic and Workforce Development Department
G.E.D. – General Educational Development Diploma
HACLA – Housing Authority of the City of Los Angeles
HOPICS-SSG – Homeless Outreach Program Integrated Care System (Special Service for Groups)
HRC – Housing Resource Center, LAHD
LA Civil Rights – Los Angeles Civil Rights Department
LAHD – Los Angeles Housing Department
LAFD – City of Los Angeles Fire Department
LAHSA – Los Angeles Homeless Services Authority
LAPD – City of Los Angeles Police Department
LAPL – City of Los Angeles Public Library
MR – Multiple response, indicating that respondents could state more than one option, meaning percentages may sum to more or less than 100%.
N = Total sample size
n = – Number of respondents within a subgroup or category.
n = var - Sample size varies by question or subgroup
PSH – Permanent supportive housing
RAP – Recreation and Parks (City of Los Angeles)
TFO – The Future Organization
ULA – United to House LA Initiative
VA – U.S. Department of Veterans Affairs

Key Terms :

0–10 scale – The numerical basis used in charts to measure experiences or perceptions, derived from the Likert scale method.
Administrative burden – The cumulative paperwork, process steps, and documentation demands that create barriers to accessing services.
Alignment – Ensuring consistent goals, actions, and measurement across programs or agencies.
Bright spots – Programs, practices, or staff interactions that produce positive experiences or outcomes.
Categories (None, Low, Moderate, High) – Percentage distribution of responses within defined ranges on the 0–10 scale.
Continuity measures – Protections that help people remain housed or enrolled in services despite disruptions.
Data integration – Combining information from multiple systems into a shared structure.
Disparities – Unequal outcomes observed across groups, often racial or geographic.
Eligibility clarity – How clearly people understand service or housing requirements.
Equity governance – Structures that ensure measurable, accountable pursuit of racial equity.
Fragmentation – Program or departmental separations that create gaps in service delivery.
Geographic patterns – Spatial trends in where services, resources, or impacts are located.
Housing stability – Sustained ability to remain safely housed.
Implementation consistency – How reliably programs are delivered across sites, staff, or teams.
Interim housing – Time limited housing that provides a safe, temporary place to stay while individuals work toward permanent housing
Interruption – A break in services or housing that can trigger setbacks.
Lived experience – Knowledge derived from personal experience (with homelessness in most report contexts)
Quota – A targeted number used to ensure balanced representation across groups in a sample or dataset.
Outcome-based accountability – Focusing on results rather than activities or compliance.
Percent (%) – The proportion of respondents in each category, presented with the symbol only.
Permanent Supportive Housing (PSH) – Long term housing that combines affordable housing with voluntary supportive services
Race-neutral framing – Policies that do not explicitly address racialized outcomes.
Sample – The group of respondents included in the survey or chart.
Service pathway – The sequence of supports a person navigates to secure stability.
Survey respondent – A person who completed the survey instrument.

1. Executive Summary

1.1 Introduction

This Executive Summary synthesizes the full body of evidence produced through the City of Los Angeles Racial Equity Audit examining the experiences and outcomes of Black People Experiencing Homelessness (BPEH). The findings reflect an integrated analysis of quantitative surveys, qualitative interviews, identity based focus groups, departmental policy and data reviews, and cross agency assessments. Together, these sources provide a comprehensive view of how structures, systems, and everyday practices across City and County institutions shape stability, access, and opportunity for Black Angelenos navigating homelessness or housing instability.

The research demonstrates that homelessness among Black Angelenos is not the product of a single program failure or institutional decision. It reflects a cumulative process that begins early in life and compounds across multiple systems. Childhood adversity, racialized experiences of harm, economic instability, and administrative barriers intersect with public systems that are fragmented and inconsistently aligned with the realities of homelessness. While City departments articulate strong ethical and policy commitments, many systems remain insufficiently integrated or calibrated to deliver equity as a measurable outcome.

The findings further show that outcomes for BPEH are shaped by interactions that extend beyond the departments directly examined in this Audit. City and County entities outside the primary scope of this study influence safety, mobility, access to services, and the ability to remain connected to care. These interactions are experienced as consequential by those navigating homelessness and can either support progress toward stability or create new barriers that disrupt it.

At the citywide level, the evidence indicates that current conditions do not result from the actions of any single department or entity. They emerge from gaps in coordination, collaboration, fragmented authority, and the absence of shared accountability across interconnected systems affecting housing, employment, health, safety, and benefits. This Audit identifies a clear need for collaborative governance approaches that recognize race and housing status as central dimensions of equity performance and that translate policy intent into consistent, measurable outcomes.

1.2 City-Level Conclusions

Conclusion 1. City of Los Angeles departmental programs, systems, and services are not yet comprehensively designed or integrated to deliver equity for Black People Experiencing Homelessness.

Across departments, BPEH encounter systems that are complex, fragmented, and frequently misaligned with their lived realities. Administrative burden, unclear pathways, and inconsistent implementation are common features of service experiences that should function as coordinated supports. These conditions accumulate over time and make progress toward stability more difficult. Small disruptions often escalate into major setbacks because continuity measures that preserve housing or service progress are limited or absent.

Conclusion 2. Many City departmental policies and practices produce racialized outcomes even when they are framed as race neutral.

Race neutral program design frequently obscures disparities rather than eliminating them. Without explicit attention to race and housing status in data, policy evaluation, and performance management, inequitable outcomes persist unmeasured and unaddressed. The Audit finds that structural barriers embedded in eligibility rules, documentation requirements, and implementation practices contribute to unequal access and outcomes for BPEH across multiple systems.

No single City department holds all the levers that shape outcomes for BPEH. Planning, housing, workforce development, public safety, and health systems each influence stability in distinct ways, yet these functions operate largely in parallel. Fragmented authority and diffuse accountability result in service experiences that vary widely by program, location, and individual staff interaction rather than reflecting consistent Citywide standards.

At the same time, the Audit identifies clear evidence that positive outcomes are achievable. BPEH consistently report improved experiences when systems are coordinated, staff are supported, and services are delivered with clarity, respect, and follow through. These bright spots demonstrate that inequitable outcomes are not inevitable. The central challenge is to ensure that effective practices become standard rather than exceptional.

1.3 Implications for Equity Governance and Measurement

The findings of this Audit point to a fundamental need for governance structures that make racial equity visible, measurable, and actionable across City and County systems serving Black People Experiencing Homelessness.

City and County departments currently lack a shared way to identify who is being served, how individuals move across programs, and where outcomes diverge over time. Without common identifiers for race and housing status across intake, service, and reporting systems, it is not possible to determine whether policies and programs are reducing disparities or unintentionally reinforcing them. The absence of shared identifiers also prevents early identification of service interruptions, loss of housing, or emerging barriers that could otherwise be addressed before they escalate.

The Audit further shows that existing performance frameworks emphasize activity rather than outcomes. Many systems track counts, throughput, or compliance measures, yet BPEH experiences demonstrate that quality, clarity, continuity, and follow through are more predictive of stability than volume alone. Governance approaches that prioritize outcome based accountability can help shift departments from procedural compliance toward practices that reflect the realities of people navigating homelessness.

These implications extend beyond technical data limitations. They point to the need for coordinated governance mechanisms that align departmental goals, establish shared accountability, and support cross system decision making. Equity governance requires collaboration with County partners, clear expectations for data quality and use, and formal processes that elevate lived experience as a source of evidence in planning, implementation, and evaluation.

1.4 Departmental Conclusions

Each City department included in this audit manages essential components of the housing stability and recovery pathway for Black People Experiencing Homelessness. No single department can independently produce equitable outcomes. Together, the findings illustrate how siloed systems and fragmented governance limit the impact of otherwise well designed programs and policies.

The Los Angeles Department of City Planning demonstrates a strong policy architecture and a clear commitment to equity in long range planning and land use frameworks. However, these commitments are not consistently translated into measurable outcomes for BPEH. Planning tools lack integrated racial and housing identifiers and are weakly connected to operational systems responsible for housing delivery, services, and enforcement. As a result, equity goals remain largely aspirational rather than operationalized through implementation and accountability.

The Los Angeles Economic and Workforce Development Department shows disciplined program administration and the capacity to support meaningful economic mobility. Workforce and transitional employment programs often succeed when delivered consistently. However, the absence of integrated racial and housing data and limited cross agency linkages restrict the department's ability to assess and improve outcomes for BPEH. Gaps between employment gains and long term stability persist where retention supports and continuity protections are uneven or disconnected from housing systems.

The Los Angeles Housing Department has made notable progress in strengthening accountability related to homelessness prevention and housing access. The department possesses significant technical capacity and administers critical programs affecting BPEH stability. At the same time, internal systems remain fragmented across programs and insufficiently integrated with County partners who control key components of supportive services and case management. Without unified data structures, consistent eligibility clarity, and coordinated service pathways, gains achieved within individual programs remain vulnerable to disruption.

Across all three departments, the findings underscore a common conclusion. Progress toward equitable outcomes for BPEH depends less on isolated departmental improvements and more on unified governance, shared measurement, and aligned practices across City and County systems. Durable change requires coordination that extends beyond individual programs to the structures that shape how departments work together.

1.5 Additional Entities and the Mandate for Trust

Outcomes for Black People Experiencing Homelessness are shaped not only by housing, planning, and workforce systems, but also by daily interactions with a broader set of City and County entities. Libraries, public safety agencies, sanitation services, health systems, and benefits administrators influence safety, mobility, access to resources, and the quality of engagement experienced by individuals navigating instability.

The audit finds that these interactions play a critical role in shaping trust in government. BPEH describe libraries and parks as spaces that provide safety, dignity, and reliable access to essential resources, including restrooms, power, technology, and staff who consistently treat them with respect. These environments often function as stabilizing anchors during periods of crisis.

In contrast, interactions with law enforcement and sanitation are frequently described as unpredictable, stressful, or punitive, particularly when personal belongings are removed or enforcement practices are inconsistent or poorly communicated. Such encounters can disrupt progress, undermine trust, and deter future engagement with services, even when assistance is available.

Trust is built or eroded through these everyday interactions. It directly influences whether individuals seek help, share information, and remain connected to care. The findings show that improvements within one department can be quickly undermined by harmful experiences in another. This underscores the need for shared standards of engagement, continuity protections, and accountability across all agencies that interact with BPEH.

1.6 Limitations and Cautions

The findings and conclusions of this audit should be interpreted with a clear understanding of the study's scope and methodological constraints.

The survey reflects the experiences of individuals who were reachable and willing to participate during the study period. While it provides strong insight into patterns affecting Black People Experiencing Homelessness, it does not capture every experience or outcome across the full population. Lived experience research adds depth and context to the findings, but it reflects the perspectives of those who engaged directly in the study and may differ from individuals who were not contacted or who chose not to participate.

Departmental audits rely on available policies, documentation, and data provided or accessible at the time of review. Gaps in documentation, inconsistencies in reporting practices, and variation in data quality limit the extent to which all processes and outcomes could be fully assessed. In addition, some systems and initiatives are evolving, and recent changes may not yet be reflected in the materials reviewed.

The scope of this audit is focused on selected City departments and does not constitute a comprehensive evaluation of all City or County entities that affect homelessness outcomes. Although the research identifies the influence of additional agencies, it does not assess their full operational performance.

These limitations do not undermine the coherence or validity of the findings. Patterns observed across multiple methods and sources were consistent and mutually reinforcing. Together, they provide a credible and reliable picture of the conditions that shape inequitable outcomes for BPEH and the opportunities for coordinated, system level improvement.

1.7 The Path Forward

The conclusions of this Audit identify a clear opportunity for the City to move from fragmented efforts toward a more coordinated, integrated, and equity centered system that improves outcomes for Black People Experiencing Homelessness. Across departments, the evidence shows that meaningful progress depends on shared identifiers, integrated data environments, continuity protections, and aligned governance structures that span both City and County functions. These elements are not technical enhancements alone. They are foundational requirements for delivering measurable racial equity in housing, workforce, and planning systems.

The City can strengthen its impact by aligning its actions with County partners and existing regional frameworks, including LAHSA and Anti Racism, Diversity, and Inclusion initiatives. Alignment does not require uniformity, but it does require clarity of roles, shared expectations, and common measures of success. Coordinated planning and shared performance management allow departments to build on existing strengths while reducing fragmentation and duplication.

The path forward outlined in this report focuses on translating evidence into action. Recommended next steps emphasize implementation readiness, accountability, and durability. Progress will require sustained leadership attention, cross agency collaboration, and a willingness to adjust practices based on what the data and lived experience continue to reveal.

1.8 City-Level Report Recommendations

1. **Establish shared visibility into race and housing outcomes across all systems**
   Create consistent data fields for race and housing status in all City and County intake, service, and reporting systems. Use these fields to track outcomes, identify disparities, and guide performance management across agencies.

2. **Build a unified data environment linking planning, housing, workforce, health, and benefits systems**
   Develop shared data architecture that connects land use decisions, program participation, and long-term housing stability. Integrate reporting cycles to allow agencies to evaluate progress for Black Angelenos across the full pathway from crisis to stability.

3. **Create coordinated governance structures with shared responsibility for equity**
   Form interagency bodies that include City and County departments responsible for housing, planning, workforce development, public safety, health, and benefits administration. Establish common outcomes and aligned review processes to ensure collective accountability.

4. **Balance the geographic distribution of housing, services, and public investment**
   Adopt clear expectations that all neighborhoods contribute to the City's housing and homelessness goals. Expand housing and services in high-opportunity areas while reducing concentrated burdens in historically marginalized communities.

5. **Standardize service delivery practices across departments and contracted providers**
   Implement consistent expectations for communication, documentation support, follow through, and trauma-informed engagement. Use shared performance measures to monitor adherence and improve quality across sites.

6. **Protect individual progress through continuity measures embedded in all systems**
   Develop safeguards that allow individuals to resume processes after hospitalization, enforcement activity, loss of documents, provider turnover, or other common disruptions. Ensure that progress is preserved rather than reset.

7. **Align eligibility and documentation requirements with the lived realities of BPEH**
   Review policies that require rigid documentation, credit, and employment history. Introduce flexible verification methods that maintain program integrity while reducing structural exclusion.

8. **Strengthen cross-agency outreach, crisis response, and follow-up**
   Integrate health, behavioral health, benefits, housing, and crisis response teams to ensure clear communication and predictable support. Prioritize warm handoffs and timely re-engagement for individuals at risk of disengagement.

9. **Expand dignity-centered access points that already earn high trust**
   Leverage libraries, parks, and other trusted public spaces to provide document assistance, digital access, benefits navigation, and connections to health and housing partners. Build on the environments where Black Angelenos report feeling safe and respected.

10. **Embed genuine lived experience leadership across planning, housing, and service design**
    Create formal advisory roles for individuals with lived experience to shape program development, performance review, and accountability processes. Ensure that their perspectives guide decisions across all relevant systems.

1.9 Los Angeles Department of City Planning (DCP) Key Findings and Insights

1. **Equity Commitments Are Strong in Policy but Limited by Absence of Specific Accountability**
   DCP's major policy frameworks articulate robust commitments to equity, inclusion, and health, yet they do not identify Black People Experiencing Homelessness as a distinct population for targeted analysis. Equity language remains universal rather than specific, leaving racialized and housing-related disparities unmeasured. As a result, DCP's policies express institutional intent but lack mechanisms to evaluate how planning decisions affect BPEH.

2. **DCP Maintains a Sophisticated but Fragmented Data Environment that Cannot Measure Intersectional Outcomes**
   The department's zoning, permitting, environmental review, and housing production systems demonstrate advanced technical capacity and a high level of public transparency. However, these systems are disconnected from each other and do not include race and homelessness identifiers. Without shared data architecture linking DCP, LAHD, LAHSA, and other entities, the City cannot trace outcomes from land-use entitlement to occupancy, or assess precisely who benefits from planning decisions and reforms.

3. **Planning Tools and Housing Production Patterns Continue to Reinforce Long-Standing Geographic Inequities**
   Despite recent zoning reforms and streamlined approvals, supportive and affordable housing remains disproportionately concentrated in South Los Angeles, Downtown, and Eastside neighborhoods. High-opportunity neighborhoods continue to contribute few supportive housing projects due to land costs and political resistance. Equity-oriented tools like overlays and incentives improve conditions in some areas but rely heavily on voluntary participation, resulting in uneven affordability, limited anti-displacement protection, and inconsistent enforcement of quality-of-life regulations.

4. **Cultural Preservation Efforts Recognize Black History but Remain Weakly Integrated with Housing Stability and Anti-Displacement Strategies**
   DCP's documentation of African American heritage represents a significant milestone in cultural acknowledgment. However, preservation initiatives are not structurally linked to affordability requirements or anti-displacement protections. This separation creates a risk that cultural recognition occurs alongside ongoing displacement, particularly in neighborhoods facing redevelopment pressure and market instability.

5. **Interagency Coordination and Community Engagement Are Improving but Remain Inconsistent and Structurally Underdeveloped**
   DCP's existing collaboration with LAHD and LAHSA has strengthened supportive housing approvals and fair housing analysis, yet this practice remains informal rather than operationalized in durable governance structures. Similarly, DCP's expanded engagement strategies have broadened participation, but involvement is still uneven across communities, particularly for residents with limited digital access or inflexible work schedules. Without standardized cross-agency systems or sustained community-based facilitation, both interdepartmental collaboration and public participation risk reproducing the inequities they aim to address.

1.10 Los Angeles Department of Economic and Workforce Development (EWDD) Key Findings and Insights

1. **Equity Oversight and Accountability Are Limited by Incomplete Visibility Into Outcomes for BPEH Participants**
   EWDD lacks a systematic way to monitor racial and intersectional disparities across its programs. Because the department does not routinely disaggregate outcomes by both race and housing status, neither the Workforce Development Board nor EWDD leadership can fully assess whether Black Angelenos experiencing homelessness are enrolling at equitable rates, completing programs at similar levels, or retaining employment over time. Current oversight processes emphasize aggregate performance rather than equity-specific outcomes.

2. **Workforce Planning and Reporting Frameworks Do Not Incorporate Equity as a Measurable Standard**
   Annual and local workforce plans reference equity conceptually, but they do not include specific benchmarks for BPEH enrollment, job placement, or retention. Program reviews summarize progress at the system level without indicating how outcomes vary by race, gender, age, or housing status. Because equity is not measured directly, disparities can persist without being identified or addressed in planning cycles or quarterly performance reviews.

3. **Outreach and Service Access for Unhoused Participants Are Inconsistent Across WorkSource Centers**
   Inside Safe Job Connectors and EWDD's targeted outreach models show promise, but they operate unevenly across sites. Variability in intake practices, referral pathways, and data sharing produces inconsistent access to employment services for unhoused participants. As a result, engagement opportunities for BPEH residents depend heavily on local practices rather than on a standardized systemwide approach.

4. **Supports for Job Retention and Advancement Are Insufficient for Participants Facing Structural Barriers**
   Programs such as LA RISE demonstrate that BPEH participants benefit from transitional jobs and structured pathways into unsubsidized employment. However, many participants still face barriers that jeopardize retention, including transportation, documentation, and caregiving needs. The absence of consistent retention supports across centers limits long term outcomes and disproportionately affects those with unstable housing.

1.11 Los Angeles Housing Department (LAHD) Key Findings and Insights

1. **Equity Commitments Are Broad but Not Operationalized for Black People Experiencing Homelessness**
   LAHD expresses a strong institutional commitment to fairness and inclusion, yet its programs and policy documents do not explicitly identify BPEH as a population requiring targeted analysis. Universal framing obscures racialized disparities and prevents the department from evaluating how its investments and protections affect those most disproportionately impacted by housing instability.

2. **Housing Production and Preservation Patterns Reproduce Historical Geographic Inequities**
   Most new affordable and supportive units continue to be built in neighborhoods that have long absorbed the majority of the City's social and economic burdens. Higher opportunity areas remain underrepresented due to land costs and community resistance. This pattern expands overall supply but does not expand opportunity for Black residents, who remain concentrated in areas with limited economic mobility, environmental quality, and housing stability.

3. **Program Eligibility and Documentation Requirements Create Structural Barriers for Black Households**
   LAHD's rental assistance, homeownership, and tenant protection programs rely on documentation, credit, and employment standards that are difficult for many Black residents to meet due to long standing structural inequities. These ostensibly race neutral requirements produce uneven access to stabilization programs and unintentionally reinforce disparities in who qualifies for assistance and who is left out.

4. **Fragmented and Incomplete Data Systems Limit Visibility Into Racial and Housing Outcomes**
   LAHD manages a wide array of program databases that track production, rental assistance, and homeownership activity, yet these systems do not share common identifiers and rarely include both race and homelessness status. This fragmentation prevents the department from assessing who benefits from specific interventions or whether investments reduce disparities. Reporting improvements under United to House LA (ULA) show progress, but the overall data architecture is not yet designed to support equity governance.

5. **Lack of Coordinated Governance Across City and County Systems Weakens Equity Impact**
   LAHD's ability to influence housing outcomes is restricted by limited coordination with County agencies responsible for supportive services, case management, and health-related supports. Each system performs its own functions effectively, but they do not operate within a unified framework. Without shared metrics, consistent data exchange, or joint planning structures, long term outcomes for Black residents cannot be accurately measured or improved at a systemwide scale.

1.12 BPEH Lived Experience Research Key Findings Matrix

Table 1.13a Matrix of Key Findings from the BPEH Lived Experience Survey (N=400)

Domain	What the Survey Shows	Why It Matters	Recommendations
Early Life Conditions	Childhood satisfaction averaged 6.76 / 10.00 and 38.0% reported experiencing high levels of racism before age 18. Narratives described parental separation, violence, addiction exposure, foster care, and juvenile system contact.	Early adversity shapes trust, opportunity, and long term vulnerability to system contact and housing instability.	Strengthen prevention, school based supports, early trauma intervention, and coordinated youth services.
Workforce and Income Stability	Adults averaged 8.6 years of career employment. Job loss commonly followed illness, injury, disability, or caregiving. Payday loan use and credit denial were most linked to those with durations of homelessness beyond 5.5 years.	Employment disruption causes financial collapse, especially when combined with delayed benefits or medical crises.	Improve medical leave access, income stabilization programs, re-entry supports, and rapid reinstatement of lost benefits.
Housing Loss Drivers	More than 80% cited unaffordable rent and limited supply. Only 19.5% experienced formal eviction, but narratives described administrative displacement from voucher delays and benefit lapses.	Housing instability is often triggered by system timing failures rather than rent burden alone.	Align benefit timing with rent cycles, accelerate voucher processing, expand emergency rental support.
Duration and Patterns of Homelessness	Mean duration of homelessness was 4.96 years. Individuals with incarceration histories averaged 5.86 years. 71.5% became homeless in the City of Los Angeles; 28.6% arrived from outside the City already experiencing homelessness.	Long durations reflect gaps in exit pathways and regional dynamics of homelessness.	Expand regional coordination, shorten placement timelines, strengthen reentry housing pathways.
Racism Across the Life Course	Adult racism exposure averaged 4.99, with 38% reporting high exposure. Men averaged 5.16 and individuals with additional gender identities averaged 5.33.	Racialized treatment shapes access, trust, and navigation; higher exposure links to longer homelessness.	Increase accountability for respectful service, adopt trauma-informed practices, monitor disparities.
Health and Behavioral Health	Injury, illness, disability, chronic pain, and behavioral health crises were major contributors to job and housing loss.	Health needs often initiate homelessness and prolong instability when care is fragmented.	Integrate health and housing supports, expand mobile care, reduce wait times for disability and behavioral health services.
Administrative Barriers	Identification barriers, expired documents, verification delays, and inconsistent case management were widespread.	Administrative friction strongly influences whether individuals enter or exit homelessness.	Implement same day ID replacement, streamline verification, increase case manager continuity.
Satisfaction With Agencies	Satisfaction was low to moderate and higher when staff were consistent and clear.	Satisfaction affects engagement, compliance, and stability.	Improve staff training, transparency, and communication standards.
Trust in Agencies	Trust was lower than satisfaction. Benefit and verification systems had the lowest trust; outreach teams had higher trust when reliable.	Low trust undermines system effectiveness and willingness to seek help.	Adopt trust-building standards, expand community-based services, improve response times.
Post-Homelessness Housing Stability	Respondents described fragile stability, disrupted benefits, unexpected costs, and recertification delays even after rehousing.	Exits are not secure without ongoing support.	Extend stabilization services, improve recertification timing, prevent benefit interruptions.

1.13 Evaluation of City Departmental Progress on 2018 LAHSA Recommendations

Across the three City of Los Angeles departments within the scope of this audit, progress toward implementing the 2018 LAHSA Ad Hoc Committee recommendations reflects meaningful intent and growing awareness, but uneven translation into sustained operational practice.

All three departments have strengthened equity language in policies, plans, and public commitments, and most explicitly acknowledge the disproportionate impacts of homelessness on Black Angelenos. However, these commitments have not consistently matured into the shared structures, routines, and accountability mechanisms required to produce durable change. Alignment at the policy level is widespread, while implementation foundations remain incomplete.

The Los Angeles Department of City Planning (DCP) demonstrates strong alignment with the intent of the 2018 LAHSA recommendations, particularly in long range planning, housing policy, and recognition of racial disparities. These commitments are visible in planning documents and frameworks. At the same time, mechanisms to track outcomes, operationalize lived experience participation, and connect planning decisions to downstream housing and service outcomes remain limited. Progress is most evident in strategy rather than execution.

The Los Angeles Economic and Workforce Development Department (EWDD) shows tangible movement through training initiatives, transitional employment programs, and outreach models designed to connect workforce services to people experiencing homelessness. These efforts demonstrate promise but remain limited in scale, continuity, and integration. Data systems do not consistently disaggregate outcomes by race and housing status, constraining the department's ability to assess progress for BPEH or link employment gains to long term housing stability.

The Los Angeles Housing Department (LAHD) presents some of the clearest advances overall, in areas related to housing access, tenant protections, and fair housing enforcement. Policy commitments in these areas are beginning to translate into more visible action. Nevertheless, challenges persist in embedding lived experience, strengthening community partnerships, coordinating with justice and youth systems, and integrating with County administered services. Several 2018 recommendations have been partially implemented but not fully operationalized.

Examined together, the departments demonstrate clear intention, growing institutional awareness, and pockets of progress. At the same time, they share a need for more coherent governance, stronger cross-system collaboration, and clearer accountability for outcomes. The vision articulated in the 2018 LAHSA recommendations is broadly embraced. The consistent, sustained practices required to fully realize that vision are still developing.

2. Background

2.1 Objectives of the Racial Equity Audit Study

The Future Organization (TFO), in partnership with the Los Angeles Civil, Human Rights and Equity Department (LACR), conducted a Racial Equity Audit and Action Plan to address persistent inequities faced by Black Angelenos experiencing homelessness (BPEH). The Audit examined three primary City of Los Angeles Departments: Housing (LAHD), Economic and Workforce Development (EWDD), and Planning (LACP) whose policies and programs directly influence housing access, employment, and neighborhood stability.

By design, the research process also provided insights into the experiences of BPEH across a much greater range of City of Los Angeles, County of Los Angeles, and nonprofit entities and agencies serving the homelessness, health, social welfare, and justice continuums of care and service. The following three objectives guided the audit and research study structure, ensuring that evidence generation was linked directly to policy levers and implementation opportunities:

- **Identify systemic barriers affecting Black and Intersectional communities, including older adults, youth, LGBTQI+ people, and individuals with disabilities, in accessing City programs and services with experiences of homelessness**
- **Evaluate factors contributing to overrepresentation of BPEH, with emphasis on institutional processes, resource allocation, and outcomes within City departments**
- **Develop an Action Plan that builds upon prior efforts, such as the 2018 LAHSA Ad Hoc Committee Report, integrating measurable equity metrics and recommendations to improve accountability in homelessness and workforce systems**

These objectives ensure that the research study functions not merely as a diagnostic exercise but as a mechanism for accountability and reform across City departments, policies, and systems. Work on this audit study commenced in September 2024 and was completed in December 2025.

2.2 Collaborative Research Processes

The research was built on a foundation of collaboration across government, community, and research. In partnership with LACR, TFO established an iterative process characterized by shared learning and inclusive engagement:

Kick-Off and Scope Workshops

Brought together City staff, subject-matter experts, and community representatives to refine the research questions and ensure policy relevance.

Community Advisory Committee (CAC)

Served as a bridge between data and lived experience, involving Black Angelenos with lived experience of homelessness and those providing direct services to BPEH to voluntarily discuss and review their knowledge, review overall research design, survey design, providing feedback on preliminary learnings, and assisting to ensure intersectional representation in the focus group research.

Intergovernmental Engagement

Included coordination meetings with the County Anti-Racism, Diversity and Inclusion (ARDI) initiative to attempt to align City and County efforts.

3. Methodology

This research study examines systemic barriers, evaluates factors driving BPEH overrepresentation, and will be used to develop an evidence-based action plan that advances racial equity across City departments. The approach uses an integrated mixed methods framework that combines quantitative surveys, qualitative interviews, and structured reviews of administrative policies and datasets. Sampling and field procedures were designed to ensure valid representation of both unhoused and housed BPEH across the City's major geographic regions, while analytic procedures link individual experiences to departmental practices, historical policies, and documented disparities. This section provides the foundation for how findings were generated, interpreted, and translated into recommendations for equitable system change.

The Methodology was implemented in accordance with the Racial Equity Audit's Scope of Work and the deliverables under *City of Los Angeles Contract C-146184*, with all activities tracked under an internal Project Management Plan. Every component of the design underwent pilot testing, internal peer review, and consistency checks across datasets to ensure methodological reliability and alignment with best practices in public interest research. The resulting framework reflects a commitment to transparency, rigor, and community accountability, grounding all subsequent findings and recommendations in evidence and lived experience

3.1 Research Design

The BPEH Racial Equity Audit was designed to resolve a central challenge in decision making: the disconnect between administrative data, institutional processes, and evidence from lived experiences of Black Angelenos with homelessness. TFO developed a mixed methods research design that integrates statistical evidence, qualitative insights, and cross-system policy analysis to understand how structural inequities shape outcomes and to inform actionable reforms across City departments. The design ensures that statistics and personal narratives illuminate one another, producing findings that are both empirically sound and grounded in human experience.

The framework for the audit brings together three complementary modes of inquiry. The first mode is quantitative analysis, built through structured survey instruments, voluntary data submissions from City departments, and analysis of publicly-available datasets. This strand measures disparities, access gaps, and service outcomes across housing, workforce, planning, and related systems. The second mode is qualitative research, including focus groups, depth interviews, and validation sessions with community members actively serving BPEH. These engagements capture perceptions, experiences, and historical memory that cannot be seen in aggregated data. The third mode is synthesis, linking patterns across multiple domains to reveal institutional structures, norms, and decision pathways that can perpetuate inequity for BPEH.

This research design moves beyond simply documenting counts or occurrences of disparities to examine how they are produced and maintained. Quantitative evidence establishes the scale and distribution of inequities, while qualitative data explains how those inequities are lived, interpreted, and navigated. These strands produce a multidimensional picture of the conditions, choices, constraints, and administrative processes that shape outcomes for BPEH. The dual survey structure, which includes parallel instruments for both unhoused and housed respondents with experiences of homelessness, supports direct comparison across lived circumstances and allows examination of how systems succeed or fail at different points across governmental continuums of service delivery within the City.

3.2 Sampling

The sampling approach for the BPEH Racial Equity Audit research was designed to ensure that the experiences of Black Angelenos, both unhoused and housed with prior experiences of homelessness, were represented across the geographic, demographic, and structural variability of the City of Los Angeles. To achieve this, TFO implemented a stratified sampling framework anchored in assessing the distribution of Black-identifying residents and Black-identifying individuals experiencing homelessness across 4 collective regions of City Council Districts. This framework ensured that the study reflected general population patterns most relevant to the objectives.

Geographic stratification was a foundational feature of the sampling design. City Council Districts were grouped into four macro regions that reflect clear patterns in service access, population density, and historical policy variation. The Eastern region included Districts 1, 13, and 14. The Northern region included Districts 2, 3, 4, 6, 7, and 12. The Southern region included Districts 8, 9, 10, and 15. The Western region included Districts 5 and 11. These groupings provided stable unit sizes for fieldwork, supported consistent distribution of sample, and preserved potential for meaningful variation across neighborhoods and service landscapes.

Table 3.2a Regional Sampling Frame for BPEH Unhoused Respondents (n=200)

City of Los Angeles Region	Council Districts (CDs)	Target Sample Quota	Completed Sample
Eastern	CDs 1, 13, 14	110	109
Northern	CDs 2, 3, 4, 6, 7, 12	28	27
Southern	CDs 8, 9, 10, 15	54	54
Western	CDs 5, 11	8	10

Sampling for the unhoused BPEH cohort was based on two primary population anchors. The first was the distribution of Black-identifying clients reported in the 2025 LAHSA Services Dataset, which provided counts for individuals who engaged with the homeless services system. The second anchor was the distribution of Black-identifying individuals estimated through TFO's analysis of the 2024 Point in Time (PIT) Count and Census Bureau American Community Survey (ACS) 2022 demographics.

Using both anchors allowed TFO to triangulate population estimates and mitigate the limitations inherent in relying on any single data source. For each of the four City regions, TFO calculated a blended proportional allocation by averaging the LAHSA client distribution and TFO's district-level estimations. These averaged proportions served as the basis for a targeted sample of 200 unhoused respondents across the Eastern, Northern, Southern, and Western regions.

Table 3.2b Regional Sampling Frame for BPEH Permanently Supportive Housed Respondents (n=200)

City of Los Angeles Region	Council Districts (CDs)	Target Sample Quota	Completed Sample
Eastern	CDs 1, 13, 14	38	38
Northern	CDs 2, 3, 4, 6, 7, 12	20	20
Southern	CDs 8, 9, 10, 15	139	137
Western	CDs 5, 11	3	5

Sampling for the housed cohort used a comparable structure but drew on different population indicators. The sample frame was derived from ACS 2022 district-level population counts of Black-identifying residents, adjusted for eligibility criteria that required respondents to have experienced homelessness as adults within City boundaries. The resulting proportional allocations were applied to the same four-region structure used for the unhoused cohort, yielding a parallel target sample of 200 respondents. This parallel architecture created comparability across cohorts and allowed the study to examine differences in service access, institutional interactions, and systemic barriers across distinct but related lived experiences.

Table 3.2c Regional Sampling Frame for All BPEH Respondents (N=400)			
City of Los Angeles Region	Council Districts (CDs)	Target Sample Quota	Completed Sample
Eastern	CDs 1, 13, 14	148	147
Northern	CDs 2, 3, 4, 6, 7, 12	48	47
Southern	CDs 8, 9, 10, 15	193	191
Western	CDs 5, 11	11	15

Quotas for each region were set based on the proportional allocations described above, and daily progress tracking ensured adherence to distribution. The final achieved sample was N=400, meeting quotas with modification to enable additional BPEH participation in Western regions based on fluctuations in opportunity and access that were not anticipated during sample design. This high level of completion demonstrates the effectiveness of the sampling framework and the feasibility of collecting representative interviews across the City's complex homelessness service environments. The combined sampling approach provides a credible empirical foundation for comparing experiences across BPEH housed and unhoused respondents, evaluating differences and interpreting patterns in relation to historical and contemporary policy structures. By grounding the samples in multiple population sources and applying a consistent geographic architecture, the design supports meaningful, equity focused analysis aligned with the study's goals.

3.3 Quantitative Methods

The quantitative component of the BPEH Racial Equity Audit provides the empirical foundation for evaluating disparities, identifying service gaps, and examining how Black Angelenos experience City systems across housing, workforce, planning, and related domains. The design of this component emphasizes representativeness, comparability, and actionability. Structured survey instruments, administrative data submissions, and publicly-available datasets were combined to generate a comprehensive statistical portrait of the conditions facing Black residents with lived experiences of homelessness.

Survey instruments were built through an iterative development process that incorporated insights from identity based focus groups conducted in December 2024, engagement with community partners, and review of findings from the 2018 LAHSA Ad Hoc Committee Report. Each instrument underwent pilot testing to ensure clarity and respondent acceptance, with revisions made to enhance cultural relevance, reduce burden, and improve measurement validity. Instruments were administered in-person, via community based outreach channels to ensure broad accessibility and coverage across regions.

Two primary survey instruments served as the core of the quantitative design. The Unhoused Respondent Survey was fielded beginning in April 2025, and the Housed Respondent Survey began in May 2025. Both instruments were intentionally parallel in structure. They examined lived experiences, systemic disparities, interactions with government systems, perceptions of trust and fairness, housing pathways, income and employment conditions, and community belonging. This parallel design allowed TFO to compare experiences across respondents who were currently unhoused and those who had reentered housing, supporting analysis of where institutional processes diverged or aligned across different stages of housing stability.

Data validation procedures ensured accuracy and reliability across the full quantitative dataset. Survey responses were reviewed for completeness and consistency, with range checks and logical verifications integrated into the data entry workflow. Inconsistent responses were flagged if encountered, and open-ended items underwent manual review to confirm alignment with coded values. All personally identifiable information was removed prior to analysis to protect participant confidentiality. Encrypted systems were used to house the resulting quantitative datasets, with access controls applied to maintain data integrity.

Data provided directly from City departments, along with publicly-available data, were analyzed independently and later integrated to complement and contextualize the survey findings. TFO evaluated survey responses against departmental policy, practices, and outcomes. These datasets and documents provided context and clarity in testing associations between systems, service access, and participant-reported experiences.

These quantitative sources created a robust empirical foundation for the research. They enabled the study to measure disparities at multiple levels, examine patterns across neighborhoods and systems, and test hypotheses related to departmental performance, historical policy exposure, and differences between respondents based on place of origin. This quantitative architecture supports the central goals of the audit by translating complex system interactions into evidence that is measurable, comparable, and actionable.

3.4 Qualitative and Participatory Methods

The qualitative and participatory components of the Racial Equity Audit provide the depth and contextual understanding necessary to interpret the statistical patterns identified through quantitative analysis. These methods illuminate how BPEH engage with City systems in their daily lives, how institutional practices are perceived and navigated, and how system gaps and inequities shape lived realities. By centering participant perspectives, the qualitative design ensured that the study remained grounded in the voices and experiences of those most directly affected by homelessness and perceptions of racial inequity.

TFO's qualitative framework was guided by three principles. The first was representation, ensuring that participants reflected the diversity of identities, backgrounds, and experiences within Black communities across Los Angeles. The second was depth, focusing on understanding how systems are experienced rather than only how they perform. The third was validation, using dialogue with participants to refine interpretation and ensure that insights align with lived realities rather than impose external assumptions.

Identity based focus groups served as the initial qualitative foundation. These sessions were structured around meaningful social and experiential identities, including Justice Involved Individuals, Veterans, People with Disabilities, Elders, Young Adults, and LGBTQI+ participants. This identity-centered approach allowed the research to capture experiences that may not be fully represented in the broader survey sample and to explore how intersecting identities influence access to housing, employment, and services. Focus group discussions combined open-ended dialogue with structured prompts aligned to the audit's core domains, including discrimination, fairness, service access, resilience strategies, and institutional trust. Each session was facilitated by trained researchers experienced in trauma-informed and culturally responsive engagement.

Depth interviews supplemented these sessions by capturing detailed personal narratives and system navigation pathways that extend beyond what can be observed in group settings. These interviews provided insight into long term patterns, pivotal experiences, and the cumulative effects of structural inequity across the life course. Facilitators recorded and transcribed these discussions, with transcripts coded using methods to identify recurrent themes and patterns.

Participatory validation sessions strengthened the connection between community knowledge and analytic interpretation. Through conversations with service providers, advocates, and residents, TFO tested early findings, clarified ambiguous patterns, and incorporated community feedback into the evolving analysis. These sessions closed the feedback loop between research and lived experience by ensuring that interpretation remained accurate, relevant, and reflective of community realities.

Qualitative analysis used thematic coding to organize insights into key constructs such as institutional trust, discrimination, access barriers, resilience strategies, and housing system navigation. Researchers compared themes across identity groups, geographic regions, and housing statuses to identify points of alignment and divergence. Cross analysis with survey results created a unified evidence base that links measured disparities to participant-reported experiences and the structural conditions that produce them.

The qualitative and participatory methods transformed quantitative findings into a deeper understanding of the mechanisms, meanings, and human impacts of systemic inequity. These methods ensured that the audit's conclusions and recommendations remained accountable to the people whose experiences informed them and that system reforms are grounded in the realities of those most affected.

3.5 Additional Evaluative Methods

The Racial Equity Audit incorporated additional evaluative methods to contextualize findings, trace historical patterns, and assess how past City actions relate to present day inequities experienced by Black Angelenos. These methods strengthened the analytic depth of the audit and provided a structured approach for linking individual lived experiences to institutional practices, governance systems, and long term policy environments.

One component consisted of a structured historical review of City of Los Angeles laws, ordinances, and administrative actions that have shaped housing access, neighborhood conditions, and economic opportunity over time. This review focused on identifying policy regimes, rules, and practices that may have contributed to the overrepresentation of Black residents among people experiencing homelessness. The analysis examined changes across periods, variation across neighborhoods and departments, and the persistence of institutional patterns that continue to influence outcomes.

A related component involved the classification of harms and institutional norms. Historical and contemporary policies were grouped into functional categories reflecting their role in shaping equity or inequity, including exclusion, displacement, disinvestment, punitive enforcement, and administrative burden. This classification provided a consistent analytic lens for comparing historical policy environments with the experiences reported by survey respondents and focus group participants.

The Audit also incorporated comparative research review drawing on national and regional studies of racial inequity in housing, planning, and homelessness systems. These sources were used to situate local findings within broader patterns, identify areas of convergence and divergence, and assess whether observed disparities reflected challenges specific to Los Angeles or common across other jurisdictions.

The evaluative framework also included detailed review of the *2018 LAHSA Ad Hoc Committee on Black People Experiencing Homelessness Report*[1] and its recommendations, along with consideration of the 2023 Los Angeles County Anti-Racism Diversity, and Inclusion Initiative (ARDI) report (The *Road May Be Long, But the Journey is Just*) and associated dashboards[2]. This review assessed the extent to which recommendations had been addressed, partially implemented, or remained unmet across City departments. Findings from this analysis informed the development of the Action Plan by identifying areas of measurable progress, persistent structural gaps, and domains requiring new or revised approaches.

Finally, a synthesis and classification exercise aligned findings from historical analysis, comparative research, and the 2018 recommendations with insights from quantitative and qualitative data. This process allowed the research team to identify converging patterns across sources and to isolate institutional mechanisms most closely associated with the barriers and inequities described by participants.

These evaluative methods established the system-level context required for interpreting the Audit's findings. They provide evidence of how historical policy environments, institutional norms, and long standing governance practices continue to shape present day outcomes for Black Angelenos with experiences of homelessness. This foundation strengthens the Action Plan by ensuring that recommended actions respond not only to current service gaps, but also to the structural and historical forces that produced them.

3.6 Ethical Standards and Data Security

The Future Organization (TFO) conducted all research activities in accordance with ethical standards that protect participants, ensure data integrity, and uphold public trust. These standards guided every stage of the Racial Equity Audit, from instrument development and data collection to analysis, reporting, and storage. TFO's approach emphasized transparency, voluntariness, respect for participants, and adherence to professional norms appropriate for research involving vulnerable and historically marginalized populations.

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1 https://www.lahsa.org/documents?id=2823-report-and-recommendations-of-the-ad-hoc-committee-on-black-people-experiencing-homelessness.pdf

2 https://ceo.lacounty.gov/ardi/bpeh/

Ethical practice began with the recognition that Black Angelenos experiencing homelessness face heightened risks of harm, discrimination, and systemic inequity. TFO staff possess training and experience in trauma-informed engagement, anti-bias practice, and working with vulnerable populations. Research procedures were designed to minimize risk, avoid coercion, and support participant comfort and dignity throughout the study process.

TFO ensured that all activities aligned with statutory guidelines and nationally recognized standards for the protection of human subjects, including relevant guidance from the U.S. Department of Health and Human Services, the U.S. Common Rule exemptions, ISO 20252 standards for social research, and HIPAA principles governing the avoidance of unnecessary collection of health information. TFO utilized the aforementioned governmental standards as established and extant at the commencement of the research study, circa September 2024.

Informed consent was a core requirement of all components of the study. Participation was entirely voluntary, and each respondent received clear information about the purpose of the research, the intended uses of the data, and their right to withdraw at any point. Consent materials were written and communicated in accessible language and adapted to participants' literacy levels and communication needs. No personally identifying information was required for participation beyond what was essential for ensuring data validity. Compensation was provided to individuals participating in survey depth interviews and focus groups, and was provided upon completion to avoid undue influence.

Confidentiality procedures were applied consistently across quantitative and qualitative components. Survey responses were anonymized at the point of collection, and any identifying details shared during qualitative sessions were removed or redacted during transcription. All project staff completed data ethics training and confidentiality agreements. To prevent indirect identification, qualitative material included in the report were reviewed to ensure they could not be traced to individual participants based on context or detail.

Data management and security procedures were designed to ensure that all collected information was stored, analyzed, and archived responsibly. Data were maintained in encrypted, access controlled environments, with encryption applied both in transit and at rest. Audit trails documented all modifications to data files, and version control systems maintained the integrity of codebooks, analytic scripts, and derived variables. Access to identifiable or sensitive information was limited to authorized personnel and monitored throughout the project lifecycle. Backups were maintained in secure environments to prevent data loss.

Transparency and accountability were integral to TFO's ethical commitments. All major methodological decisions, including sampling adjustments, data cleaning procedures, and analytic choices, were documented through internal records and review processes. This documentation enables replication, supports quality assurance, and reinforces public confidence in the audit's findings. By adhering to these ethical and data security standards, TFO ensured that participant contributions were respected, that sensitive information remained protected, and that the resulting evidence can be confidently relied upon by policymakers, community members, and the public.

3.7 Study Limitations

The Future Organization (TFO) recognizes that all research operates within practical and contextual constraints. A transparent accounting of these limitations is essential for interpreting the findings of the Racial Equity Audit and for guiding future work to improve equity analysis and service delivery across the City of Los Angeles. Each limitation reflects both the realities of conducting research in dynamic environments and the need for continued investment in data systems, outreach, and long term monitoring of racial equity outcomes.

Data Availability and Coverage

The audit integrates both primary survey data and secondary administrative data, yet some City and County datasets were not available at the level of detail required for full cross-system comparison. In several cases, departmental data were incomplete, aggregated at levels that limited disaggregation by race or geography, or used definitions that differed from the audit's analytic framework. These gaps restrict the ability to align survey findings with administrative records at a granular level. TFO addressed these gaps through data triangulation, including comparisons across multiple external datasets, cross-referencing with qualitative insights, and calibrating results to ensure analytic consistency. Even with these mitigation steps, readers should interpret certain administrative comparisons with caution.

Sampling and Representation

The audit's sampling strategy was explicitly designed to achieve representativeness across geography, gender identity, age, and housing status. However, participation in both surveys and qualitative engagements remained voluntary. Certain subpopulations, including individuals in closed, institutional environments were not included in study design. These groups may experience distinct forms of inequity not fully captured in the sample. While the dual cohort design strengthens comparative analysis, the study should not be interpreted as a census of all Black Angelenos experiencing homelessness or housing instability.

Temporal Context

Fieldwork was conducted between December 2024 and August 2025, a period marked by evolving policy landscapes, administrative changes, and sometimes disruptive external conditions. Regional disasters, economic fluctuations, and political transitions shaped service availability and BPEH experiences during this period. As a result, findings reflect participant perceptions and system conditions during a specific moment in time. Continued monitoring will be necessary to determine whether findings narrow, persist, or manifest differently as conditions change.

Interpretive Scope

The research employs a mixed methods design that integrates quantitative measures with qualitative lived experience. Quantitative findings allow for comparison and measurement, while qualitative insights provide depth, meanings, and mechanisms. While thematic findings from qualitative data offer powerful interpretive value, they cannot be generalized in the same manner as statistical results. Their purpose is to explain patterns, illuminate context, and provide grounded insight into system functioning rather than to serve as population-level estimates.

Forward Looking Considerations

These limitations serve as guideposts for future improvement. Strengthening data integration across systems, expanding outreach to underrepresented groups, and conducting periodic follow-up studies will be essential to assess the effects of policy responses on BPEH. TFO presents these limitations openly to promote public transparency, support responsible interpretation, and underscore the City's opportunity to build a more robust and equity-centered evidence base for services moving forward.

4. BPEH Survey Research Analysis, Findings, & Insights

4.1 Executive Summary

This section presents an integrated analysis of survey and narrative evidence from 400 depth interviews conducted directly with Black People Experiencing Homelessness (BPEH), reflecting the core intent of the Racial Equity Audit research to connect statistical findings with contemporary lived experiences of Black Angelenos. Building on the mixed methods design outlined earlier in the report, this analysis examines how childhood environments, adult life conditions, economic and housing instability, and systemic interactions combined to shape pathways into homelessness. The results highlight persistent racialized patterns that begin early in the life course and compound over time through structural exclusion, service fragmentation, and inconsistent institutional responses.

4.1.1 Research Overview

The analysis in this section draws on a combination of quantitative indicators and participant narratives collected through the structured survey instruments described in the research design. The evidence includes Likert scale measures of childhood and adult satisfaction, mean durations of homelessness, frequencies of eviction and displacement events, reasons for housing loss, and levels of racism encountered across BPEH life spans. Tables and charts illustrate the distribution of experiences across gender, age, region of origin, education levels, employment histories, and justice involvement.

Complementing this data, the section incorporates unprompted, multi-response (MR) narrative content in which participants described childhood adversity, adult health and employment crises, eviction circumstances, losses of income or documentation, and barriers to exiting homelessness. These open-ended responses provide interpretive depth to the statistical patterns, revealing how administrative delays, inaccessible programs, interpersonal conflict, and health disruptions accumulate into long term instability.

The dual survey method provides a basis for understanding both the conditions that precede homelessness and the experiences of individuals who remain unhoused. The section analyzes parallel measures across both groups to reveal where the systems of housing, employment, public benefits, documentation, and safety either support or fail Black Angelenos facing instability. Findings reinforce the study's central hypothesis that homelessness among Black residents is produced through the interaction of historical inequities, contemporary administrative barriers, and racially patterned experiences of harm across childhood and adulthood.

Collectively, these streams of evidence develop a multidimensional picture of the conditions and systems that shape homelessness among Black Angelenos. The integration of quantitative trends and qualitative explanations allows this section to trace how early-life exposures, adult system interactions, and institutional gaps combine to influence the timing, duration, and recurrence of homelessness. The analysis reinforces themes established in earlier sections of the report, including the importance of structural context, the role of systemic design failures, and the need for reforms that align institutional processes with the lived realities documented here.

Survey data from 400 Black Angelenos with lived experience of homelessness provides a detailed portrait of how structural conditions, racialized harm, and administrative barriers combine to create long periods of housing instability. The results show that homelessness for Black residents typically emerges from a sustained sequence of pressures rather than a single event, shaped by early adversity, economic vulnerability, and system design failures across multiple institutions.

4.1.2 Lived Experience Research Matrix of Key Findings

Table 4.1.2a Matrix of Key Findings from the BPEH Lived Experience Survey (N=400)

Domain	What the Survey Shows	Why It Matters	Recommendations
Early Life Conditions	Childhood satisfaction averaged 6.76 / 10.00 and 38.0% reported experiencing high levels of racism before age 18. Narratives described parental separation, violence, addiction exposure, foster care, and juvenile system contact.	Early adversity shapes trust, opportunity, and long term vulnerability to system contact and housing instability.	Strengthen prevention, school based supports, early trauma intervention, and coordinated youth services.
Workforce and Income Stability	Adults averaged 8.6 years of career employment. Job loss commonly followed illness, injury, disability, or caregiving. Payday loan use and credit denial were most linked to those with durations of homelessness beyond 5.5 years.	Employment disruption causes financial collapse, especially when combined with delayed benefits or medical crises.	Improve medical leave access, income stabilization programs, re-entry supports, and rapid reinstatement of lost benefits.
Housing Loss Drivers	More than 80% cited unaffordable rent and limited supply. Only 19.5% experienced formal eviction, but narratives described administrative displacement from voucher delays and benefit lapses.	Housing instability is often triggered by system timing failures rather than rent burden alone.	Align benefit timing with rent cycles, accelerate voucher processing, expand emergency rental support.
Duration and Patterns of Homelessness	Mean duration of homelessness was 4.96 years. Individuals with incarceration histories averaged 5.86 years. 71.5% became homeless in the City of Los Angeles; 28.6% arrived from outside the City already experiencing homelessness.	Long durations reflect gaps in exit pathways and regional dynamics of homelessness.	Expand regional coordination, shorten placement timelines, strengthen reentry housing pathways.
Racism Across the Life Course	Adult racism exposure averaged 4.99, with 38% reporting high exposure. Men averaged 5.16 and individuals with additional gender identities averaged 5.33.	Racialized treatment shapes access, trust, and navigation; higher exposure links to longer homelessness.	Increase accountability for respectful service, adopt trauma-informed practices, monitor disparities.
Health and Behavioral Health	Injury, illness, disability, chronic pain, and behavioral health crises were major contributors to job and housing loss.	Health needs often initiate homelessness and prolong instability when care is fragmented.	Integrate health and housing supports, expand mobile care, reduce wait times for disability and behavioral health services.
Administrative Barriers	Identification barriers, expired documents, verification delays, and inconsistent case management were widespread.	Administrative friction strongly influences whether individuals enter or exit homelessness.	Implement same day ID replacement, streamline verification, increase case manager continuity.
Satisfaction With Agencies	Satisfaction was low to moderate and higher when staff were consistent and clear.	Satisfaction affects engagement, compliance, and stability.	Improve staff training, transparency, and communication standards.
Trust in Agencies	Trust was lower than satisfaction. Benefit and verification systems had the lowest trust; outreach teams had higher trust when reliable.	Low trust undermines system effectiveness and willingness to seek help.	Adopt trust-building standards, expand community-based services, improve response times.
Post-Homelessness Housing Stability	Respondents described fragile stability, disrupted benefits, unexpected costs, and recertification delays even after rehousing.	Exits are not secure without ongoing support.	Extend stabilization services, improve recertification timing, prevent benefit interruptions.

4.1.3 Lived Experience Research Confirmatory Recommendations

- **Create a Unified Data and Case Management System**
  Integrate databases for housing, benefits, and employment to eliminate redundant intake and reduce delays.

- **Ensure Continuity in Case Management**
  Require agencies to maintain communication and accountability when staff transition to prevent participant setbacks.

- **Expand Employment-Linked Housing Programs**
  Combine job placement, credit repair, and rental navigation so income growth directly translates into housing stability.

- **Adopt Shared Accountability Metrics**
  Develop cross-agency performance indicators focused on timeliness, follow-up, and participant outcomes.

- **Invest in More Early Prevention and Family Support**
  Fund school-based mentorship, tutoring, and youth engagement programs in historically Black communities to prevent early disconnection.

- **Strengthen Racial Equity and Cultural Competence**
  Implement standardized, evaluated training for all staff and contractors to reduce bias and improve service quality.

- **Scale Non-Enforcement Outreach and Crisis Response**
  Expand mobile teams that prioritize health, safety, and care-based intervention over punitive enforcement.

- **Include More Lived Experience Voices in Policy Design**
  Create formal advisory positions for individuals with lived experience to inform planning and accountability processes.

- **Integrate Affordability Safeguards into Planning**
  Require anti-displacement measures and affordable unit commitments in all new development projects.

- **Publish Transparent Progress Indicators Regularly**
  Release quarterly data on interagency coordination, performance, and participant outcomes to build public trust.

4.2 Childhood Experiences of BPEH

An important component of the depth interview research approach to examine the longitudinal impacts that may have contributed to BPEH in the City of Los Angeles was to incorporate a review of childhood experiences (before 18 years of age) into the study.

Positive Childhood Experiences

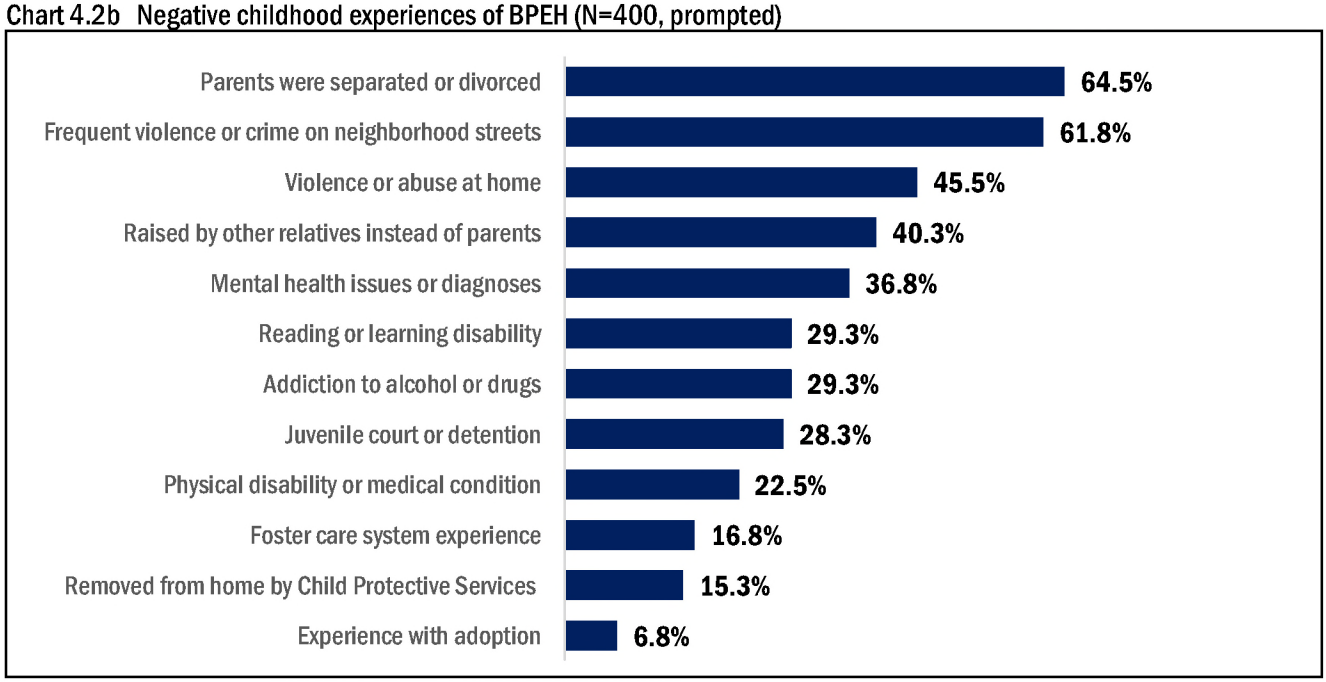
Chart 4.2a Positive childhood experiences of BPEH (N=400, prompted)



High proportions of BPEH respondents indicated that they had positive experiences of reward, belonging, and/or recognition during their childhood years, acting as potential confounders for understanding any direct relationships between specific childhood experiences and eventual experiences of homelessness.

Negative Childhood Experiences

Chart 4.2b Negative childhood experiences of BPEH (N=400, prompted)



A comparably high proportion of BPEH respondents reported two specific negative childhood experiences, as nearly two thirds (64.5%) indicated that they came from families where parents had separated or divorced during childhood, with frequent violence or crime on the streets of neighborhood where respondents were raised (61.8%) as another frequently reported factor. Nearly half of BPEH respondents (45.8%) reported that they had witnessed violence or abuse at home, directed at themselves or others.

Experience factors that produced consistent, increased mean durations of homelessness were childhood addiction to alcohol of drugs (+1.29 years), experience of a reading or learning disability (+0.98 years), being raised by relatives other than parents (+0.83 years), and experience(s) of juvenile court or detention (+0.66 years).

Perceived Satisfaction with Childhood Experiences

Table 4.2c Overall mean satisfaction with childhood experiences (N=400, prompted)

BPEH Respondent Segment	Mean (0-10 scale)
All BPEH respondents (N=400)	6.76
Lived in the City of Los Angeles during childhood	6.78
Experiencing homelessness	6.99
Housed in PSH with prior experience(s)	6.54
Male	7.15
Female	6.36
Additional gender identities	5.33
18-24 years	6.76
25-54 years	6.24
55-64 years	7.36
65+ years	7.71
Single experience of homelessness	6.99
Multiple experiences of homelessness	6.54
No experience of incarceration	6.76
Experience of incarceration	6.76
Did not graduate high school	6.53
High school diploma / G.E.D.	7.01
Some college or trade certificate	6.57
Associate's degree	6.89
Bachelor's or advanced degree	6.58

When asked to evaluate overall satisfaction with childhood (0-10 absolute Likert scale, with "0" indicating "no satisfaction at all", and "10" indicating "complete satisfaction"), the mean score across all BPEH respondents was 6.76, indicating moderately positive levels of perceived satisfaction in reflecting on the sum total of childhood experiences.

The greatest mean levels of perceived satisfaction with childhood were reported from Elders (65+), while those with gender identities different than male or female reported the lowest.

No substantive deviation from mean was observed between BPEH who spent at least part of their childhood in the City of Los Angeles. These findings reinforce qualitative observations that the majority of respondents regarded most childhood experiences fondly or positively, despite negative experiences or setbacks faced prior to adulthood.

Table 4.2d Overall mean satisfaction with childhood experienced by negative experiences endured (N=400, prompted)

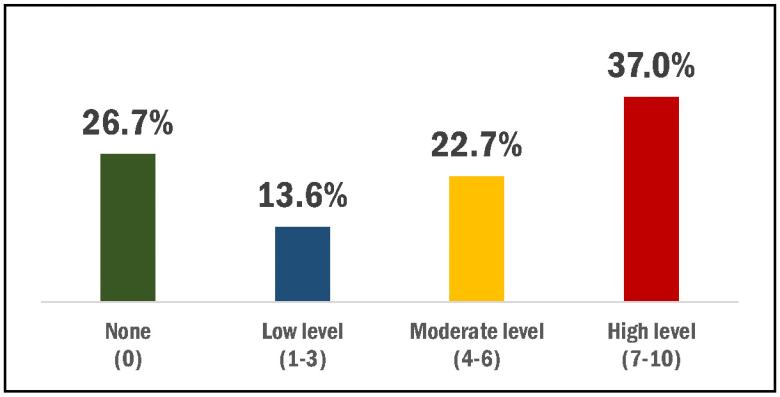
Negative Childhood Experience Endured	Mean (0-10 scale)
Physical disability or medical condition	6.70
Juvenile court or detention	6.60
Parents were separated or divorced	6.43
Frequent violence or crime on streets	6.31
Addiction to alcohol or drugs	6.21
Reading or learning disability	6.04
Raised by other relatives instead of parents	5.88
Experience with adoption	5.78
Mental health issues or diagnoses	5.47
Violence or abuse at home	5.11
Foster care system experience	4.80
Removed from home by Child Protective Services	4.52

There was predictable variance in BPEH mean satisfaction with childhood experiences against specific negative experiences in childhood. In regression tests *(not shown)*, childhood experience of "violence or abuse at home" was determined to be a strongly significant predictor of diminished overall satisfaction with childhood for BPEH.

Experience of challenges with "mental health issues or diagnoses" and "foster care system experience" were found to be marginally significant predictors of diminished overall satisfaction with childhood experience for BPEH.

Experience of Racism, Bias, and Discrimination in Childhood

Chart 4.2e Relative ranges of racism, bias, and/or discrimination experienced by BPEH in childhood (n=397, prompted)



BPEH respondents were asked to rate the amount of racism, bias, and/or discrimination they experienced before the age of 18 (0-10 absolute Likert scale, with "0" indicating "none at all", and "10" indicating "always or all the time"). A majority of respondents indicated experiences of high and moderate frequencies of encountering racism prior to turning 18 years of age. Just over a quarter (26.7%) reported no experiences of racism, bias, discrimination in their childhood.

Table 4.2f Mean experience of racism, bias, and/or discrimination encountered in childhood (n=397, prompted)

BPEH Childhood Experience of Racism	Mean (0-10 scale)	None (0)	Low level (1-3)	Moderate level (4-6)	High level (7-10)
All BPEH Respondents (n=397)	4.99	26.7%	13.6%	22.7%	37.0%
Lived in the City of Los Angeles during childhood	4.63	27.1%	14.9%	21.6%	36.5%
Experiencing homelessness	4.67	26.8%	15.1%	21.1%	37.2%
Housed in PSH with prior experience(s)	4.78	26.6%	12.1%	24.2%	36.9%
Male	5.22	22.1%	11.5%	23.6%	42.8%
Female	4.14	31.7%	16.4%	21.9%	30.1%
Additional gender identities	5.33	33.3%	0.0%	16.7%	50.0%
18-24 years	4.60	30.0%	15.0%	10.0%	45.0%
25-54 years	4.89	22.0%	15.6%	25.7%	36.7%
55-64 years	4.75	31.4%	12.7%	14.7%	41.2%
65+ years	4.09	35.1%	7.0%	29.8%	28.1%
Single experience of homelessness	4.58	30.3%	12.8%	19.9%	37.0%
Multiple experiences of homelessness	4.89	22.6%	14.5%	25.8%	37.1%
No experience of incarceration	4.51	28.0%	15.9%	19.7%	36.3%
Experience of incarceration	4.86	25.8%	12.1%	24.6%	37.5%
Did not graduate high school	4.79	26.4%	13.9%	25.0%	34.7%
High school diploma / G.E.D.	4.49	33.6%	8.9%	20.5%	37.0%
Some college or trade certificate	5.11	20.2%	16.7%	21.1%	42.1%
Associate's degree	4.64	25.6%	17.9%	20.5%	35.9%
Bachelor's or advanced degree	4.27	19.2%	19.2%	38.5%	23.1%

Experiences of racism during childhood were both widespread and deeply felt for BPEH respondents at moderate levels overall. Those who grew up in the City of Los Angeles reported experiences near the population average, suggesting that racialized adversity was a consistent feature of local childhood environments. Men and individuals identifying with additional genders reported the highest levels of exposure, while women reported somewhat lower levels, indicating gendered differences in how racism was initially experienced or remembered. Younger and middle-aged respondents described more acute or sustained exposure than older adults, hinting at generational changes in both awareness and social climate. Education and incarceration also shaped reported experiences: those with some college or trade credentials and those with incarceration histories tended to report the highest exposure. BPEH perceptions reveal that racial bias and/or discrimination was a formative part of most BPEH respondent childhoods, with enduring implications for self-conception, opportunity, and trust in institutions.

Impacts from Childhood Social Service Systems Encounters

Chart 4.2g BPEH mean perceptions of longitudinal impacts from social service system interactions (n=var, prompted)



BPEH early encounters with social service and justice systems were evaluated as deeply formative, leaving both harmful and adaptive legacies. The strongest effects stemmed from exposure to violence, which many described as producing lasting trauma but also fostering resilience and coping skills. Experiences with the juvenile justice system and foster care followed similar patterns, though foster care involvement was viewed more negatively.

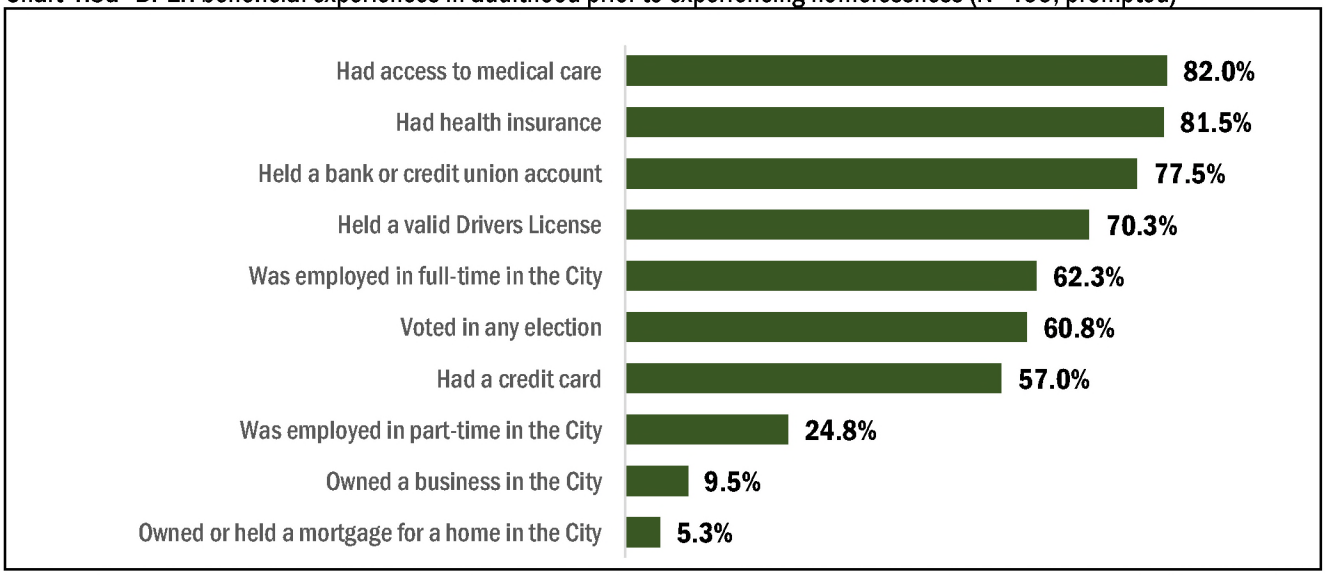
These findings portray early institutional contacts as defining and contributing influence on later outcomes. Systemic harms were widespread, yet many respondents also indicated deriving personal strength, empathy, and purpose from adversity, revealing the dual nature of these experiences as both sources of injury and catalysts for endurance.

4.3 Adult Life Experiences of BPEH

Access to beneficial and detrimental services were measured with BPEH respondents to understand more about how these factors impacted capabilities to sustain stable and productive adult lives prior to their experience(s) of homelessness.

Beneficial Experiences in Adulthood

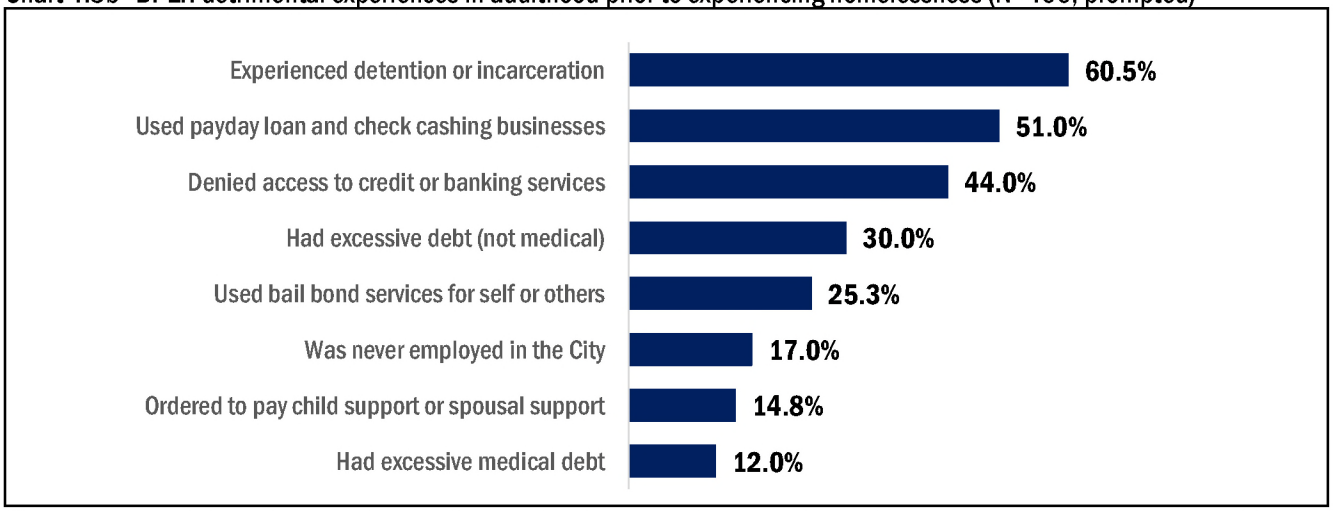
Chart 4.3a BPEH beneficial experiences in adulthood prior to experiencing homelessness (N=400, prompted)



Greater than expected proportions of BPEH respondents indicated that they had never voted in any election (39.2%), ever obtained a driver's license (29.7%), or ever held a bank or credit union account (22.5%) in their adult lives prior to experiencing homelessness.

Detrimental Experiences in Adulthood

Chart 4.3b BPEH detrimental experiences in adulthood prior to experiencing homelessness (N=400, prompted)



The strongest adult experience factors observed to increase mean duration of homelessness were experience(s) of incarceration or detention (+0.90 years) and having engaged in part-time employment in the City of Los Angeles (+0.73 years).

Table 4.3c BPEH mean duration of homelessness experienced, by detrimental adult experiences (N=400, prompted)

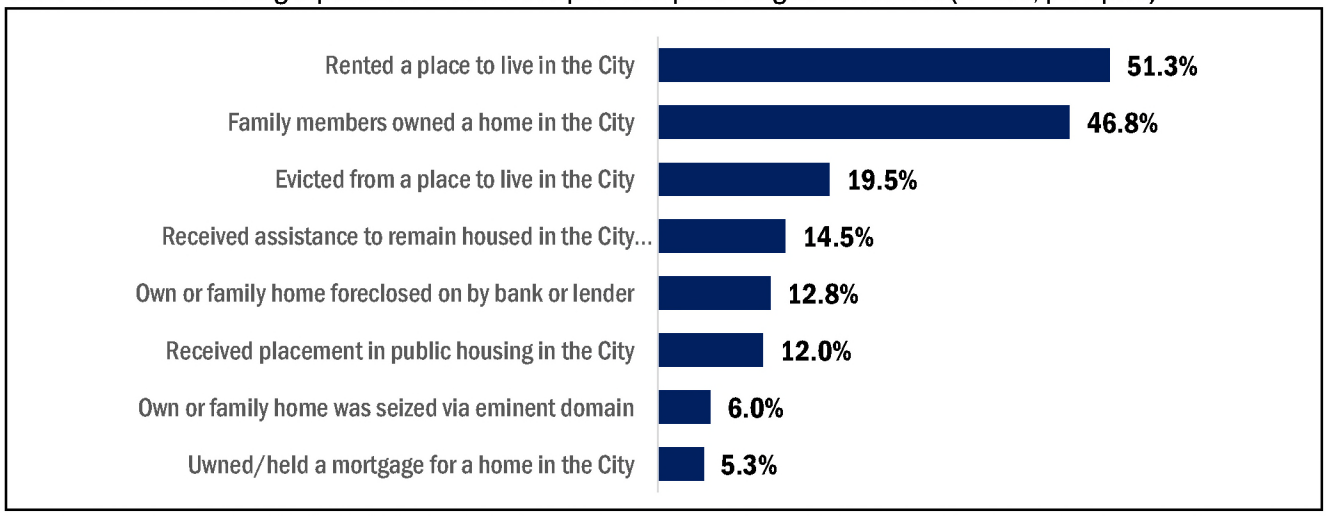
Detrimental Adult Experience Endured	% of BPEH Sample (N=400)	Mean Duration of Homelessness Experience (years)
All BPEH Respondents (N=400)	100.0%	5.0
Experienced detention or incarceration	60.5%	5.9
Used payday loan and check cashing businesses	51.0%	4.7
Denied access to credit or banking services	44.0%	4.5
Had excessive debt (not medical)	30.0%	4.3
Used bail bond services for self or others	25.3%	5.4
Was never employed in the City	17.0%	4.9
Ordered to pay child support or spousal support	14.8%	4.0
Had excessive medical debt	12.0%	4.7

The longest durations of homelessness were associated with respondents who had experience of incarceration and/or used bail bond services. Those who used payday loans or were denied credit experienced slightly shorter mean durations.

BPEH respondents with heavy personal or medical debt reported the shortest durations, suggesting that justice involvement has more impact on homelessness duration than financial hardship.

Housing Experiences in Adulthood

Chart 4.3d BPEH housing experiences in adulthood prior to experiencing homelessness (N=400, prompted)



A high proportion of BPEH (48.7%) indicated they had never established housing self-reliance in adulthood prior to their experiences of homelessness for a variety of reasons, including living with family members only to have arrangements terminate with family disputes or death of family, reliance on friends or relationships for shared housing without contract, and disrupted housing arrangements that never stabilized due to incarceration and justice involvement. Only a low proportion of BPEH respondents reported ever receiving assistance, vouchers, or housing placement to remain housed, identifying a persistent gap in services from housing entities.

Approximately 1 in 5 (19.5%) BPEH respondents indicated that they had faced an eviction in the City of Los Angeles as an adult prior to experiencing homelessness. However, many respondents shared detailed, credible stories of facing "pre-eviction" or "pseudo-eviction" scenarios where they were unlawfully induced or coerced to leave rental housing outside of legal mechanisms, in advance of deadlines relating to non-payment of rent and/or unlawful detainer.

Table 4.3e BPEH mean duration of homelessness experienced, by adult housing experiences (N=400, prompted)

BPEH Adult Housing Experience	% of BPEH Sample (N=400)	Mean Duration of Homelessness Experience (years)
All BPEH Respondents (N=400)	100.0%	5.0
Rented a place to live in the City	51.3%	4.8
Family members owned a home in the City	46.8%	4.5
Evicted from a place to live in the City	19.5%	5.1
Received assistance to remain housed in the City (includes vouchers)	14.5%	4.8
Own or family home foreclosed on by bank or lender	12.8%	4.2
Received placement in public housing in the City	12.0%	4.3
Own or family home was seized via eminent domain	6.0%	5.2
Owned/held a mortgage for a home in the City	5.3%	3.6

Among BPEH respondents, the longest mean periods of homelessness were reported by those who had their own or family homes seized through eminent domain or who had been directly evicted from housing in the City. Individuals who had rented housing themselves or who had received assistance to remain housed experienced slightly shorter durations.

Those who had owned homes or experienced foreclosure in households reported shorter mean durations. Forced displacement through eviction or property seizure is seen to have contributed more strongly to prolonged homelessness for BPEH than the loss of housing through financial hardship.

Narrative Reasons for Why Evictions Occurred (n=77, unprompted, MR)

BPEH respondents with formal eviction experiences identify it as the point where multiple system failures converge. Most respondents described losing housing after an income drop that made rent impossible to sustain. Job loss, reduced hours, or rising rents created arrears that escalated quickly once landlords demanded full payment. These accounts show that the line between hardship and eviction is thin when repayment options are unavailable and rent relief is delayed. The stories suggest that without temporary assistance, one missed paycheck can trigger a chain of late fees, notices, and court filings that move faster than any current assistance or recovery efforts typically counteract.

Family and relationship conflicts often accelerated this process, as many BPEH respondents recounted separations, household arguments, and the loss of shared contributions that left them unable to cover rent alone. In many cases, housing was already precarious, relying on informal cost-sharing and extended family arrangements. When these collapsed, eviction followed swiftly. These patterns illustrate that many low-income renters depend on fragile interpersonal networks rather than formal protections, and that conflict resolution or mediation could prevent many removals. Some BPEH respondents linked their evictions to outcomes from substance use or health crises. Periods of relapse, untreated illness, or hospitalization led to missed work or unpaid rent. Their experiences show that behavioral health and medical setbacks can quickly become housing crises when systems treat them as separate problems. Recovery-tolerant rental arrears programs and direct coordination between behavioral health providers and landlords could preserve tenancy during such disruptions.

A smaller, but notable set of stories describes evictions as a consequence of illegal or unethical landlord behaviors rather than tenant failures. BPEH respondents reported harassment, rent payment refusal, and illegal removals during recent moratoria, as well as poor housing conditions that provoked disputes. These accounts indicate that gaps persist in habitability enforcement and tenant legal advocacy for eviction prevention in the City of Los Angeles. Without representation, respondents often lacked the information or confidence to contest unfair treatment. Voucher holders also faced administrative and procedural failures. Several respondents described losing housing due to delayed inspections, paperwork errors, or termination of assistance. These cases show that even when public funds are available, bureaucratic gaps can undo their purpose. Aligning agency timelines with landlord demands would prevent evictions caused by process rather than performance.

Across all stories, eviction appears not as a single decision but as a sequence of small breakdowns in which income loss, relationship stress, delayed aid, and legal vulnerability accumulate against Black renters with few defenses. The consistency of these patterns suggests that prevention must be multi-dimensional. Short-term rent relief, mediation for shared households, health-linked housing stability programs, legal advocacy, and coordinated voucher management form a collective defense against preventable displacement for BPEH.

Pre-Homelessness Career Experiences in Adulthood

Chart 4.3f BPEH adult career experiences with mean duration of homelessness experienced (N=400, prompted)

BPEH Primary Career Experience, Profession, or Industry	% of BPEH Sample (N=400)	Mean Duration of Primary Career Experience (years)	Mean Duration of Homelessness Experience (years)
All BPEH Respondents (N=400)	100.0%	8.6	5.0
Employed full-time in the City of Los Angeles (MR)	62.3%	9.6	4.8
Employed part-time in the City of Los Angeles (MR)	24.8%	7.2	5.7
Never employed in the City of Los Angeles	17.0%	7.6	4.9
Restaurant / hospitality services	11.3%	6.4	4.7
Construction / building trades	8.8%	11.7	5.1
Retail sales	8.3%	7.3	4.8
Warehousing / logistics	8.3%	6.0	5.5
Security / law enforcement	7.5%	7.2	5.4
Health care / nursing	5.8%	10.2	4.3
Social work / social services	5.0%	5.6	4.4
Caregiver / homemaker	4.8%	8.0	4.0
Janitorial services	3.8%	7.8	5.9
Manufacturing	3.8%	9.8	6.6
Commercial driver	3.3%	10.6	2.0
General office services	3.0%	5.8	4.1
Personal services	2.8%	11.6	3.4
Banking / finance / insurance services	2.0%	8.0	2.4
Education	2.0%	11.1	3.7
Customer service and support	1.8%	5.5	4.9
Design arts	1.8%	19.7	4.7
Performing arts / entertainment	1.8%	14.4	12.0
Automotive services / mechanic	1.5%	16.1	9.1
Gig economy services	1.5%	5.6	3.7
Government services	1.5%	9.8	5.2
Marketing services	1.3%	16.2	5.8
Information technology	1.0%	12.2	3.3
Real estate / property management	0.8%	8.0	2.1
Other specialized industries	2.3%	8.4	6.9
Never employed / not applicable	5.0%	N/A	9.3

Most BPEH respondents had significant personal work histories prior to losing housing, averaging 8.6 years of career experience and 5.0 years of homelessness. A vast majority had been employed full-time (62.3%) or part-time (24.8%) within the City of Los Angeles, indicating that experiences of homelessness commonly followed rather than preceded substantial workforce participation. Employment was concentrated in service and labor sectors such as hospitality, construction, retail, warehousing, and security, with less representation in health, social services, and creative fields.

Those in skilled or professional sectors like construction, health care, and design reported longer career tenures but were not shielded from homelessness experiences, suggesting that economic displacements affected Black workers across occupational strata. BPEH who had never worked professionally experienced the longest mean durations of homelessness, underscoring the protective but insufficient role of employment. Findings portray a population with strong labor force attachment whose housing instability reflects structural vulnerabilities such as low wages, job precarity, and housing costs, rather than lack of work experience, job commitment, or motivation to participate in the workforce.

Longer professional career experience did not necessarily shorten homelessness for BPEH. Respondents from artistic, manufacturing, and automotive trades reported some of the longest durations of homelessness despite relatively extensive careers. This suggests that the relationship between employment history and housing stability is mediated by sectoral volatility, wage stagnation, and weak safety nets rather than years of experience. Strong presence of BPEH from physically demanding occupations points to occupational injury, health decline, and loss of stable housing, highlighting the need for integrated employment, health, and housing interventions rather than siloed re-employment programs.

Narrative Reasons for Exiting Career Experiences (n=386, unprompted, MR)

BPEH job and career endings are most often precipitated by injury, illness, or disability leading to poverty. Many BPEH respondents describe accidents, chronic conditions, or surgeries that reduced their ability to stand, lift, drive, or concentrate. These accounts indicate that a health event rapidly becomes an employment crisis when sick leave is limited, employers are inflexible, and when disability or treatment benefits are insufficient or take months to arrive. The findings suggest that early health-to-income coordination would have preserved more people in their positions by bridging the time between treatment, benefits, and/or exits.

Layoffs and terminations appear as another major involuntary pathway out of the workforce for BPEH. Respondents recount company closures, cutbacks, or being let go without a clear path to another job. These stories point to the limited buffer available to low-wage workers who have few savings and face reemployment barriers such as background checks and credit screens. Short-term wage support paired with immediate job placement could have reduced this pathway to homelessness.

Addiction and recovery cycles contribute to exits for a notable share of respondents. People describe periods of alcohol or drug use that disrupted attendance and performance, often following grief or injury. These accounts suggest that recovery-tolerant employment and rapid re-assignment can prevent a single lapse from ending a career. Programs that coordinate closely with recovery services would stabilize attendance and reduce separations. Mental health and burnout are present throughout the narratives. Respondents describe depression, anxiety, and exhaustion that made it difficult to maintain performance. These experiences suggest that routine screening, counseling access, and role adjustments would have helped retain workers and protect health.

Family crises and caregiving responsibilities surface repeatedly. Respondents describe stepping away from work to care for sick relatives or children, or to address deaths in the family. The stories show that unpaid caregiving duties are a common cause of job loss when employers do not offer flexible scheduling or protected leave. Caregiver leave and temporary staffing support would likely have reduced separations among these respondents.

Homelessness and transportation barriers also play a role. Some respondents were already unhoused or living in tents, which made punctuality, phone charging, and reliable travel difficult. Such accounts underscore that housing stability is itself an employment support. Transit passes, phone access, and employer flexibility could convert willingness to work into sustained employment for BPEH.

A smaller but important segment of BPEH report aging or disability retirement as the reason they left work. These stories indicate that exits were not always abrupt or negative, but in many cases the loss of earnings still contributed to housing insecurity when benefits were insufficient or delayed. Additional contributors include incarceration, pandemic interruptions, and credential barriers that halted job progress.

The recurring theme across all categories is timing. When health, family, or justice events occurred, wages stopped sooner than support began. The stories indicate that employment stability depends on synchronized systems that keep income flowing while people recover, care for family, or resolve legal matters. Aligning sick leave, temporary wage supplements, recovery support, and transit access would have transformed many endings into temporary pauses rather than permanent separations for BPEH.

Perceived Satisfaction with Adult Life Experiences Prior to Homelessness

Table 4.3g Overall mean satisfaction with adult life experiences prior to homelessness (N=400, prompted)

BPEH Respondent Segment	Mean (0-10 scale)
All BPEH respondents (N=400)	6.83
Lived in the City of Los Angeles during childhood	6.78
Experiencing homelessness	7.13
Housed in PSH with prior experience(s)	6.53
Male	7.12
Female	6.44
Additional gender identities	8.50
18-24 years	5.68
25-54 years	6.47
55-64 years	7.28
65+ years	7.73
Single experience of homelessness	6.98
Multiple experiences of homelessness	6.66
No experience of incarceration	6.94
Experience of incarceration	6.76
Did not graduate high school	6.07
High school diploma / G.E.D.	6.92
Some college or trade certificate	7.24
Associate's degree	7.03
Bachelor's or advanced degree	6.31
Experience with addiction	
Experience with mental health issues	
Experience with permanent disability	
Experience with domestic abuse/violence	

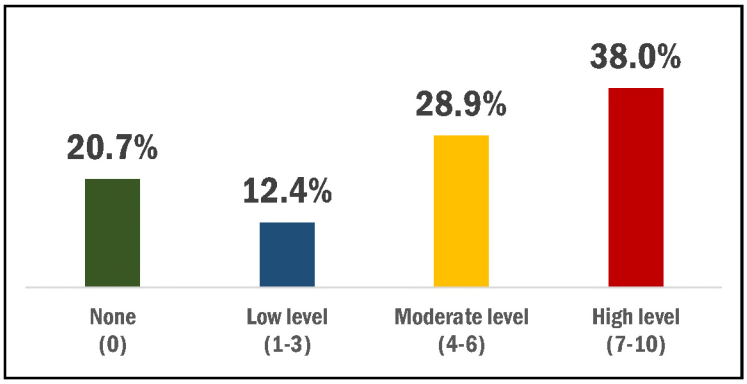
When asked to evaluate overall satisfaction with adult life experiences prior to homelessness (0-10 absolute Likert scale, with "0" indicating "no satisfaction at all", and "10" indicating "complete satisfaction"), the mean score across all BPEH respondents was 6.83, indicating moderately positive levels of perceived satisfaction considering adult life prior to homelessness experience.

The greatest mean levels of perceived satisfaction from adult lives prior to homelessness were reported from those with gender identities that differed from male or female (8.50). Elders (65+) also reported heighted perceptions of satisfaction (7.73). Young Adults (18-24) reported the lowest mean satisfaction from their relatively abbreviated experiences of adult life prior to experiencing homelessness (5.68).

Overall BPEH perceptions were consistent with findings for childhood, as strong majority of respondents viewed their adult lives prior to homelessness as generally positive and functional, based on the relatively high levels of satisfaction reported.

Experience of Racism, Bias, and Discrimination in Adulthood Prior to Homelessness

Chart 4.3h Relative ranges of racism, bias, and/or discrimination experienced by BPEH in adulthood (n=387, prompted)



Comparable proportions of BPEH respondents reported experiences of racism, bias, and/or discrimination in their adulthood prior to experiencing homelessness, in comparison to childhood experiences.

Again, a majority of respondents indicated experiences of high and moderate frequencies of encounters. Only about 1 in 5 (20.7%) reported no experiences of racism, bias, and/or discrimination before experiencing homelessness.

Table 4.3i Mean BPEH experience of racism, bias, and/or discrimination encountered in adulthood prior to homelessness (n=387, prompted)

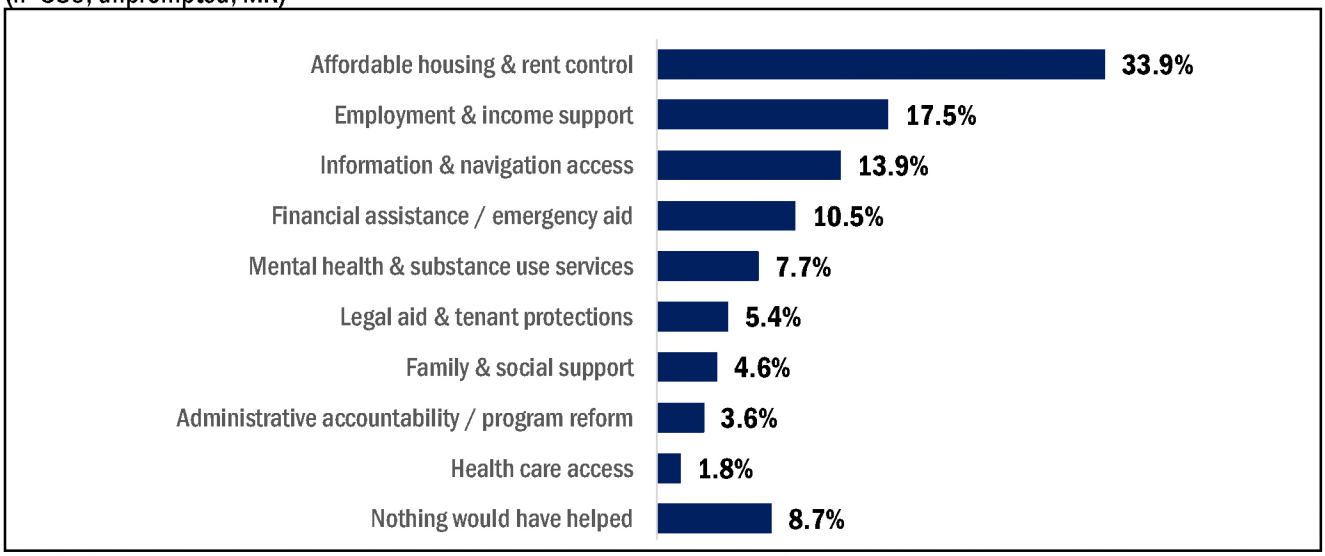
BPEH Adult Experience of Racism, Bias, or Discrimination Prior to Homelessness	Mean (0-10 scale)	None (0)	Low level (1-3)	Moderate level (4-6)	High level (7-10)
All BPEH Respondents (n=387)	4.99	20.7%	12.4%	28.9%	38.0%
Experiencing homelessness	4.75	21.8%	16.1%	25.9%	36.3%
Housed in PSH with prior experience(s)	5.23	19.6%	8.8%	32.0%	39.7%
Male	5.16	18.7%	12.3%	29.6%	39.4%
Female	4.78	23.0%	11.8%	29.2%	36.0%
Additional gender identities	5.33	16.7%	33.3%	0.0%	50.0%
18-24 years	4.53	26.3%	10.5%	31.6%	31.6%
25-54 years	5.14	17.1%	13.3%	29.9%	39.8%
55-64 years	4.85	26.7%	9.9%	25.7%	37.6%
65+ years	4.84	21.4%	14.3%	30.4%	33.9%
Single experience of homelessness	4.94	21.9%	11.4%	28.1%	38.6%
Multiple experiences of homelessness	5.05	19.2%	13.6%	29.9%	37.3%
No experience of incarceration	4.65	21.1%	16.4%	28.9%	33.6%
Experience of incarceration	5.21	20.4%	9.8%	28.9%	40.9%
Did not graduate high school	4.61	22.5%	14.1%	35.2%	28.2%
High school diploma / G.E.D.	4.68	27.0%	12.1%	23.4%	37.6%
Some college or trade certificate	5.56	12.7%	14.5%	32.7%	40.0%
Associate's degree	5.00	17.9%	12.8%	30.8%	38.5%
Bachelor's or advanced degree	5.77	19.2%	0.0%	23.1%	57.7%

Before experiencing homelessness, many BPEH described long-standing experiences of racial bias and discrimination that shaped their access to opportunity and sense of belonging. Narratives reflected how unequal treatment in workplaces and public institutions eroded stability long before housing loss occurred. For many, experiences were cumulative rather than isolated, including moments of being passed over, surveilled, or dismissed that collectively narrowed the path to security. Respondents often linked these experiences to broader patterns of exclusion, describing how discrimination in employment or credit access made it harder to build savings or recover from financial shocks. This background of structural inequity reinforces findings that BPEH rarely experienced the path to homelessness as a sudden event, but rather as the endpoint of an extended pattern of racialized disadvantage.

Across demographic lines, BPEH respondents expressed that discrimination was not only interpersonal but institutional, embedded in the systems meant to provide protection and opportunity. Those with higher education or professional backgrounds frequently emphasized the subtle forms of bias they encountered, while others referenced direct racialized negative encounters with policing, child welfare, or in housing markets. Even among older respondents, who reported somewhat lower intensity of bias, the effects were enduring and often influenced where they could live or how they were treated in public spaces over a lifetime. These accounts point to the need for policy approaches that recognize racial discrimination as a lifelong structural factor in housing vulnerability, not merely a situational barrier that emerges after experiences of homelessness begin.

City Resources that Would Have Prevented Experiences of Homelessness

Table 4.3j: BPEH mentions of City of Los Angeles resources that could have prevented their experiences of homelessness (n=389, unprompted, MR)



1 in 3 (33.9%) of BPEH respondents indicated that receiving affordable housing and rent control would have prevented their experience of homelessness, indicating gaps in City help that can be addressed. A further 17.5% indicated that employment and income support would have changed their pathway, followed by 13.9% with access to information and navigation across systems of care, and direct financial assistance or emergency aid (10.5%).

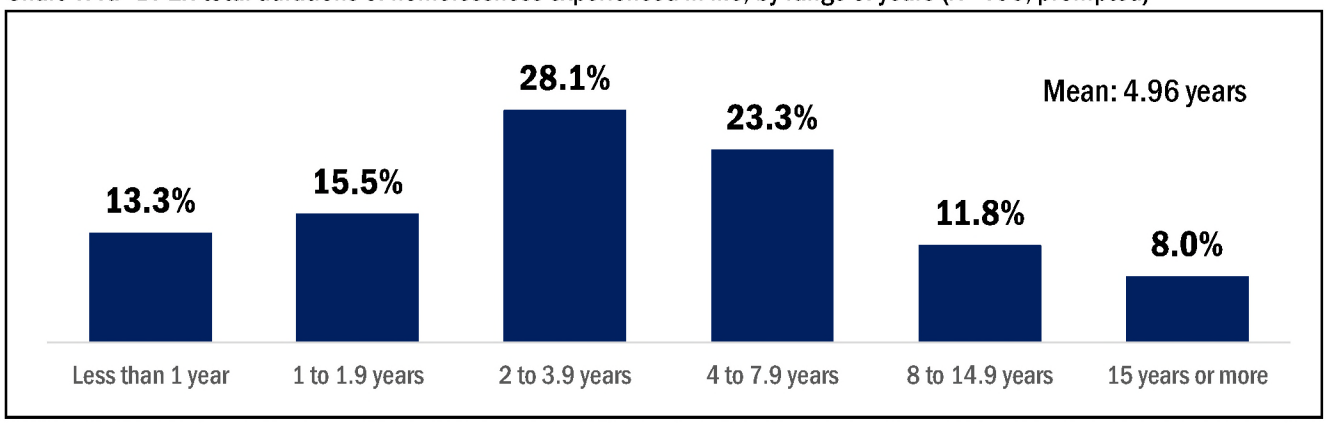
8.6% of BPEH respondents indicated that nothing could have prevented their homelessness. For many, this response reflected resignation rather than defiance of help. They described a sense of inevitability shaped by job loss, illness, family breakdown, or substance use. Several spoke of feeling that their situation had already gone too far before any agency or program became involved. Others said that they were unaware of help until after eviction or that previous efforts to seek assistance had led nowhere. This group often expressed disappointment not only in what the City failed to provide but in how disconnected its systems appeared from everyday realities.

A smaller portion of respondents framed their comments as acceptance of personal responsibility. They said that their own decisions, rather than institutional neglect, led to housing loss. Yet even within these accounts, frustration surfaced over how difficult it was to find guidance or flexibility once their troubles began. The pattern implies that declarations of “nothing could have helped” are not always literal; as they often convey exhaustion with processes that felt slow, judgmental, or confusing.

4.4 Unhoused Life Experiences of BPEH

Total Duration of Homelessness Experienced

Chart 4.4a BPEH total durations of homelessness experienced in life, by range of years (N=400, prompted)



BPEH respondents were prompted for the total duration of time they had experienced homelessness in their lives, in any location or jurisdiction. Nearly 20% of BPEH respondents indicated they had experienced cumulative and/or continuous periods of homelessness of more than 8 years, with a few BPEH respondents reporting they had experienced homelessness for periods of time up to 20, or even 40 years of their lives.

Mean Duration of Homelessness Experienced

Table 4.4b BPEH mean duration of homelessness experienced, in years (N=400, prompted)

BPEH Respondent Segment	Mean (years)
All BPEH respondents (N=400)	4.96
Experiencing homelessness	4.30
Housed in PSH with prior experience(s)	5.62
Male	5.40
Female	4.42
Additional gender identities	6.33
18-24 years	1.83
25-54 years	4.61
55-64 years	5.91
65+ years	5.79
Single experience of homelessness	5.46
Multiple experiences of homelessness	4.40
No experience of incarceration	3.58
Experience of incarceration	5.86
Did not graduate high school	7.29
High school diploma / G.E.D.	4.89
Some college or trade certificate	3.95
Associate's degree	4.07
Bachelor's or advanced degree	3.65
Experience with addiction	
Experience with mental health issues	
Experience with permanent disability	
Experience with domestic abuse/violence	

BPEH who did not graduate high school, those with additional gender identities, those aged 55-64 years, and Elders over the age of 65 indicated the longest mean durations of homelessness.

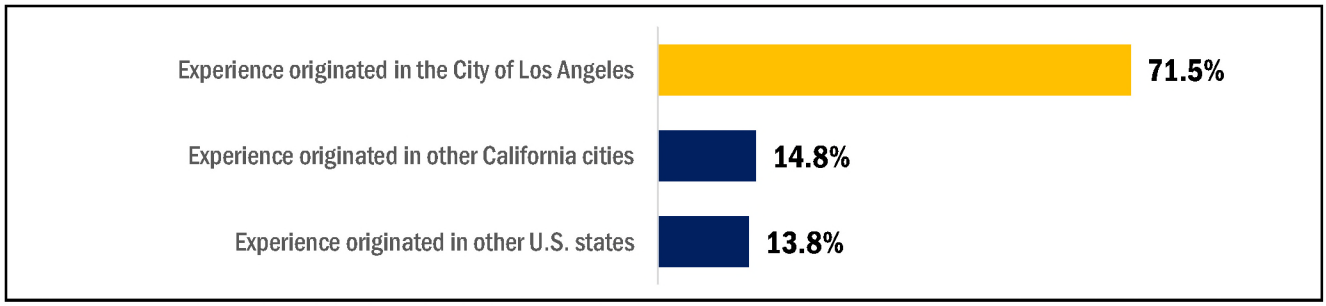
Male respondents demonstrated greater mean durations of homelessness experience than female counterparts, and those with justice involvement or experiences of incarceration demonstrated significantly greater durations of homelessness experience than those who had not.

BPEH who had endured only a single experience of homelessness also demonstrated greater mean durations of homelessness in comparison to those who had endured multiple experiences of homelessness.

Young adult respondents reported the lowest mean durations of homelessness experience from any cohort, linked directly to their limited potential for experiences of homelessness duration.

Originating Location of Most Recent Homelessness Experience

Chart 4.4c: BPEH originating location of most recent homelessness experience (N=400, prompted)



Although nearly 3 of 4 (71.5%) of BPEH respondents indicated that they began their experiences of homelessness in the City of Los Angeles, more than 1 in 4 (28.6%) indicated that they began their experiences of homelessness in other jurisdictions, including other California cities and other U.S. states. Other California cities of origins for homelessness most reported by BPEH respondents included Long Beach and Compton, while the most reported U.S. states of origins in homelessness experiences included Nevada, Texas, and Florida.

Table 4.4d: BPEH originating location of most recent homelessness experience (N=400, prompted)

BPEH Respondent Segment	% origin in the City of Los Angeles	% origin in other California cities	% origin in other U.S. states
All BPEH respondents (N=400)	71.5%	14.8%	13.8%
Experiencing homelessness	67.0%	16.5%	16.5%
Housed in PSH with prior experience(s)	76.0%	13.0%	11.0%
Male	73.2%	11.5%	15.3%
Female	69.7%	18.9%	11.4%
Additional gender identities	66.7%	0.0%	33.3%
18-24 years	57.1%	23.8%	19.0%
25-54 years	71.8%	14.1%	14.1%
55-64 years	70.6%	18.6%	10.8%
65+ years	77.2%	7.0%	15.8%
Single experience of homelessness	71.2%	16.5%	12.3%
Multiple experiences of homelessness	71.8%	12.8%	15.4%
No experience of incarceration	69.0%	16.5%	14.6%
Experience of incarceration	73.1%	13.6%	13.2%
Did not graduate high school	83.6%	6.8%	9.6%
High school diploma / G.E.D.	68.7%	16.3%	15.0%
Some college or trade certificate	67.8%	19.1%	13.0%
Associate's degree	69.2%	17.9%	12.8%
Bachelor's or advanced degree	73.1%	3.8%	23.1%

Greater proportions of BPEH who did not graduate high school originated their experiences of homelessness within the City of Los Angeles than any other respondent segment (83.6%). Elevated proportions of BPEH with additional gender identities, Bachelor's or advanced degrees, and Young Adults (18-24), reported originating their most recent experiences of homelessness in other U.S. states before moving into the City of Los Angeles.

In qualitative feedback, more than 34.2% of respondents who had originated their most recent experiences of homelessness outside of the City of Los Angeles indicated that they came to City due to the availability or prevalence of services and programs designed to aid people experiencing homelessness. A further 27.2% indicated that they came to the City due to the presence of friends and/or family in the City, with 9.6% indicating that they returned to the City of Los Angeles as it was their hometown.

Narrative Reasons for Relocating to the City of Los Angeles After Originating Homelessness Elsewhere (n=115, unprompted)

BPEH respondents depict that the City Los Angeles draws people through a mixture of connection, necessity, and hope. For many, coming to Los Angeles was not a spontaneous decision but a deliberate move toward the one place in the region where survival seemed structurally possible. The respondent accounts show that Los Angeles functions as a regional safety valve for BPEH who cannot find meaningful assistance in their originating communities. Family connections are a consistent part of the story, but they rarely stand alone. Many respondents describe returning to Los Angeles to reconnect with parents, siblings, or children, or to return to familiar neighborhoods. Yet even in these accounts, the gravitational pull of the City is reinforced by the presence of visible programs and services. Respondents came not only because family might be nearby, but because help existed here in ways it did not elsewhere. The City was familiar, and familiarity came with access.

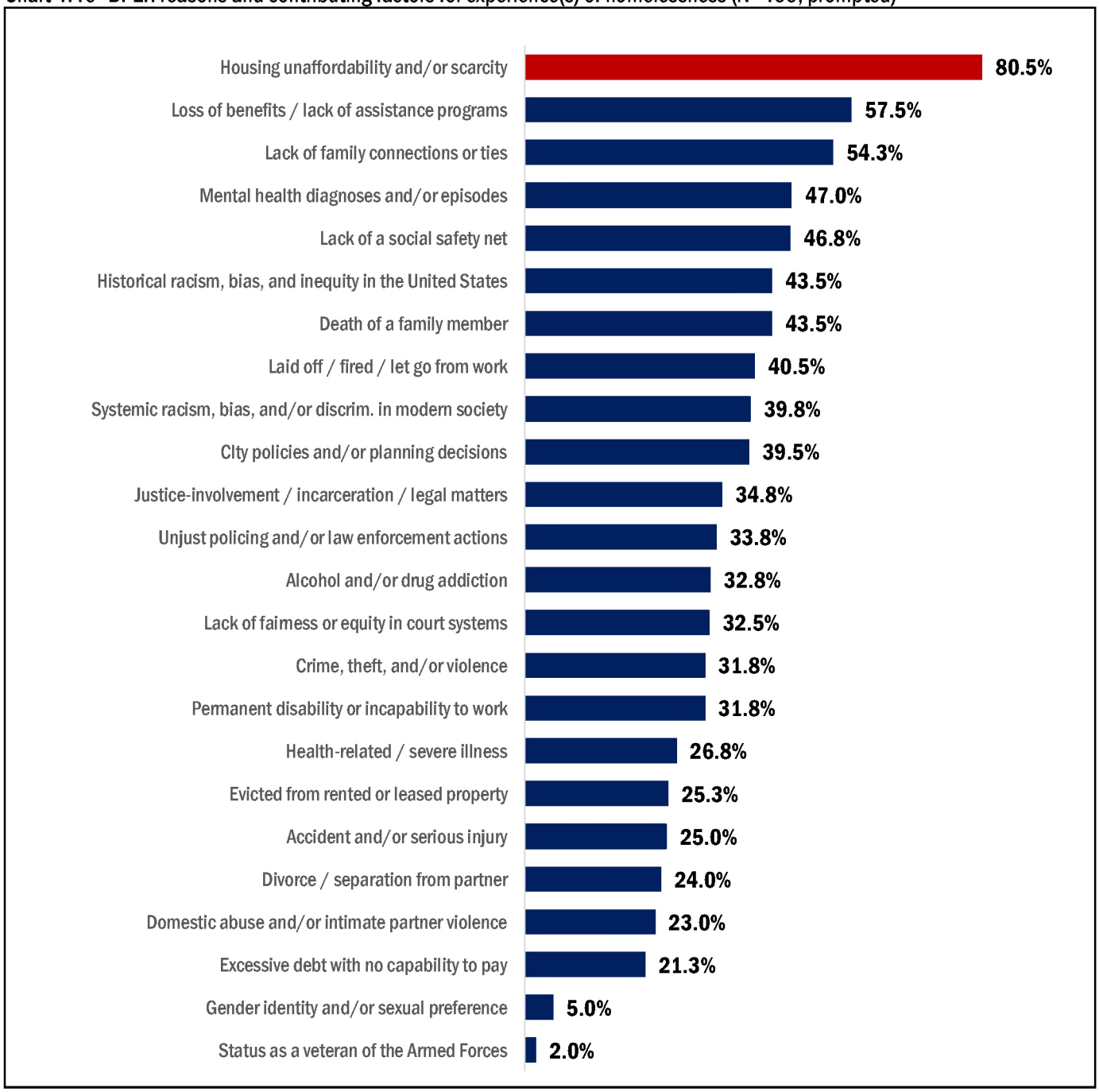
The availability of programs emerges as the dominant differentiator between Los Angeles and the places respondents left behind. Many explicitly contrast the City's concentration of shelters, access centers, and housing organizations with the near absence of such options in smaller cities or other states. They describe having nowhere to go where they previously lived, and realized that Los Angeles offered coordinated entry, publicized intake sites, and at least the chance to be seen. These accounts suggest that migration toward the City of Los Angeles is a rational response to uneven investment in homelessness infrastructure across the region and the nation. Respondents who fled violence, unsafe relationships, or discriminatory environments also cite the lack of supportive systems in other jurisdictions. They came to Los Angeles seeking anonymity, safety, and a new beginning, but equally because their local shelters or programs could not provide protection. The decision to relocate reflects both needs for personal survival and systemic imbalance. The City's density of services creates refuge that other jurisdictions have often failed to replicate.

Some BPEH respondents mention employment or opportunity seeking, but even these stories intertwine with service access. People believed that in the City of Los Angeles they could find work programs, transitional housing, or mental health services that would allow them to stabilize while seeking income. Others arrived through institutional referral or transfer, guided by County agencies, hospitals, or probation systems that rely on City of Los Angeles facilities as the default destination. This pattern demonstrates how the City absorbs demand generated by service shortages elsewhere. A smaller number describe being drawn by faith, destiny, or the need for renewal. They saw Los Angeles as a place where recovery and purpose might coexist, where spiritual hope could meet practical opportunity.

These stories depict a regional map marked by imbalance. BPEH do not migrate toward abundance for its own sake; they migrate away from absence. For many BPEH, the City of Los Angeles serves as the only visible entry point into systems of care that other jurisdictions have not built or sustained. While respondents often arrive with optimism, they also encounter long wait times and crowded shelters, evidence that the City's concentration of services attracts more need than it can meet. In policy terms, these stories reveal that the movement of unhoused individuals toward the City of Los Angeles is not random or purely personal. It is a predictable response to the geography of opportunity and support. When neighboring jurisdictions lack shelters, clinics, and navigation programs, people are effectively funneled toward the one place where help appears possible. Addressing this imbalance requires building equitable capacity across other California counties and U.S. states, ensuring that stability does not depend on relocation. Strengthening local safety nets elsewhere would reduce forced migration and allow many BPEH and others like them to seek recovery and housing closer to the communities they originally called home.

Reasons and Contributing Factors for Experience(s) of Homelessness

Chart 4.4e BPEH reasons and contributing factors for experience(s) of homelessness (N=400, prompted)



BPEH respondents were prompted to identify the primary and contributing reasons for why they believed that they had experienced homelessness, across a range of economic, social, personal, and structural factors. More than 4 of 5 respondents (80.5%) indicated that housing unaffordability and/or scarcity was a primary reason or contributing factor for their experiences of homelessness, with loss of benefits / lack of assistance programs, and a lack of family connections or ties reported by more than half of BPEH respondents.

Narratives on Reasons for Experiences of Homelessness (n=399, unprompted, MR)

Each BPEH respondent described how personal hardship and structural conditions combined to produce housing loss. The stories show that homelessness experience among respondents most often results from overlapping disruptions in income, health, and family stability. The most common story event is the death of a caregiver or family member, followed by job or income loss, health decline, or a steep rise in rent. Most respondents reported more than one cause, illustrating that homelessness develops as a chain of compounding disruptions rather than a single event.

Across all stories, structural factors such as unaffordable rent, limited access to health coverage, and fragmented program systems consistently amplified individual hardship. These accounts collectively reveal how policy systems intersect with human vulnerability and how small breaks in income, health, or family support can lead to prolonged homelessness when safety nets fail. These findings indicate that preventing homelessness among Black Angelenos requires systems that respond to life events in real time, not with delays of weeks or months to access aid and support. Housing, health, workforce, and justice agencies must work together with shared accountability for maintaining stability after loss, illness, or transition.

Gaps in Housing Systems

Housing pressures appear repeatedly as the final step in a longer chain of disruption. Many BPEH respondents said they could maintain rent until illness, bereavement, or job loss reduced their income. Some landlords increased rents, required large deposits, or rejected applications based on credit or income ratios. Respondents explained that these barriers blocked access to new housing after an initial setback. The stories demonstrate that the City of Los Angeles housing market often turns short-term financial strain into prolonged homelessness. Such evidence points to the need for expanded prevention strategies that focus on how households qualify for housing, not just how many units exist. Rental programs, income verification policies, and credit standards should recognize temporary hardship rather than exclude households completely. For BPEH, housing equity requires both affordability and procedural fairness.

Gaps in Health Systems

Health crises were among the most commonly mentioned turning points in the long-form narratives. BPEH respondents described injuries, chronic illness, and surgeries that led to job loss, medical debt, and eventual eviction. Others reported that substance use or mental health challenges intensified after these events, often as a means of coping with trauma or instability. The stories link health deterioration and housing loss in a tight causal sequence. These stories suggest that health systems must function in closer alignment with housing systems. Integrating medical care, short-term rent stabilization, and recovery housing could reduce the gap between illness and displacement. Health providers can help prevent homelessness by identifying housing risk during treatment, while housing agencies can coordinate with hospitals to secure timely stabilization for individuals recovering from illness or injury. The experiences of BPEH show that many entered homelessness between losing income and obtaining medical or disability assistance.

Gaps in Workforce Systems

Economic instability appears throughout BEPH stories as both a cause and an outcome. Many BPEH respondents experienced job loss, reduced hours, or wages too low to meet rent. Some described hiring discrimination that limited their ability to reenter the labor market once they lost housing. Others reflected on their own lack of savings or preparation, but these reflections coexisted with structural barriers such as high living costs and limited job security. These patterns reveal the importance of linking employment and housing stability within the same strategy. Transitional jobs, re-entry programs, and training initiatives that include rental support could prevent repeated homelessness. Workforce development agencies should also work closely with behavioral health programs because job loss and substance use frequently appear together in the stories of BPEH respondents.

Gaps in Justice and Safety Systems

A significant share of BPEH stories referenced incarceration, probation, or legal issues that left respondents without housing. Some lost their homes while detained, while others were released without an address or lost benefits during custody. A smaller group described violence, assault, or disaster as direct causes of displacement. Together these accounts show that the justice and safety systems often act as gateways back into homelessness instead of protection from it.

This evidence highlights the need for coordinated housing pathways across probation, courts, and housing agencies. Re-entry and victim assistance programs can become effective prevention tools when they guarantee immediate housing options. The long-form stories also show that documentation and eligibility requirements often exclude those most in need, underscoring the importance of simplifying procedures to create real access to support.

Gaps in Social and Administrative Systems

Family death, conflict, and administrative failures connect many BPEH stories. When a parent or partner died, respondents frequently lost both emotional and financial stability. Others described losing identification documents, benefits, or vouchers, leaving them unable to reestablish eligibility for housing assistance. These gaps left many without access to the systems that might have prevented homelessness. Such accounts underscore the value of early intervention at the point of family loss or administrative disruption. Funeral benefits, emergency rent assistance, and rapid document replacement could help families remain housed during a crisis. Many respondents also framed their experiences in terms of personal responsibility, often blaming themselves for outcomes rooted in structural inequities. Recognizing this pattern is essential for designing services that restore dignity and agency for BPEH rather than reinforce stigma.

Narratives on Structural Barriers to Exiting Homelessness Experiences (n=189, unprompted, MR)

BPEH respondents describe barriers for ongoing experiences of homelessness that range from single factors to chronic, overlapping structural and systemic barriers that are procedural, administrative, and program driven:

- **Documentation and identification barriers are the most prevalent.** Many BPEH respondents describe missing or delayed birth certificates, Social Security cards, vouchers that need extension, and benefit processes that stall when paperwork is lost or offices are backlogged. The path out of homelessness for BPEH is highly dependent on timely document replacement and verification, without which leases and benefits cannot move forward.

- **Job or income instability remains a common thread.** BPEH respondents describe quitting or losing short-term jobs, gaps in hours, or wages that do not meet income ratios for rental screening. This pattern suggests that employment programs that do not pair placements with rental navigation and deposit support may fail to convert work into housing.

- **Conditions and rules in shelters and interim programs are a frequent barrier.** BPEH respondents report staff turnover, program rules that conflict with family responsibilities, or placements that feel unsafe or unsuitable. These accounts indicate that interim programs succeed when they are stable, safe, transparent, family compatible, and when staff communication is consistent from intake through placement.

- **Health and disability remain active constraints.** Injuries, chronic illness, heart conditions, and recovery from surgery are commonly linked to reduced work capacity and missed appointments. Such evidence points to the need for direct coordination between medical care, disability processing, and housing steps so that acute health episodes do not reset progress toward lease-up.

- **Substance use and relapse cycles appear often, intertwined with grief and depression**. BPEH respondents who were working toward sobriety described how short relapses can disrupt paperwork timelines, job stability, or shelter eligibility. Stories suggest that recovery housing and flexibility can preserve progress when setbacks occur.

- **Program delays and waitlists are widely reported.** BPEH describe approvals that sit for months, audits or funding holds, and waitlists that move slowly. These accounts indicate that time itself becomes a barrier when approvals cannot be executed within voucher or employment windows.

- **Housing cost and screening barriers persist.** Even with some income, BPEH respondents face income multipliers, deposit hurdles, credit checks, and prior eviction flags. This pattern points to the need for deposits, arrears relief, and fair chance screening to translate approval into keys in hand.

- **Caregiving and family obligations interfere with many rehousing offers**. For respondents, this especially happens when offers do not accommodate children or align with custody arrangements, forcing them to decline housing that would otherwise provide stability. These accounts show that for many, the question is not whether housing exists but whether it fits the configuration of their lives. When placements disregard family composition or reunification goals, opportunities are missed, and homelessness extends unnecessarily.

- **Transportation and access difficulties add more delay.** Many BPEH respondents lost vehicles and phones in the same timeframe when they lost their housing, leading many who must travel long distances to reach service offices to miss key appointments and deadlines. These stories show that administrative timelines are not neutral; they favor people with stable transportation and reliable communication tools. Programs that bring mobile services to shelters and encampments, or that allow for flexible scheduling, could transform accessibility into a form of equity.

- **Continued involvement with the justice system remains a defining constraint.** BPEH justice involved individuals described recent releases, pending cases, or criminal records that block employment and housing opportunities. Their experiences make clear that reentry into society is not synonymous with reentry into housing. Coordinated housing support that begins before release and continues through job placement would provide the stable foundation that parole and probation alone cannot secure.

- **Domestic violence and unsafe relationships interfere with rehousing.** These BPEH respondents are rebuilding personal and emotional safety while searching for stable housing and work. Their accounts highlight that homelessness recovery often requires emotional as well as physical security. When placements do not account for safety needs or force proximity to former abusers, the risk of re-traumatization increases. Rapid, safety-centered placements are essential to ensure that exiting homelessness does not mean returning to danger.

Across all structural barriers explored runs a thread of personal reflection, as many BPEH respondents speak about taking time to grieve, recover from loss, or to restore daily routines before committing fully to rehousing steps. Their reflections show that readiness is both emotional and procedural. Effective programs respect this pacing while maintaining forward movement on paperwork and eligibility. Balancing compassion with administrative momentum prevents temporary pauses from turning into long-term stagnation. These secondary reasons illustrate that continuing homelessness often arises from misalignment between individual realities and system requirements. When family composition, transportation, justice status, safety, and personal readiness are treated as variables to be managed rather than barriers to be blamed, systems can better adapt to the lived conditions described in the stories of BPEH respondents.

Strong Patterns of Overlap Among Barriers

Across the full set of stories, the same clusters of barriers appear in different combinations. Documentation lapses, program delays, income gaps, and family constraints intertwine to prolong homelessness, showing that persistence is produced by system friction and timing rather than by a single cause. BPEH respondents make clear that housing exits accelerate when documents, deposits, and decisions are synchronized across agencies and when interim programs operate with predictability and consistency. By aligning administrative functions to the lived rhythms of recovery and work, systems can convert prolonged homelessness into measurable progress toward BPEH stability.

BPEH respondents reveal that the barriers sustaining homelessness often overlap, creating complex feedback loops rather than isolated obstacles. The most common cluster links documentation problems, program delays, and shelter instability. Respondents describe how the loss or expiration of a single identification card or voucher can set off a chain of missed appointments, expired deadlines, and cancelled unit offers. These accounts show that housing readiness is not only a matter of motivation or eligibility but of paperwork continuity. When one piece of documentation is missing, every subsequent step halts. A unified document hub capable of issuing replacements and updates in real time would remove one of the most common and consequential bottlenecks identified by respondents.

Employment gains often sit alongside screening barriers and deposit gaps. These stories indicate that pairing a job start with deposit and credit mitigation can convert employment into a signed lease. Short relapses often coincide with missed appointments or lost paperwork. Such evidence points to the value of recovery-tolerant case steps that keep housing files active during brief setbacks. Employment gains appear frequently but are not always enough to produce

housing outcomes. Many BPEH respondents report that even with steady work, they cannot meet credit or deposit requirements. The stories suggest that without parallel financial support, employment alone cannot translate into a signed lease. When job placement programs are directly connected to rental navigation, deposit assistance, and fair chance screening, the transition from paycheck to housing becomes achievable. Employment, in this context, is a stabilizing force only when systems make it actionable.

The same logic applies to documentation and verification processes more broadly. Many respondents with jobs or vouchers remain unhoused simply because required documents are missing, expired, or unprocessed. This finding reinforces the need for document teams located within shelters, clinics, and community access centers that can connect directly to issuing agencies. Rapid verification can transform a stalled application into an active lease process, closing one of the most persistent gaps in the housing pipeline.

Several respondents link short relapses or health setbacks to paperwork delays and missed appointments. Their experiences show how easily progress can be undone when systems reset eligibility rather than maintain continuity during recovery. The evidence points to the value of recovery-tolerant case management that keeps files active and appointments flexible while individuals regain stability. Allowing temporary lapses without restarting entire processes would prevent many respondents from losing hard-won progress.

Family composition continues to influence outcomes in subtle but powerful ways. Respondents recount declining units that would have separated them from their children or disrupted custody arrangements. These narratives demonstrate that successful placement depends on family alignment as much as on unit availability. Integrating reunification goals into placement design, including two-bedroom options and flexible eligibility criteria, would convert more offers into sustained tenancies.

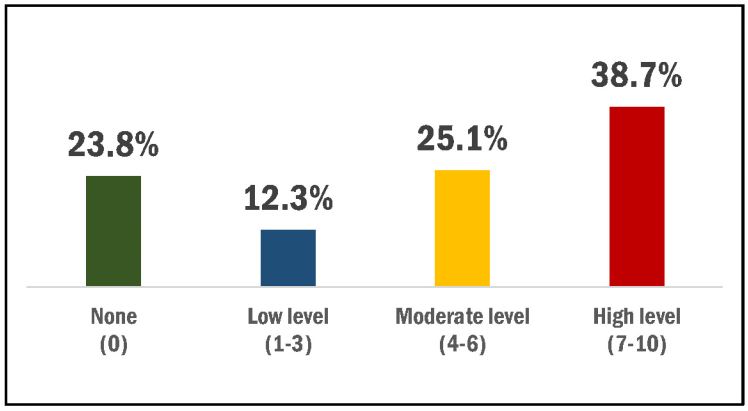
Program stability also plays a decisive role. Respondents frequently describe confusion caused by staff turnover, unclear expectations, or inconsistent follow-up. Their accounts highlight that transparency and communication are as critical as housing inventory. When programs establish simple timelines, clear points of contact, and regular status updates, respondents remain engaged and confident in the process.

The connection between employment and housing continues to emerge across the stories. Where income is available but screening barriers persist, linking job placements to deposit assistance, arrears relief, and fair chance screening transforms employment into a genuine pathway to housing. These practical steps align administrative processes with real-world income cycles, turning temporary work into permanent stability.

Health conditions also interrupt progress, particularly when medical treatment sidelines respondents during key stages of document processing or inspections. The stories indicate that housing systems should not pause when a respondent is in care. Continuing document verification, benefits filing, and unit search during treatment maintains momentum and ensures that health recovery and housing stability proceed together.

Experience of Racism, Bias, and Discrimination in Adulthood While Unhoused

Chart 4.4f Relative ranges of racism, bias, and/or discrimination experienced by BPEH while unhoused (n=390, prompted)



BPEH respondents were asked to estimate the amount of racism, bias, and/or discrimination they experienced before the age of 18 (0-10 absolute Likert scale, with “0” indicating “none at all”, and “10” indicating “always or all the time”).

Although a slightly greater proportion of BPEH respondents reported experiencing no racism, bias, and/or discrimination while experiencing homelessness, a slightly diminished majority of respondents indicated experiences of high and moderate frequencies of encounters.

Table 4.4g Mean BPEH experience of racism, bias, and/or discrimination encountered BPEH while unhoused, (n=390, prompted)

BPEH Adult Experience of Racism, Bias, and/or Discrimination While Unhoused	Mean (0-10 scale)	None (0)	Low level (1-3)	Moderate level (4-6)	High level (7-10)
All BPEH Respondents (n=390)	4.91	23.8%	12.3%	25.1%	38.7%
Experiencing homelessness	4.59	26.2%	15.4%	21.5%	36.9%
Housed in PSH with prior experience(s)	5.24	21.5%	9.2%	28.7%	40.5%
Male	5.25	22.0%	8.8%	26.3%	42.9%
Female	4.53	25.1%	16.8%	24.6%	33.5%
Additional gender identities	4.83	50.0%	0.0%	0.0%	50.0%
18-24 years	4.29	23.8%	9.5%	42.9%	23.8%
25-54 years	5.15	20.4%	14.7%	21.3%	43.6%
55-64 years	4.72	28.7%	11.9%	23.8%	35.6%
65+ years	4.60	28.1%	5.3%	35.1%	31.6%
Single experience of homelessness	4.99	26.6%	14.9%	24.0%	34.4%
Multiple experiences of homelessness	4.82	22.0%	10.6%	25.8%	41.5%
No experience of incarceration	4.49	25.0%	9.7%	18.1%	47.2%
Experience of incarceration	5.19	28.7%	14.7%	23.8%	32.9%
Did not graduate high school	5.22	25.0%	9.7%	18.1%	47.2%
High school diploma / G.E.D.	4.40	28.7%	14.7%	23.8%	32.9%
Some college or trade certificate	4.39	17.1%	12.6%	25.2%	45.0%
Associate's degree	5.53	28.9%	5.3%	36.8%	28.9%
Bachelor's or advanced degree	5.17	15.4%	15.4%	34.6%	34.6%

BPEH respondents currently in permanent supportive housing recalled the highest levels of exposure to racism, bias, and discrimination while unhoused, followed by men and middle-aged adults, suggesting that both long-term system contact and visibility within public spaces heighten exposure. Respondents with incarceration histories and those without a high school diploma also reported greater discrimination than other groups, indicating that compounding stigmas of race, poverty, and criminalization intensify marginalization.

In contrast, older adults and women described somewhat lower exposure, though discrimination remained widespread across all groups. Overall, racism and bias can be characterized as pervasive features of unhoused life for BPEH, shaping both daily interactions and long-term experiences of safety, dignity, and belonging.

Overall Impressions of the City of Los Angeles

Table 4.4h BPEH positivity of impressions with the City of Los Angeles prior to and after experiences of homelessness (N=400, prompted)

BPEH Respondent Segment	Before Experience of Homelessness Mean Impression (0-10 scale)	After Experience(s) of Homelessness Mean Impression (0-10 scale)	Negative Change in Mean Impressions (0-10 scale)
All BPEH respondents (N=400)	7.29	5.96	-1.33
Experiencing homelessness	7.27	5.99	-1.28
Housed in PSH with prior experience(s)	7.32	5.92	-1.40
Male	7.62	6.34	-1.28
Female	6.88	5.51	-1.37
Additional gender identities	8.67	6.50	-2.17
18-24 years	6.90	6.48	-0.42
25-54 years	7.06	5.67	-1.39
55-64 years	7.44	6.20	-1.24
65+ years	8.05	6.43	-1.62
Single experience of homelessness	7.19	6.00	-1.19
Multiple experiences of homelessness	7.41	5.90	-1.51
No experience of incarceration	7.12	6.13	-0.99
Experience of incarceration	7.40	5.69	-1.71
Did not graduate high school	7.15	5.81	-1.34
High school diploma / G.E.D.	7.58	6.33	-1.25
Some college or trade certificate	7.26	5.85	-1.41
Associate's degree	7.08	5.77	-1.31
Bachelor's or advanced degree	7.39	5.25	-2.14

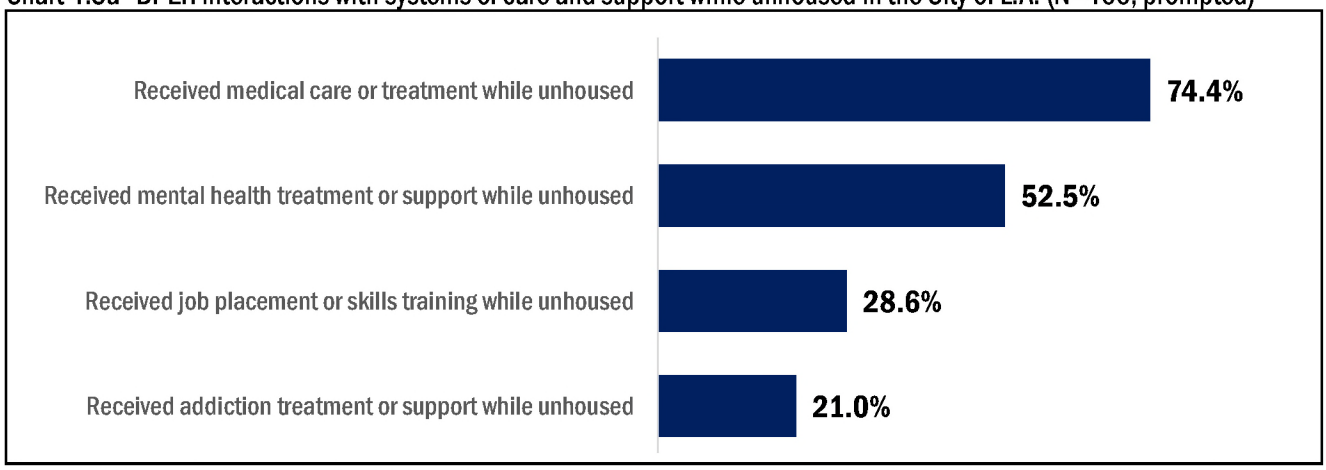
BPEH respondents were asked how positive of an impression regarding the City of Los Angeles they held, prior to experiencing homelessness in the City (0-10 absolute Likert scale, with "0" indicating "not positive at all", and "10" indicating "completely positive"). A mean score of 7.29 across all BPEH respondents indicates that a strong majority held positive impressions, as qualitative insights also demonstrated genuine fondness, hope, enthusiasm, and perceptions of the City of Los Angeles as an ideal place for them to achieve their ambitions and success in life.

When asked the same question in regard to their positivity in regard to the City of Los Angeles after having experienced homelessness in the City, BPEH respondents provided a mean score of 5.96, indicating significant negative and longitudinal impacts of their homelessness experiences on their overall perceptions of the City. This negative change in perceptions Los Angeles was most visible from BPEH who had additional gender identities (-2.17), had achieved a Bachelor's or other advanced degree (-2.14), experienced incarceration (-1.71), and Elders (65+ / -1.62). BPEH respondents aged 18-24 reflected the lowest impacts, with a mean negative change of less than half a point (-0.41).

4.5 Service & Systems Experiences of BPEH in the City

Interactions with Systems of Care and Support while Unhoused in the City of Los Angeles

Chart 4.5a BPEH interactions with systems of care and support while unhoused in the City of L.A. (N=400, prompted)



Most BPEH respondents received some form of care while unhoused, with medical and mental health services being the most common supports accessed. Far fewer reported receiving job training or addiction treatment, highlighting potential gaps in programs that address economic stability and recovery.

Table 4.5b BPEH interactions with systems of care and support while unhoused in the City of L.A. (N=400, prompted)

BPEH Respondent Segment	Medical Care or Treatment (%)	Mental Health Treatment or Support (%)	Job Placement or Skills Training (%)	Addiction Treatment or Support (%)
All BPEH respondents (N=400)	74.4%	52.5%	28.6%	21.0%
Experiencing homelessness	75.9%	43.7%	35.4%	21.7%
Housed in PSH with prior experience(s)	72.9%	61.3%	22.0%	20.3%
Male	69.6%	49.5%	28.8%	26.7%
Female	79.5%	56.5%	27.7%	14.2%
Additional gender identities	83.3%	33.3%	50.0%	33.3%
18-24 years	71.4%	42.9%	33.3%	10.0%
25-54 years	73.9%	56.0%	35.3%	18.4%
55-64 years	75.5%	54.9%	17.6%	28.7%
65+ years	75.4%	38.6%	21.1%	21.1%
Single experience of homelessness	71.6%	48.3%	28.0%	19.0%
Multiple experiences of homelessness	77.5%	57.2%	29.4%	23.2%
No experience of incarceration	75.8%	43.3%	26.8%	5.8%
Experience of incarceration	73.4%	58.6%	29.9%	30.8%
Did not graduate high school	74.0%	65.8%	26.0%	26.4%
High school diploma / G.E.D.	69.2%	44.8%	27.6%	19.9%
Some college or trade certificate	76.3%	54.0%	33.0%	25.9%
Associate's degree	79.5%	48.7%	25.6%	10.3%
Bachelor's or advanced degree	88.5%	57.7%	26.9%	7.7%

Medical care was the most widely accessed form of support for BPEH, reported by 74.4% of respondents, followed by mental health services (52.5%), while job supports and addiction treatment were accessed by far fewer. Those living in permanent supportive housing were most likely to have received both medical and mental health care, suggesting that housing stability enhances access to treatment.

Women and older adults were more engaged with health and mental health services, while men and younger respondents were more connected to employment programs. Individuals with incarceration or addiction histories showed high engagement with both medical and behavioral health services but relatively low participation in job training, indicating persistent barriers to workforce reentry.

Across BPEH respondents, limited reach of employment and addiction programs highlights a gap in recovery-oriented supports relative to medical and mental health care, suggesting that long-term stability depends on integrating treatment with economic reintegration opportunities.

Chart 4.5c BPEH Feedback on Unhoused Medical Care and Treatment Service Interactions (n=188, unprompted, MR)

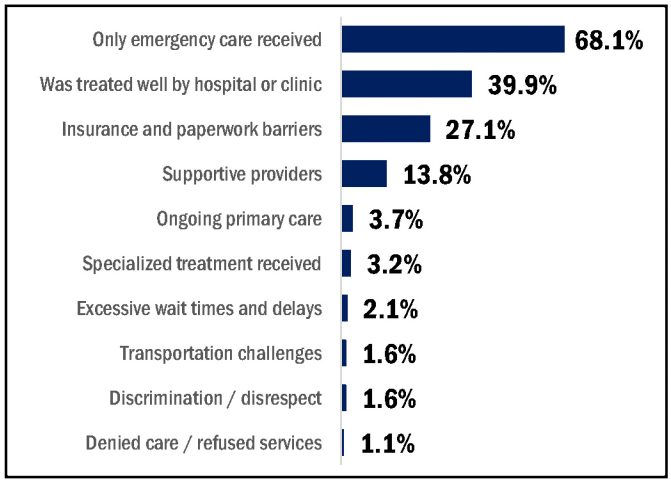


Chart 4.5d BPEH Feedback on Unhoused Mental Health Support and Treatment Interactions (n=132, unprompted, MR)

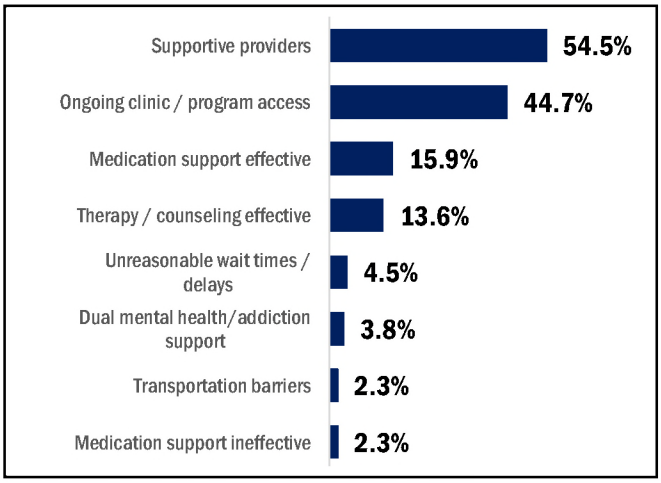


Chart 4.5e BPEH Feedback on Unhoused Job Placement and Skills Training Service Interactions (n=63, unprompted, MR)

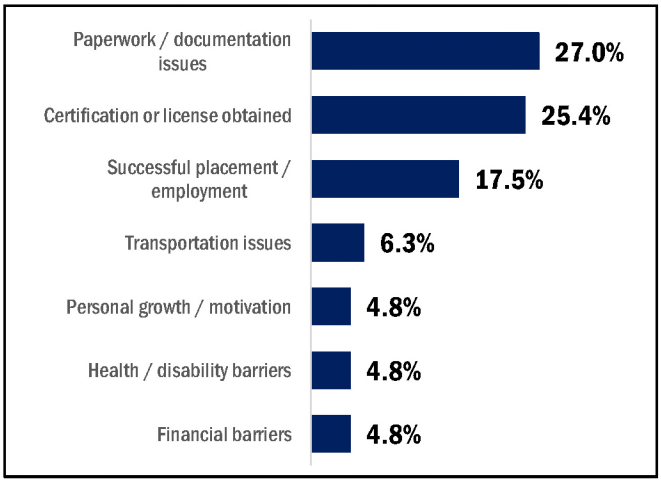
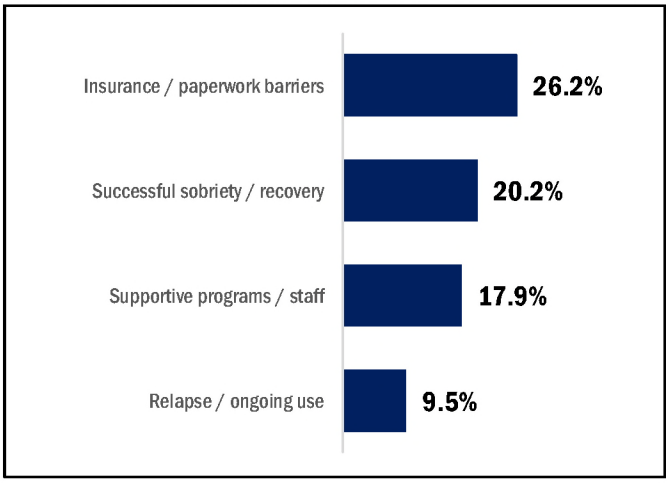


Chart 4.5f BPEH Feedback on Unhoused Addiction Treatment and Support Service Interactions (n=84, unprompted, MR)



Higher proportions of BPEH respondents provided positive feedback regarding medical and mental health care service interactions, with reduced numbers providing positive feedback regarding job placement and skills training and/or addiction treatment and support service interactions. A large proportion of BPEH respondents elected not to provide feedback on any category of these unhoused service interactions.

Chart 4.5g Assignment of case workers for navigation and assistance to BPEH while unhoused in the City of L.A. (n=398, prompted)



A strong majority of BPEH (85.7%) reported being assigned a case worker while seeking assistance, indicating that case management is a consistent part of service delivery. However, a portion remained disconnected from this essential support, suggesting gaps in outreach or program enrollment (14.3%).

Table 4.5h Assignment of case workers for navigation and assistance to BPEH while unhoused (n=398, prompted)

BPEH Respondent Segment	YES	NO
All BPEH respondents (N=400)	85.7%	14.3%
Experiencing homelessness	81.3%	18.7%
Housed in PSH with prior experience(s)	90.0%	10.0%
Male	80.8%	19.2%
Female	90.8%	9.2%
Additional gender identities	100.0%	0.0%
18-24 years	81.0%	19.0%
25-54 years	83.0%	17.0%
55-64 years	91.2%	8.8%
65+ years	87.7%	12.3%
Single experience of homelessness	85.2%	14.8%
Multiple experiences of homelessness	86.2%	13.8%
No experience of incarceration	88.5%	11.5%
Experience of incarceration	83.9%	16.1%
Did not graduate high school	80.8%	19.2%
High school diploma / G.E.D.	82.9%	17.1%
Some college or trade certificate	91.3%	8.7%
Associate's degree	89.5%	10.5%
Bachelor's or advanced degree	84.6%	15.4%

85.7% of respondents reported having received some form of service, support, or assistance. BPEH housed in permanent supportive housing had the highest rates of service contact, while individuals currently experiencing homelessness were least likely to have received help. Women and older adults were more likely than men and younger respondents to report accessing services, reflecting both longer system engagement and differing pathways into support.

Respondents with higher educational attainment also showed greater connection to services, suggesting that familiarity with institutional systems may ease access. In contrast, those with incarceration histories or limited education reported lower engagement, pointing to barriers rooted in stigma, mistrust, or administrative exclusion. Most BPEH respondents have connected with at least one form of assistance, but access remains uneven across groups.

Identification of Case Worker Support (n=398, unprompted, MR)
Government and Institutional Entities (~27% of mentions):

Department of Mental Health (DMH)
Department of Public Social Services (DPSS)
Department of Health Services (DHS)
Los Angeles Homeless Services Authority (LAHSA)
Housing Authority of the City of Los Angeles (HACLA)
Veterans Affairs (VA)
LA Care
Department of Children and Family Services (DCFS)
San Fernando Mental Health
Augusta Hawkins Mental Health Center
Santa Clarita Mental Health
Downtown Mental Health
MLK Community Hospital / Augusta MLK
Harbor UCLA Hospital
Department of Social Services (DPSS)
Pathways (attributed to DHS/DMH programs)
Project 50 (DHS)
AmeriCorps

Nonprofit, Faith-Based, or Community Organization Entities (~73% of mentions):

HOPICS (HOPICS-SSG)
The People Concern
Midnight Mission
Hope the Mission
Union Rescue Mission
Weingart Center
PATH (People Assisting the Homeless)
LA Family Housing (LAFH)
CRCD (Coalition for Responsible Community Development)
Brilliant Corners
Downtown Women's Center
Catholic Charities
Shields for Families
WLCAC (Watts Labor Community Action Committee)
St Joseph Center
Harbor Interfaith Services
Volunteers of America (VOA)
Exodus Recovery / Exodus Mental Health
Ruth's Place / The Ruth Place
Red Seed
Upper Bound
LAMP Community
Housing Works
Step Up on Second
LGBT Center
Open Arms
Inside Safe (service providers)
Project 180
Project 50 (partnership program)
The Children's Collective
Home at Last
A Bridge Home
Sharp / Sharpe Mental Health Clinic
Wesley Health Centers (LACADA)
Soul Housing
Sidewalk Project
Union Station Homeless Services
The Center
North Hollywood Housing Coalition
Trans Latina Coalition
Encinitas Housing Works Affiliate
Downtown Women's Center WLAC
King Solomon Shelter
Hope the Mission Tiny Homes
The Grand / Crocker Street Wesley
St Vincent / St Joseph Hospitals
Homeboy Industries / LACADA
Central Neighborhood Foundation
APG
Oasis / Alliance to Brilliant Corners
Portals Mental Health Services

Difficulty in Finding a Safe, Temporary Place to Stay

Table 4.5i BPEH mean perceptions of difficulty in finding a safe, temporary place to stay for one night in the City (n=192, prompted)

BPEH Respondent Segment	Mean (0-10)
BPEH unhoused respondents (n=192)	6.25
Male	6.41
Female	6.01
Additional gender identities	7.00
18-24 years	4.67
25-54 years	6.62
55-64 years	6.67
65+ years	3.95
Single experience of homelessness	6.28
Multiple experiences of homelessness	6.22
No experience of incarceration	6.14
Experience of incarceration	6.32
Did not graduate high school	6.89
High school diploma / G.E.D.	5.59
Some college or trade certificate	6.39
Associate's degree	6.37
Bachelor's or advanced degree	7.16

Most BPEH respondents faced persistent and substantial challenges in securing a safe place to stay for the night if they really needed it. Men reported slightly greater difficulty than women, while individuals identifying with additional genders reported the highest overall levels, reflecting heightened vulnerability across gender identities.

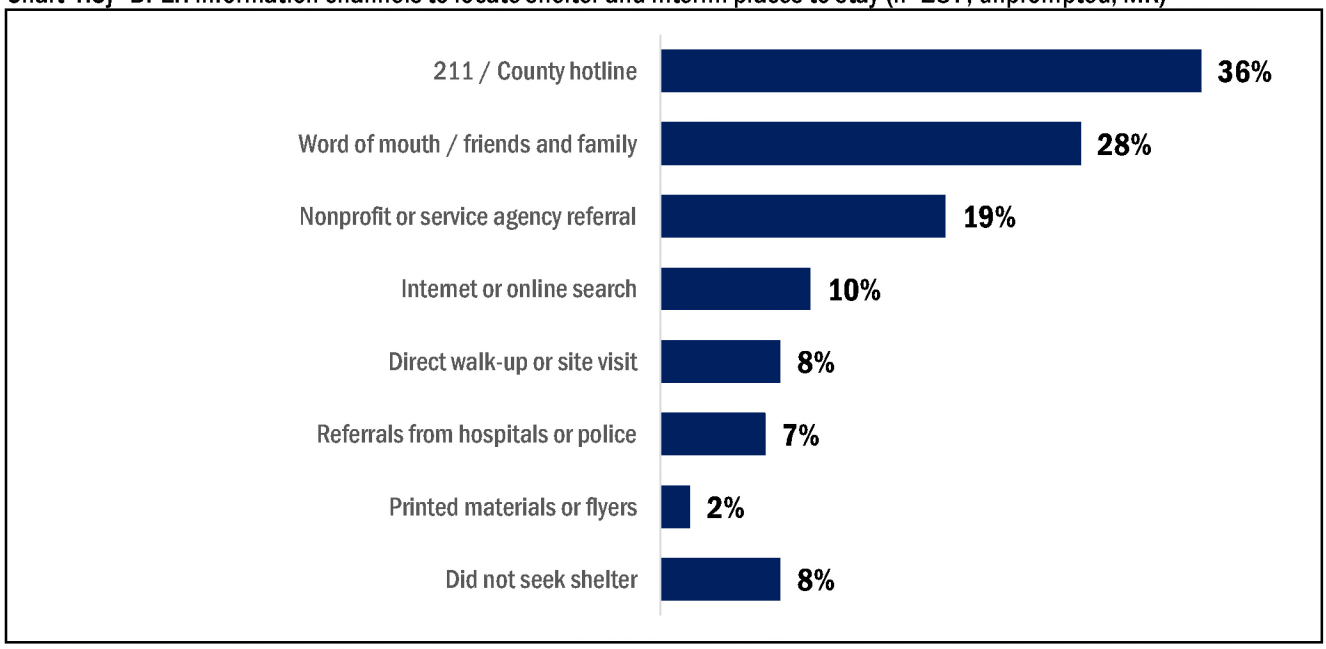
Middle-aged adults described the greatest challenges, followed closely by those in their late fifties and early sixties, suggesting that long-term homelessness compounds difficulty in finding refuge. Younger adults and seniors reported somewhat lower levels, though both groups likely face distinct barriers related to risk and other limitations for access.

Difficulty increased with education, peaking among those with bachelor's or advanced degrees, suggesting that even higher education does not shield individuals from the instability of unsheltered life.

Finding a safe, temporary place to stay on any given night remains a pervasive struggle, cutting across age, gender, and intersectional backgrounds among BPEH respondents.

Information Channels Used to Locate Shelter and Interim Places to Stay

Chart 4.5j BPEH information channels to locate shelter and interim places to stay (n=287, unprompted, MR)



BPEH respondents show that finding shelter in Los Angeles depends on persistence, personal networks, and luck as much as on formal systems. Most respondents first called 211, often describing long hold times or incomplete referrals, but continued to view it as the main entry point into the shelter system. Others relied on word of mouth from peers, family, or people already in programs who shared information about open beds or specific agencies. Nonprofit organizations such as HOPICS, LA Family Housing, PATH, Union Rescue Mission, and The People Concern appear throughout these accounts as the most common access points for placement and support.

A smaller number were referred by hospitals, police, or mental health teams after crises, showing how emergency systems serve as secondary gateways. The stories suggest that navigation remains fragmented: County hotlines connect callers inconsistently, agencies operate in parallel, and many respondents still depend on the knowledge of individuals rather than systems to find help. Despite these barriers, respondents often describe relief and gratitude when finally connected to staff who treated them respectfully and followed through, indicating that personal connection and reliability matter as much as availability in converting a shelter search into housing stability.

Satisfaction with Most Recent Shelter Experience

Table 4.5k BPEH mean satisfaction with most recent shelter stay or experience in the City of L.A. (n=195, prompted)

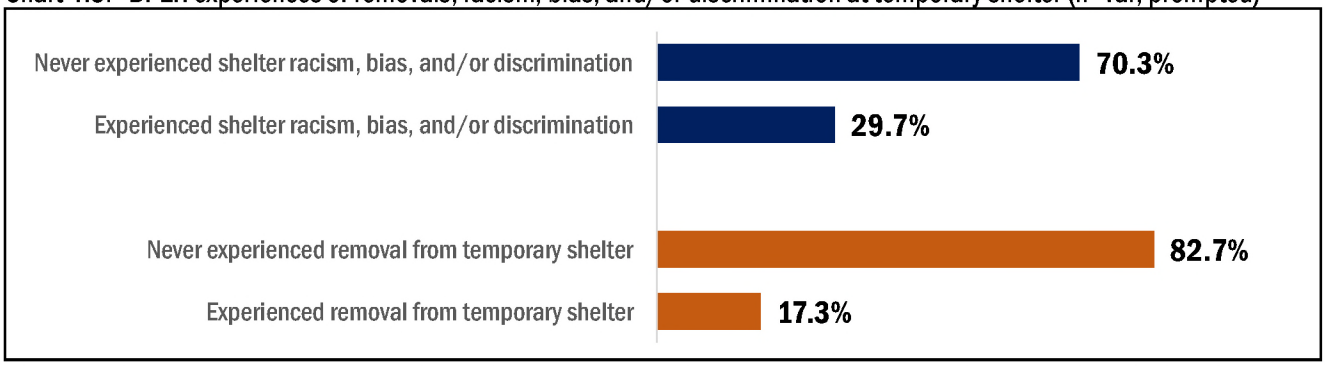
BPEH Respondent Segment	Mean (0-10)
BPEH unhoused respondents (n=195)	7.06
Male	6.90
Female	7.21
Additional gender identities	9.50
18-24 years	7.44
25-54 years	6.91
55-64 years	7.14
65+ years	7.50
Single experience of homelessness	7.01
Multiple experiences of homelessness	7.11
No experience of incarceration	7.18
Experience of incarceration	6.99
Did not graduate high school	7.44
High school diploma / G.E.D.	7.12
Some college or trade certificate	6.82
Associate's degree	6.41
Bachelor's or advanced degree	7.72

Among currently unhoused BPEH, mean satisfaction with the most recent shelter experience in the City of Los Angeles was moderately high, averaging just above seven on a ten-point scale. Women reported slightly greater satisfaction than men, while respondents identifying with additional genders expressed the highest levels overall, suggesting that inclusive or affirming environments may contribute significantly to positive shelter experiences.

Satisfaction was relatively consistent across age groups, though younger and older adults reported somewhat higher contentment than middle-aged respondents. Individuals without incarceration histories expressed slightly more satisfaction than those with such experiences, hinting that prior system involvement may influence perceptions of safety or trust in shelter settings. Most respondents viewed their most recent shelter experience positively, with variation driven more by history and environment.

Removals, Racism, Bias, and/or Discrimination at Temporary Shelter

Chart 4.5l BPEH experiences of removals, racism, bias, and/or discrimination at temporary shelter (n=var, prompted)



29.7% of BPEH respondents reported experiencing racism, bias, or discrimination while staying in a shelter, indicating that exclusionary or inequitable treatment remains a significant issue within temporary housing environments. At the same time, most respondents had never been removed from a shelter, suggesting that direct expulsions are relatively less common. The overlap between these two forms of adversity points to the persistence of structural and interpersonal barriers that undermine safety and trust in shelter settings.

While most respondents avoided direct conflict or removal, a meaningful share encountered bias that likely shaped their willingness to seek or remain in shelter care, emphasizing the importance of culturally responsive and trauma-informed shelter practices that serve BPEH with procedural fairness.

Chart 4.5m BPEH experiences of removal, racism, bias, and/or discrimination at temporary shelter in the City of L.A. (n=347, prompted)

BPEH Respondent Segment	Experienced racism, bias, and/or discrimination (n=347)	Removed from temporary shelter (n=185)
BPEH respondents (n-var)	29.7%	17.3%
Experiencing homelessness	25.5%	17.3%
Housed in PSH with prior experience(s)	34.4%	--
Male	27.8%	17.1%
Female	31.3%	16.7%
Additional gender identities	40.0%	50.0%
18-24 years	22.2%	11.1%
25-54 years	32.0%	20.9%
55-64 years	27.8%	13.0%
65+ years	26.7%	10.0%
Single experience of homelessness	25.7%	10.2%
Multiple experiences of homelessness	33.9%	23.7%
No experience of incarceration	26.2%	6.9%
Experience of incarceration	32.0%	23.9%
Did not graduate high school	28.4%	26.9%
High school diploma / G.E.D.	30.2%	12.3%
Some college or trade certificate	32.7%	19.0%
Associate's degree	23.5%	22.2%
Bachelor's or advanced degree	27.3%	11.1%

Shelter and interim housing racism, bias, and discrimination was more commonly reported by those who were currently living in permanent supportive housing, women, and individuals identifying with additional genders, the latter also experiencing the highest rates of shelter removal.

Middle-aged adults reported the greatest exposure to both discrimination and removal, while younger and older respondents reported somewhat lower rates, suggesting that sustained homelessness increases the likelihood of adverse shelter experiences.

Those with multiple experiences of homelessness or incarceration were more than twice as likely to be removed from shelters as those without such histories. Findings point to persistent inequities in shelter environments, where racialized and gendered bias, compounded by bias toward incarceration and repeated homelessness, histories contribute to instability even within systems designed to provide safety and service to populations with these vulnerabilities.

Narratives on Removal from Shelters and Interim Housing (n=32, unprompted, MR)

BPEH removal from shelters and interim housing most often results from conflict, rule enforcement, or communication failures rather than new housing placements. Many respondents describe being exited for curfew violations, missed sign-ins, or brief hospital stays that counted as absences. Some mention disagreements with staff or other residents that escalated into arguments or fights, including removal on the basis of policies that failed to recognize their non-initiating or defensive roles in such incidents. These stories suggest that rigid program structures and limited tolerance for ordinary disruption can convert minor incidents into exits that restart the cycle of homelessness and reveal that personal safety within shelters remains uneven and that rules are often enforced without context. They also suggest that many sites lack conflict-resolution processes to prevent violence from leading directly to expulsion.

A substantial portion of respondents describe removal related to behavioral expectations or sobriety requirements. Several mention being told to leave after relapsing, failing a drug test, or refusing referral to rehabilitation. These accounts indicate that zero-tolerance models still dominate many interim sites and that relapse is often treated as a cause for removal rather than a signal for added support. The pattern suggests that recovery-tolerant housing models would prevent unnecessary displacement and better align with harm reduction principles.

Administrative and facility-driven removals add another layer of instability. Respondents mention being exited during shelter renovations, program restructurings, or time-limited stays that ended before permanent housing was secured. Others cite missing paperwork, unclear notices, or misunderstandings about savings requirements. Such experiences point to the fragility of placements that depend on shifting program criteria rather than participant readiness.
The narratives include scattered references to discrimination and bias, often involving perceived favoritism or inconsistent enforcement of rules. Respondents mention being treated unfairly compared with others or targeted for minor infractions. These stories indicate that transparency and procedural fairness are as important as shelter capacity in determining whether a participant feels safe and respected.

BPEH stories show that many shelter exits are preventable, and many respondents rarely describe new opportunities after leaving. Many stories recount confusion and frustration at being returned to the street. The evidence suggests

that stability depends on flexibility, consistent communication, and conflict resolution mechanisms that distinguish between danger and distress. When programs prioritize retention over compliance, they transform shelter stays from temporary reprieve into meaningful steps toward recovery and housing security.

Narratives on Shelter and Interim Housing Racism, Bias, and Discrimination (n=43, unprompted, MR)

BPEH respondents communicated how racial bias and discrimination continue to shape daily life even inside the systems meant to provide safety and stability. While many shelters offer refuge, respondents describe frequent moments when race and identity influenced how they were treated by both staff and fellow residents. These experiences often involve subtle inequities that accumulate into feelings of exclusion and mistrust, revealing how structural disparities can persist within programs designed to repair them.

Respondents most often reported that bias came from other residents, not just staff. They describe being mocked, excluded, or targeted with racial slurs from peers, particularly in shared spaces like laundry rooms, dining halls, or dormitories. Several recount incidents where other residents made animal sounds, used racial epithets, or questioned their presence. In a few cases, the perpetrators were removed after complaints, but respondents noted that such antisocial and racially vilifying behaviors were ignored. These stories suggest that shelters frequently lack the tools or willingness to address racism between residents, leaving affected individuals to manage hostility on their own.

Interactions with staff are described as uneven and sometimes discriminatory. Respondents recall being spoken to harshly, denied access to showers or meals, or given smaller portions of food compared to others. Others describe being exited or punished more quickly than non-Black residents for similar rule violations. A number of respondents mention favoritism toward Latino or White participants, or staff who favored their own language or cultural group. These accounts indicate that inequities in enforcement and empathy are visible to respondents and often interpreted through a racial lens. The pattern suggests that cultural competency and equitable policy application are central to maintaining fairness and trust.

A few stories describe institutional-level bias within particular organizations. Respondents named select City-funded shelters and programs as places where they perceived that BPEH were exited more frequently or given fewer chances to stabilize. Some respondents express the view that funding priorities or demographic shifts led to changing racial composition in these facilities. These observations point to the importance of transparency in admissions, exits, and resource allocation to ensure that systemic inequities are not replicated under the guise of program management.

Some BPEH respondents identified positive experiences that highlighted the difference respectful leadership and service delivery can make. Several mention specific managers or staff who were patient or understanding during crises. These accounts show that individual staff who communicate clearly and treat participants with dignity can counterbalance the harm of broader bias. The presence of empathy in even a few sites demonstrates that discrimination is not inevitable, but rather the product of inconsistent standards and oversight.

The cumulative impact of any racism, bias, and/or discrimination within shelter settings is profound, as these experiences within service environments undermines the purpose of shelter itself. They suggest that progress toward racial equity requires more than expanding capacity; it demands sustained attention to fairness, inclusion, and accountability within daily operations. When programs address conflict, enforce rules evenly, and build environments where all residents feel respected, shelter becomes not only a place to stay but a place to recover.

Perceptions of Equity in Access to Homelessness Services

Chart 4.5n BPEH perceptions of equity in homelessness service access compared to others in the City (n=388, prompted)

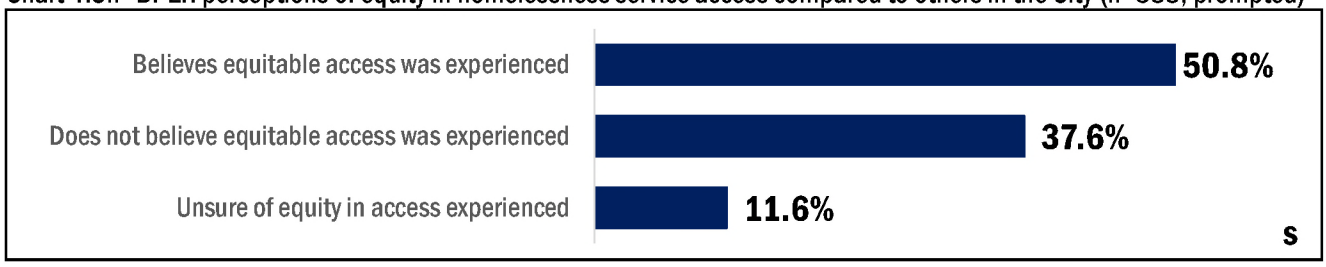


Chart 4.5o BPEH perceptions of equity in homelessness services access compared to others in the City (n=388, prompted)

BPEH Respondent Segment	YES	NO	UNSURE
BPEH respondents (n=388)	50.8%	37.6%	11.6%
Experiencing homelessness	55.0%	35.6%	9.4%
Housed in PSH with prior experience(s)	46.7%	39.6%	13.7%
Male	52.2%	35.5%	12.3%
Female	48.9%	40.0%	11.1%
Additional gender identities	60.0%	40.0%	0.0%
18-24 years	60.0%	25.0%	15.0%
25-54 years	47.6%	41.0%	11.4%
55-64 years	52.9%	35.3%	11.8%
65+ years	55.4%	33.9%	10.7%
Single experience of homelessness	48.8%	39.0%	12.2%
Multiple experiences of homelessness	53.0%	36.1%	10.9%
No experience of incarceration	46.1%	38.3%	15.6%
Experience of incarceration	53.8%	37.2%	9.0%
Did not graduate high school	42.9%	47.1%	10.0%
High school diploma / G.E.D.	62.0%	27.5%	10.6%
Some college or trade certificate	44.6%	39.3%	16.1%
Associate's degree	50.0%	39.5%	10.5%
Bachelor's or advanced degree	38.5%	57.7%	3.8%

Just over half of BPEH respondents (50.8%) believe they received equitable treatment while seeking or using homelessness services. Those currently experiencing homelessness were more likely to report equity than those housed in permanent supportive housing, suggesting that more recent or ongoing engagement with frontline providers may shape perceptions positively.

Younger respondents were also more likely to perceive fair treatment, whereas adults with higher education were less likely to do so. Men and women reported similar experiences overall, while individuals identifying with additional genders reported the highest levels of perceived equity. Those with incarceration histories were more confident they had been treated fairly than those without, possibly reflecting differences in expectations.

Perceptions of equity and fairness for homelessness services appear unevenly across the population, shaped by both lived experience and social factors, revealing that trust in service environments remains only partial among unhoused and formerly unhoused BPEH respondents.

Narratives on Perceptions of Homelessness Services Equity (n=150, unprompted, MR)

Accounts from BPEH respondents portray a service system that speaks the language of equity but struggles to live it. Many describe a landscape shaped by inconsistency, where fairness depends less on eligibility or policy than on who answers the phone, who reviews the paperwork, or who remembers to follow-up. Experiences of bias and fairness sit side by side, producing a picture of progress that is partial, conditional, and unevenly distributed across the City of Los Angeles. For some, inequity feels routine.

BPEH respondents recount waiting behind others who seemed to receive faster attention, watching certain groups move through processes more easily, or feeling dismissed by staff who showed little patience. These patterns are rarely described as deliberate; rather, they appear as everyday habits that accumulate into disparity. When BPEH repeatedly observe Latino or White participants advancing more quickly or being spoken to more respectfully, confidence in the system erodes. The perception of bias becomes an empirical conclusion drawn from lived experience.

Others focus on barriers that arise indirectly. Information about openings, inspections, or benefits often travels informally through social or linguistic networks that exclude those without the right connections. Some BPEH respondents note that staff appear more responsive to people who share their background or language, reinforcing a sense of cultural distance. These forms of inequity do not rely on overt discrimination. They persist quietly through gaps in communication, trust, and familiarity that shape who hears what, and when.

At the same time, many describe experiences that reinforce faith in fairness. BPEH respondents praise staff who apply rules consistently, treat participants with professionalism, and communicate clearly about next steps. They interpret these moments as evidence that equity is possible when systems operate predictably and workers are trained to act with transparency. In these accounts, fairness is less a moral stance than a matter of competence and discipline.

Some BPEH respondents acknowledge that racial bias exists broadly but are uncertain whether it explains their own situation. They describe bureaucracy, scarcity, and confusion as obstacles that affect everyone. Others express cautious optimism, hoping that new initiatives on racial equity will eventually lead to visible change. This middle ground suggests not indifference but exhaustion as an accommodation to systems that must be navigated even when trust is thin.

Overall, perceptions of equity emerge from practice rather than policy. Fairness is recognized in timely communication, equal enforcement, and staff who treat every participant with dignity. It is lost in silence, delay, or the appearance of favoritism. The evidence implies that institutional equity is built one interaction at a time. Programs that uphold consistent standards and clear accountability do more than meet procedural goals; they restore BPEH belief that fairness in service delivery is possible and worth expecting.

Interactions with Law Enforcement while Unhoused in the City of Los Angeles

Chart 4.5p BPEH interactions with law enforcement while unhoused in the City of L.A. (N=400, prompted)

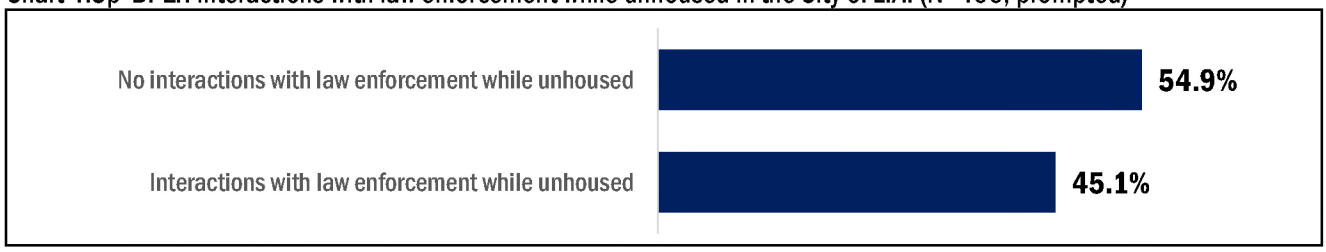
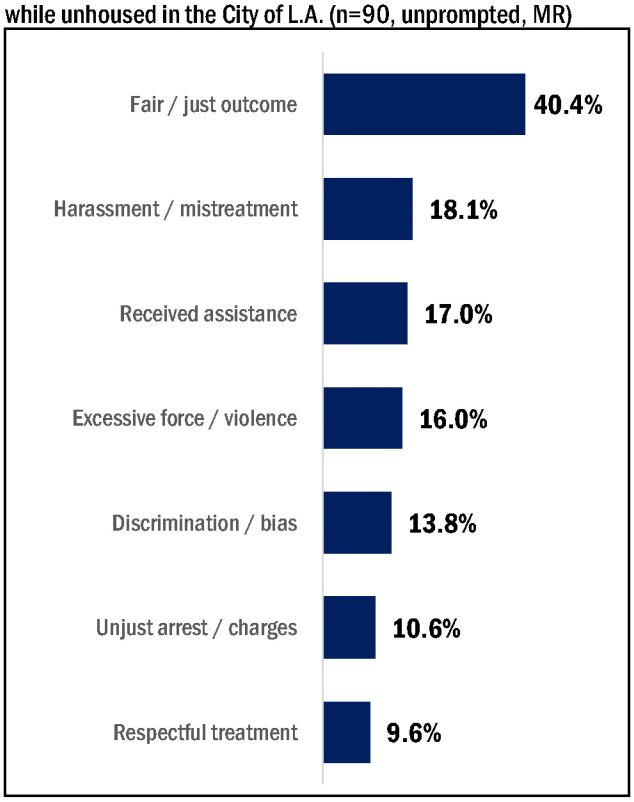


Table 4.5q BPEH interactions with law enforcement while unhoused in the City of L.A. (N=400, prompted)

BPEH Respondent Segment	Interaction (%)
All BPEH respondents (N=400)	45.1%
Experiencing homelessness	43.2%
Housed in PSH with prior experience(s)	46.9%
Male	48.1%
Female	41.0%
Additional gender identities	66.7%
18-24 years	20.0%
25-54 years	53.7%
55-64 years	41.2%
65+ years	28.1%
Single experience of homelessness	43.1%
Multiple experiences of homelessness	47.3%
No experience of incarceration	32.9%
Experience of incarceration	52.9%
Did not graduate high school	55.6%
High school diploma / G.E.D.	41.0%
Some college or trade certificate	49.1%
Associate's degree	41.0%
Bachelor's or advanced degree	26.9%
Experience with addiction	
Experience with mental health issues	
Experience with permanent disability	
Experience with domestic abuse/violence	

Chart 4.5r BPEH feedback on interactions with law enforcement while unhoused in the City of L.A. (n=90, unprompted, MR)



Nearly half of BPEH respondents (45.7%) reported direct interactions with law enforcement while unhoused in the City of Los Angeles. These encounters were somewhat more common among men than women and reached the highest levels among individuals identifying with additional genders, pointing to both visibility and vulnerability as factors.

Middle-aged adults were most likely to report law enforcement contact, while younger and older respondents experienced fewer encounters. Those with prior incarceration histories or multiple episodes of homelessness were substantially more likely to have interacted with police than those without such histories, indicating that cumulative exposure to the justice system and repeated displacement reinforce the potential for contact with law enforcement.

Individuals with lower educational attainment also reported more frequent encounters, suggesting a link to these structural disadvantages. Overall, the findings depict a persistent pattern of surveillance and enforcement within the lives of BPEH, concentrated among those facing intersecting forms of marginalization and instability.

Narrative Experiences of Law Enforcement Interactions (n=174, unprompted, MR)

The majority of BPEH narratives involve interactions with the Los Angeles Police Department (LAPD), and span routine contacts, crisis response, and enforcement of public space rules. They depict a landscape in which safety and harm are both possible outcomes depending on the individual LAPD officer, the location, the context, and the purpose of the encounter. Many BPEH respondents describe frequent stops they perceived as harassment, profiling, or intimidation. People reported being approached without clear reason, asked for identification, searched, or told to move repeatedly. Such stories indicate that mere presence in public spaces functions as a trigger for adverse enforcement activity, suggesting that even when no crime is alleged, repeated low level encounters erode trust and make BPEH avoid areas where vital homelessness services are often located.

Arrests and citations for minor infractions are also common in BPEH stories. Respondents describe LAPD detentions and tickets for loitering, trespassing, sleeping in public, or other conduct linked to experiencing homelessness that lack explicit criminal intent. Such experiences show that enforcement against survival behaviors in the City of Los Angeles is widespread and that fines or missed court dates can worsen instability. These patterns indicate that diversion and service-first responses could resolve immediate concerns without adding new legal or systemic burdens to individual BPEH or City systems. A portion of respondents report excessive force or violent handling during LAPD encounters. Some describe being pushed, restrained, or having weapons drawn on them as policing policy. While less frequent than reports of harassment, these incidents leave lasting fear and mistrust. The stories suggest that improved supervision and after-action review within LAPD could reduce escalation and better protect both residents and officers alike.

Homelessness enforcement remains a source of distress. BPEH respondents frequently mention excessive LAPD presence during sanitation operations, property confiscation, and orders to vacate encampments. These stories show that enforcement without coordination can erase personal progress by removing documents, medications, and work materials. The evidence points to the need for property protection protocols and synchronized outreach that preserves continuity between LAPD, City departments, and service providers.

Respondents describe racial discrimination in experiencing race-based comments, disparate treatment, and a perception that being Black and homeless results in harsher enforcement. These stories show that implicit bias continues to shape daily interactions. The evidence indicates that LAPD training and accountability must move beyond procedural focus toward measurable fairness in practice and follow-up on resident complaints.

However, it is critical to note that not all BPEH experiences with LAPD are negative. Many respondents describe LAPD officers who treated them with respect, offered water or food, provided safety checks, or directed them to shelters and clinics. These accounts demonstrate that humane and professional engagement is both achievable and effective. They also suggest that when officers focus on protection and connection, relationships improve even after prior negative contact. Some BPEH respondents describe contacting LAPD for help when they were victims of theft or assault. These experiences vary widely, from professional and helpful to dismissive or indifferent. The variation suggests that response quality depends heavily on the individual officer and division. Consistent standards for follow-up and feedback would ensure that BPEH receive equitable treatment from LAPD when they are the victims of crime in the City of Los Angeles.

Accounts involving mental health crisis response further underscore the dual role LAPD plays. Respondents describe being transported under 5150 holds or met by officers during crises, but when mental health teams were present, interactions were calmer and more respectful. These stories suggest that pairing LAPD patrols with clinical partners improves outcomes and reduces fear during crisis interventions.

LAPD occupies a central position in how BPEH respondents experience safety, control, and access to services in the City. BPEH stories portray a department capable of both help and harm, depending on training, culture, and individual discretion. The evidence indicates that predictable engagement standards, supporting diversion programs for minor infractions, protection of personal property, and more consistent mental health partnerships would reduce harm and strengthen trust. When LAPD operates with transparency and empathy, BPEH respondents describe interactions that feel protective rather than punitive and express greater willingness to seek assistance in moments of need.

Experiences of Racism, Bias, and Discrimination with Government Employees in the City of Los Angeles

Chart 4.5s BPEH experiences of racism, bias, and discrimination with (direct) government employees while unhoused in the City of Los Angeles (N=400, prompted)



Narrative Experiences of Government Employee Interactions (n=137, unprompted, MR)

BPEH respondents depict direct government services encounters as a defining part of their lives in the City of Los Angeles. Across agencies such as the County Department of Public Social Services (DPSS), the Los Angeles Homeless Services Authority (LAHSA), the Housing Authority of the City of Los Angeles (HACLA), Sanitation (LASAN), and County health systems, respondents describe a landscape where the quality of service depends as much on individual conduct as on institutional policy. Their experiences reveal how the same system can either advance recovery or reinforce exclusion, depending on who sits behind the counter or arrives at the encampment.

Encounters with the Department of Public Social Services (DPSS) appear most often and carry the strongest emotion. BPEH respondents describe waiting hours for brief appointments, struggling with paperwork, or being turned away without clear explanations. Several recall being spoken to harshly or met with visible skepticism when seeking General Relief, CalFresh, or CalWORKs support. A small number allege racial bias in seeking DPSS services. However, others described case workers who showed patience and took the time to walk them through each step. These stories suggest that the difference between a safety net and a bureaucratic wall lies in tone, communication, follow through, and individual case worker discretion. Consistent explanations, respectful dialogue, and reliable callbacks would convert many of these visits into points of progress rather than moments of defeat.

Experiences with HACLA, LAHSA, and LAHD reveal a similar duality. BPEH respondents recount losing housing vouchers after missed inspections or incomplete renewals, losing opportunities for rental assistance, or losing their point of contact: often due to confusion or lost documentation. Others describe housing staff who acted quickly to reinstate benefits, find new units, or coordinate with landlords. The variation shows that trust in housing institutions depends not only on resources but on predictability and continuity. Where communication is clear and files are maintained, BPEH respondents view housing agencies as lifelines. Where communication falters, those same systems become sources of anxiety and delay.

Los Angeles Sanitation and Environment (LASAN) appears frequently in accounts of property loss and displacement. BPEH respondents describe cleanups that destroyed tents, medications, and identification without warning or storage options. These incidents left people starting over from zero, erasing weeks or months of slow progress toward stability. The stories suggest that structured notification, coordination with outreach teams, and clear protocols for safeguarding personal property would prevent significant harm while still allowing sanitation work to continue.

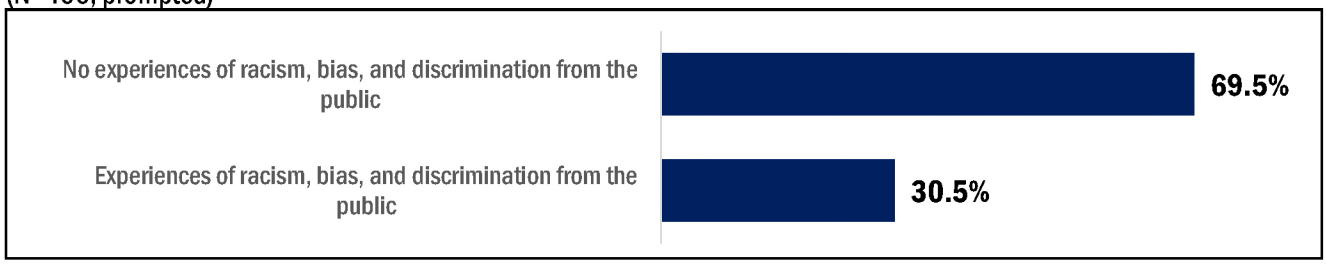
Health systems, including the Los Angeles County Department of Health (DHS) and the Department of Mental Health (DMH), emerge as critical partners. Respondents recall paramedics, nurses, and outreach staff who treated them kindly and connected them to care, but others describe being discharged without medication or explanation. These mixed experiences show that compassion and coordination matter as much as clinical care. When communication extends beyond treatment to include housing, medication, and follow-up, health contacts become pivotal opportunities for recovery rather than isolated events.

Despite these challenges, many respondents describe moments of genuine help. Across agencies, they recall workers who listened, explained, or went out of their way to assist, such as DPSS clerks who treated them with respect, DHS and DMH outreach teams who followed through, and clinic staff who showed empathy all left lasting impressions. These accounts illustrate that professionalism and kindness are not intangible values but practical tools that determine whether an encounter builds trust or deepens alienation.

Taken together, the stories reveal a public service system defined by its variability. BPEH respondents most often report harm in their experiences with DPSS and with LASAN crews, and reported help most often from the Los Angeles Public Library, the Fire Department (LAFD), and health care and outreach personnel under DHS and DMH. The evidence suggests that aligning staff training, property protections, and communication standards across agencies would reduce harm and build consistency. When government workers pair procedural clarity with dignity in tone and action, respondents experience those interactions as the beginning of restoration rather than another obstacle to overcome.

Experiences of Racism, Bias, and Discrimination with the Public in the City of Los Angeles

Chart 4.5t BPEH experiences of racism, bias, and discrimination with the public while unhoused in the City of L.A. (N=400, prompted)



Slightly less than a third (30.5%) of BPEH respondents indicated experiences of racism, bias, or discrimination from the public.

Narrative Experiences of Interaction with the Public in the City of Los Angeles (n=242, unprompted, MR)

BPEH respondents reveal that daily public life in Los Angeles while unhoused often involves both subtle and overt reminders of exclusion. Respondents describe a mix of hostility, avoidance, and indifference that reinforces their isolation and shapes their sense of belonging. These accounts show that racial bias and homelessness stigma are deeply intertwined, producing encounters that range from verbal harassment to social invisibility.

The most common experiences involve verbal harassment and racial slurs. BPEH respondents recount being shouted at, insulted, or told to leave public areas. Some describe being called racial epithets, while others recount comments that implied they did not belong in certain neighborhoods. These stories illustrate how public hostility communicates exclusion and dehumanization in ordinary spaces. The evidence suggests that visible homelessness magnifies exposure to racism, making public space itself feel unsafe or conditional.

A second recurring theme involves class and homelessness stigma, with many BPEH respondents describing people covering their noses, stepping away, or avoiding eye contact when passing by, while others recounted being verbally declared as lazy or told to get a job. These exchanges often blend racial and economic bias, creating a form of rejection that is both personal and structural. Such stories indicate that discrimination does not always rely on explicit racism but is carried by everyday expressions of disgust and distance.

Accounts of physical aggression and threats appear less frequently but convey lasting fear. BPEH respondents describe being pushed, spit on, or having objects thrown at them while walking or sitting in public areas. These experiences demonstrate how prejudice can escalate into violence when social tension is left unchecked. They also suggest that visible homelessness, especially among Black residents, triggers hostility rooted in fear and misunderstanding rather than in individual conflict.

Some BPEH respondents described community-level hostility concentrated in specific neighborhoods, including Westlake, Venice, and Koreatown. BPEH recall being told to move along or made to feel unwelcome in parks, stores, and sidewalks in some areas more than others. Such accounts reveal that prejudice is not confined to individual interactions but extends into the social character of certain City neighborhoods. These findings suggest that community attitudes and local enforcement practices shape who is seen as belonging and who is treated as an intruder. These community-level interactions identify a need for City leaders to take action to influence more positive social outcomes in some neighborhoods.

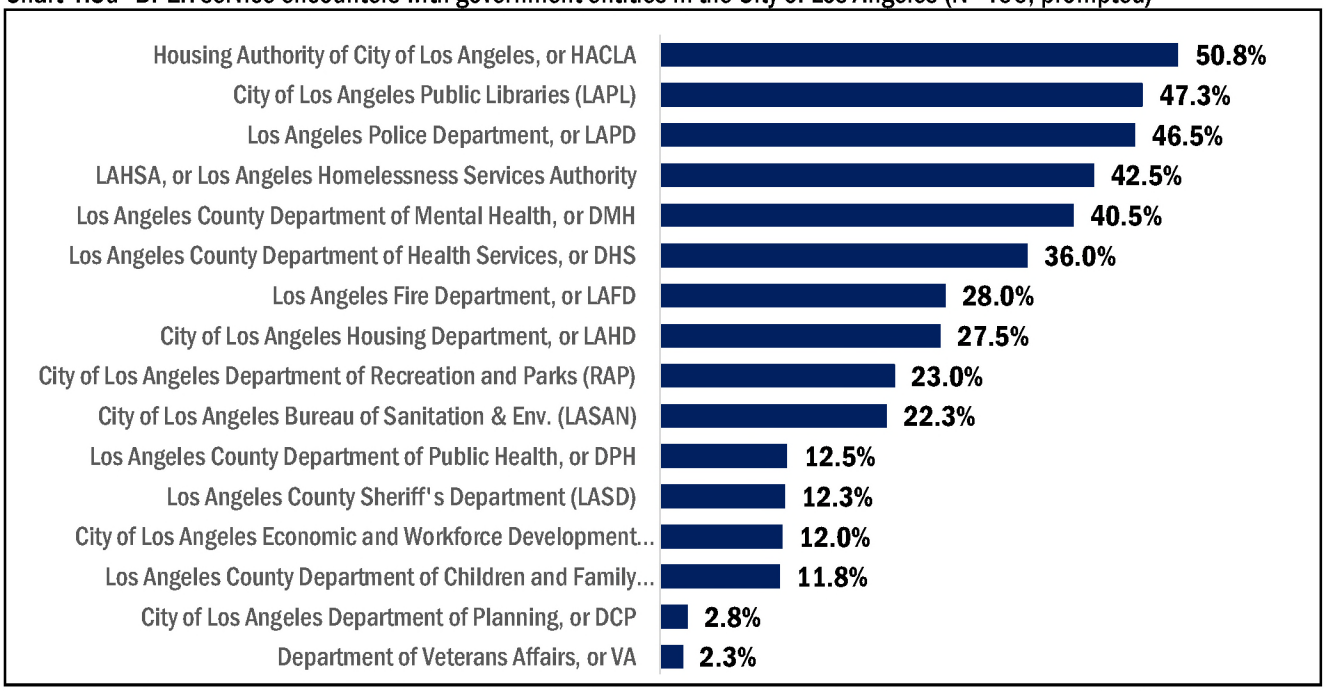
Retail profiling and surveillance emerge as another common experience, with BPEH respondents describing being followed by security, watched by clerks, or accused of theft without cause. These encounters are reported most often in commercial areas such as Downtown, Hollywood, and MacArthur Park. The stories suggest that racialized suspicion and discomfort with the frequency of poverty and theft drive these patterns, creating barriers for BPEH participation in everyday, essential commerce.

Amid these difficult experiences, BPEH respondents also recalled moments of kindness and respect. Some describe strangers who shared food or conversation, business owners who allowed them to rest, or neighbors who treated them without judgment. These positive encounters, though less frequent, show that empathy can interrupt the cycle of fear and rejection. They suggest that when people meet others as equals rather than as problems to be managed, even brief exchanges can help restore a sense of dignity.

BPEH stories reveal a City where social barriers are built less by policy rather than by the ordinary actions of residents. Bias, avoidance, and verbal hostility define much of what respondents experience as public life, while compassion remains the exception rather than the rule. The evidence indicates that meaningful change depends on shifts in everyday behavior that can be led by leaders and sometimes enforced by law. Small acts of recognition, respect, and restraint can transform public space into a setting where all Angelenos can coexist safely and with dignity: inclusive of BPEH.

Service Encounters with Government Entities in the City of Los Angeles

Chart 4.5u BPEH service encounters with government entities in the City of Los Angeles (N=400, prompted)



More BPEH respondents indicated contact with housing, health, and public safety agencies, with far fewer contacts with departments or entities delivering other services.

Table 4.5v BPEH service encounters with government entities in the City of Los Angeles (N=400, prompted)

BPEH Respondent Segment / Agency	HACLA	LAPL	LAPD	LAHSA	DMH	DHS	LAFD	LAHD
All BPEH respondents (N=400)	50.8%	47.3%	46.5%	42.5%	40.5%	36.0%	28.0%	27.5%
Experiencing homelessness	37.5%	56.0%	44.5%	45.5%	37.5%	38.0%	34.0%	32.0%
Housed in PSH with prior experience(s)	64.0%	38.5%	48.5%	39.5%	43.5%	34.0%	22.0%	23.0%
Male	48.3%	48.3%	51.7%	38.3%	38.8%	36.8%	28.2%	25.8%
Female	52.4%	45.9%	40.0%	46.5%	42.2%	35.1%	27.0%	28.1%
Additional gender identities	83.3%	50.0%	66.7%	66.7%	50.0%	33.3%	50.0%	66.7%
18-24 years	52.4%	42.9%	33.3%	33.3%	19.0%	14.3%	14.3%	23.8%
25-54 years	49.1%	51.8%	45.9%	45.9%	44.5%	37.7%	29.1%	30.5%
55-64 years	54.9%	41.2%	55.9%	47.1%	48.0%	41.2%	33.3%	23.5%
65+ years	49.1%	42.1%	36.8%	24.6%	19.3%	28.1%	19.3%	24.6%
Single experience of homelessness	48.6%	44.8%	45.8%	40.1%	37.3%	36.8%	28.8%	24.5%
Multiple experiences of homelessness	53.2%	50.0%	47.3%	45.2%	44.1%	35.1%	27.1%	30.9%
No experience of incarceration	52.5%	50.0%	37.3%	39.2%	36.7%	34.2%	22.8%	27.2%
Experience of incarceration	49.6%	45.5%	52.5%	44.6%	43.0%	37.2%	31.4%	27.7%
Did not graduate high school	49.3%	38.4%	49.3%	37.0%	47.9%	38.4%	24.7%	17.8%
High school diploma / G.E.D.	49.0%	41.5%	40.1%	39.5%	38.1%	35.4%	23.8%	26.5%
Some college or trade certificate	58.3%	58.3%	57.4%	50.4%	42.6%	38.3%	33.0%	34.8%
Associate's degree	46.2%	43.6%	41.0%	43.6%	43.6%	30.8%	33.3%	25.6%
Bachelor's or advanced degree	38.5%	61.5%	34.6%	38.5%	19.2%	30.8%	30.8%	30.8%

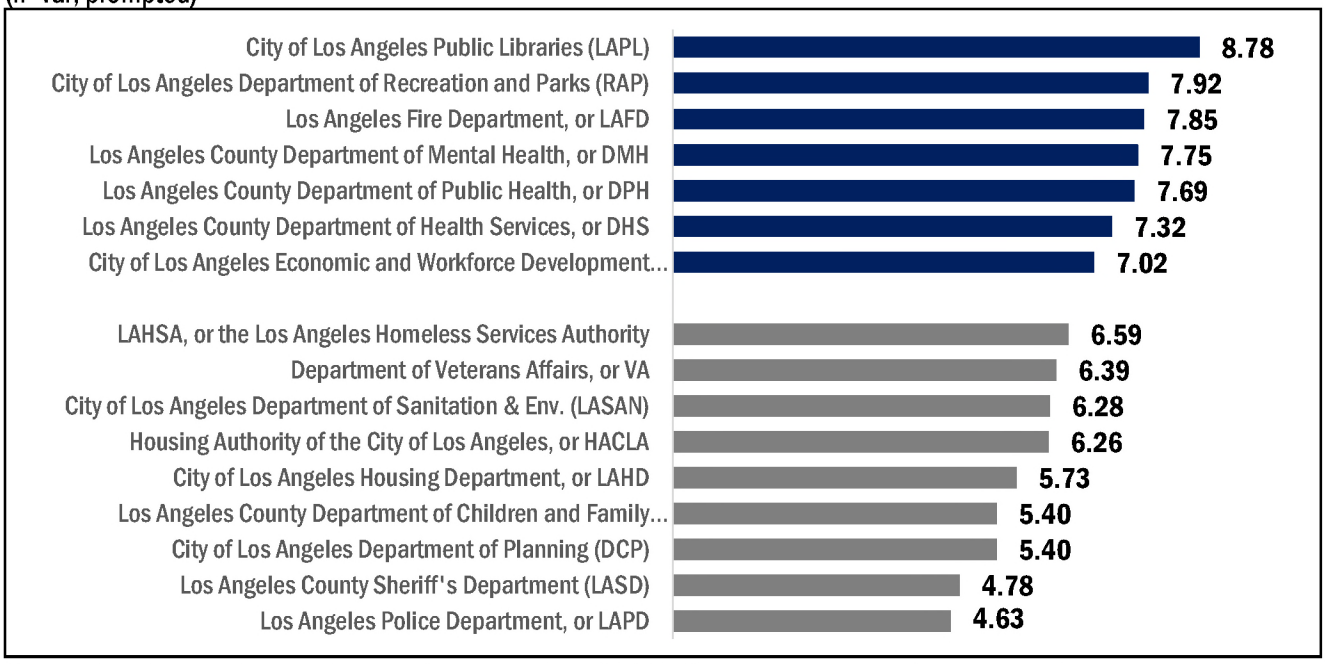
Table 4.5v (continued) BPEH service encounters with government entities in the City of Los Angeles (N=400, prompted)

BPEH Respondent Segment / Agency	LASAN	RAP	DPH	LASD	EWDD	DCFS	DCP	VA
All BPEH respondents (N=400)	23.0%	22.3%	12.5%	12.3%	12.0%	11.8%	2.8%	2.3%
Experiencing homelessness	26.0%	30.0%	15.5%	15.5%	17.5%	13.0%	4.0%	2.0%
Housed in PSH with prior experience(s)	18.5%	16.0%	9.5%	9.0%	6.5%	10.5%	1.5%	2.5%
Male	26.3%	24.9%	10.0%	11.5%	11.0%	9.1%	1.9%	2.4%
Female	17.3%	20.5%	14.6%	13.5%	13.0%	15.1%	3.2%	1.6%
Additional gender identities	33.3%	33.3%	33.3%	--	16.7%	--	16.7%	16.7%
18-24 years	4.8%	28.6%	4.8%	9.5%	9.5%	4.8%	--	--%
25-54 years	23.6%	25.9%	13.2%	14.5%	10.9%	15.9%	2.7%	1.4%
55-64 years	29.4%	19.6%	15.7%	11.8%	18.6%	9.8%	4.9%	2.0%
65+ years	10.5%	15.8%	7.0%	5.3%	5.3%	1.8%	0.0%	7.0%
Single experience of homelessness	20.8%	19.8%	11.8%	9.0%	10.9%	9.9%	2.8%	2.4%
Multiple experiences of homelessness	23.9%	26.6%	13.3%	16.0%	13.3%	13.8%	2.7%	2.1%
No experience of incarceration	22.2%	24.7%	14.6%	8.9%	9.5%	8.9%	3.2%	1.9%
Experience of incarceration	22.3%	21.9%	11.2%	14.5%	13.6%	13.6%	2.5%	2.5%
Did not graduate high school	23.3%	15.1%	11.0%	12.3%	8.2%	12.3%	1.4%	0.0%
High school diploma / G.E.D.	17.0%	23.8%	11.6%	9.5%	12.2%	15.6%	1.4%	0.0%
Some college or trade certificate	27.0%	27.8%	13.0%	16.5%	13.0%	10.4%	5.2%	4.3%
Associate's degree	25.6%	20.5%	15.4%	10.3%	12.8%	5.1%	0.0%	7.7%
Bachelor's or advanced degree	23.1%	23.1%	15.4%	11.5%	15.4%	3.8%	7.7%	3.8%

BPEH service encounters spanned a wide range of City and County departments, though patterns reveal a strong concentration in housing, health, and enforcement agencies. HACLA, City Public Libraries, and the LAPD were the most frequently encountered entities, followed closely by LAHSA, DMH, and DHS, showing that most contact occurred at the intersection of housing access, safety, and survival services. By contrast, fewer BPEH respondents reported engagement with agencies tied to other aspects of quality-of-life, services, and long-term recovery.

Demographic patterns reveal that women and individuals in permanent supportive housing were more likely to engage with housing and health agencies, while men and those with incarceration histories reported higher contact with law enforcement and sanitation services. Middle-aged adults had the broadest range of agency interaction, reflecting extended system exposure, whereas younger and older respondents reported less contact, suggesting missed opportunities for age-specific outreach. Engagement with County departments such as DPH, LASD, and DCFS was relatively limited, and contact with City Planning and Veterans Affairs was rare.

Mean Satisfaction with Government Entity Service Encounters in the City of Los Angeles
Chart 4.5w BPEH mean satisfaction with government entities service encounters in the City of Los Angeles (n=var, prompted)



City Public Libraries, Recreation and Parks, and the City Fire Department received the strongest mean satisfaction ratings, suggesting that safe and non-punitive public institutions fostered the greatest positive experiences.

Table 4.5x BPEH mean satisfaction with government entity service encounters in the City of Los Angeles (n=var, prompted)

BPEH Respondent Segment / Agency	LAPL	REC	LAFD	DMH	DPH	DHS	EWDD	LAHSA
BPEH respondents (n=var)	8.78	7.92	7.85	7.75	7.69	7.32	7.02	6.59
Experiencing homelessness	8.58	7.84	7.36	7.57	7.38	7.32	6.60	5.77
Housed in PSH with prior experience(s)	9.08	8.06	8.57	7.90	8.16	7.31	8.00	7.46
Male	8.55	7.92	7.86	7.99	7.00	7.12	6.05	6.69
Female	9.02	7.97	7.98	7.56	8.30	7.62	7.77	6.56
Additional gender identities	9.67	7.00	5.33	6.67	6.00	5.00	10.00*	5.25
18-24 years	9.50	7.67	9.67	8.75	9.00	8.67	7.50	7.33
25-54 years	8.46	7.19	7.33	7.30	7.57	6.81	6.71	6.02
55-64 years	9.24	9.37	8.58	8.38	7.94	7.98	7.56	7.64
65+ years	9.25	9.33	8.09	8.55	7.00	7.88	5.00	6.69
Single experience of homelessness	8.95	8.33	8.55	8.36	7.63	7.36	7.43	6.71
Multiple experiences of homelessness	8.62	7.58	7.00	7.15	7.75	7.27	6.55	6.46
No experience of incarceration	8.68	7.75	7.11	7.54	7.35	7.44	8.00	6.47
Experience of incarceration	8.86	8.04	8.19	7.87	8.00	7.24	6.55	6.66
Did not graduate high school	9.18	8.91	7.94	8.00	7.13	7.14	8.00	7.44
High school diploma / G.E.D.	9.02	8.50	9.29	8.11	8.65	7.69	7.33	7.29
Some college or trade certificate	8.58	7.33	6.84	7.42	7.77	7.02	6.54	6.34
Associate's degree	8.71	7.13	7.00	7.25	6.50	7.17	6.80	5.41
Bachelor's or advanced degree	8.13	7.00	7.50	7.00	6.25	7.50	6.25	3.70

Table 4.5x (continued) BPEH mean satisfaction with government entity service encounters in the City of Los Angeles (n=var, prompted)

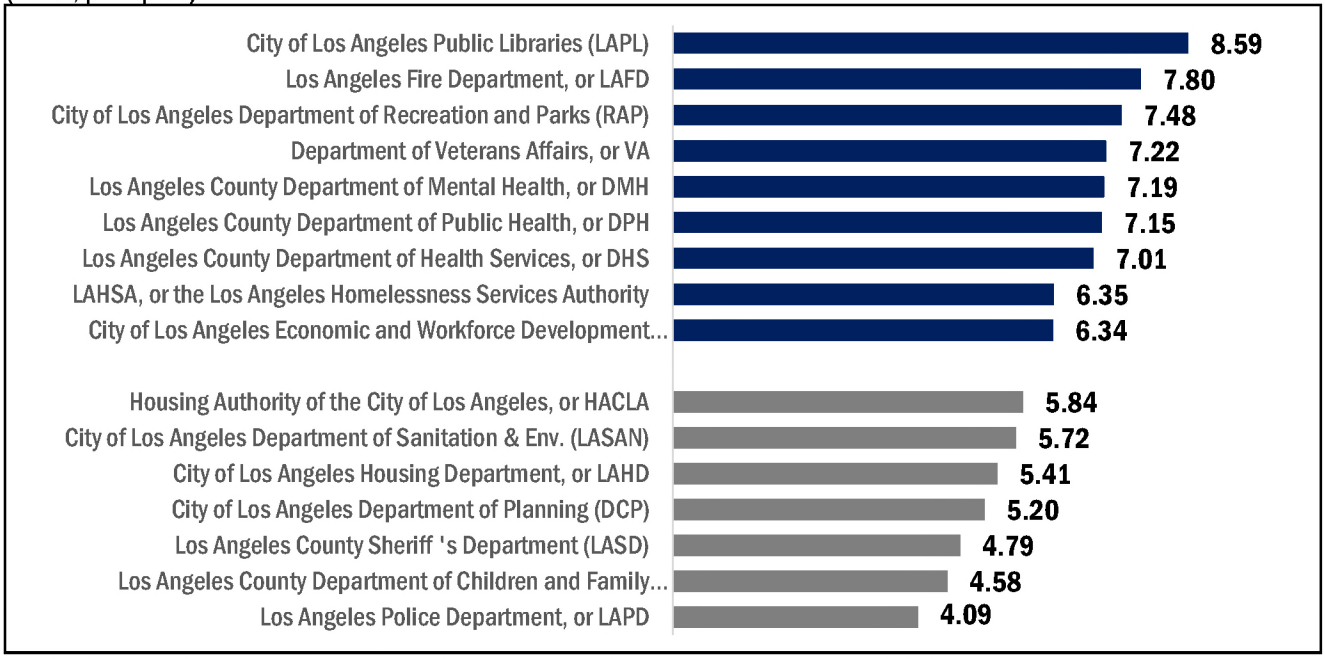
BPEH Respondent Segment / Agency	VA	LASAN	HACLA	LAHD	DCFS	DCP	LASD	LAPD
BPEH respondents (n=var)	6.39	6.28	6.26	5.73	5.40	5.40	4.78	4.63
Experiencing homelessness	8.25	5.85	5.23	5.66	6.13	5.14	4.28	4.73
Housed in PSH with prior experience(s)	6.22	6.83	6.83	6.60	4.57	6.00	5.65	4.53
Male	6.00	6.50	6.16	6.03	5.26	6.00	5.18	4.35
Female	6.71	5.93	6.35	5.42	5.50	6.00	4.42	4.92
Additional gender identities	5.50	6.00	6.20	4.67	--	--	--	6.50
18-24 years	7.00	10.00	5.60	7.67	5.00	--	1.50*	5.00
25-54 years	5.80	6.10	6.15	5.53	4.56	4.80	3.77	4.17
55-64 years	7.22	6.07	6.56	5.33	8.22	6.00	8.00	5.07
65+ years	7.50	8.40	6.30	6.56	9.00	--	5.33	5.50
Single experience of homelessness	5.81	6.58	6.21	5.84	5.35	5.20	5.56	4.23
Multiple experiences of homelessness	7.04	6.00	6.31	5.63	5.44	5.60	4.29	5.07
No experience of incarceration	5.72	6.15	5.91	5.23	5.31	4.80	2.50	5.16
Experience of incarceration	6.77	6.37	6.49	6.08	5.44	6.00	5.59	4.38
Did not graduate high school	4.00	5.76	6.17	4.75	4.78	5.00	3.33	3.75
High school diploma / G.E.D.	6.14	6.00	6.67	6.63	5.86	10.00*	6.69	4.69
Some college or trade certificate	7.00	6.82	6.27	5.75	5.17	4.60	5.24	4.72
Associate's degree	6.75	5.89	5.67	6.44	4.50		0.75*	5.00
Bachelor's or advanced degree	7.50	6.83	4.70	3.50	6.00	3.00*	3.67	6.33

Mean satisfaction with government agencies by BPEH respondents varied depending on the type of service delivered and the nature of engagement. The highest ratings were given to City Public Libraries, Recreation and Parks, and the LAFD , where interactions are voluntary, community-oriented, and/or non-punitive. Satisfaction with agencies providing mental and physical health services, including DMH, DPH, and DHS, was also very high, especially among respondents in permanent supportive housing, older adults, and those with single experiences of homelessness. In contrast, entities associated with housing administration and enforcement, such as HACLA, LAHD, LAHSA, and LAPD, received the lowest satisfaction scores, reflecting ongoing frustration with bureaucratic processes, limited responsiveness, and perceptions of racial or procedural inequity.

Satisfaction levels were generally higher among older respondents, women, and those with higher education, suggesting that experience navigating systems and expectations of service quality influence perceptions. Younger respondents and those with multiple homelessness episodes reported lower satisfaction overall, signaling greater disillusionment with institutional interactions over time. Across all segments, satisfaction was strongest when services were accessible, empathetic, and community-based, and weakest where encounters were regulatory, disciplinary, or impersonal, underscoring the need for more humane, consistent, and trust-centered approaches across systems in the City of Los Angeles serving BPEH.

Mean Trust in Government Entities for Future Services in the City of Los Angeles

Chart 4.5y BPEH mean trust in government entities for future service encounters in the City of Los Angeles (n=var, prompted)



This measure assessed how much BPEH perceived they would trust agencies they had prior contact with to serve them well in the future, if they encountered them again. BPEH mean trust in public agencies was high where services were voluntary, humane, and helpful, and declined sharply where contact involved surveillance, displacement, and/or potential for administrative exclusion.

Table 4.5z BPEH mean trust in government entities for future service encounters in the City of Los Angeles (n=var, prompted)

BPEH Respondent Segment / Agency	LAPL	LAFD	RAP	VA	DMH	DPH	DHS	LAHSA
BPEH respondents (n=var)	8.59	7.80	7.48	7.22	7.19	7.15	7.01	6.35
Experiencing homelessness	8.41	7.34	7.16	9.50	6.99	6.79	6.57	5.66
Housed in PSH with prior experience(s)	8.86	8.50	8.03	5.40	7.36	7.68	7.50	7.10
Male	8.29	7.86	7.45	7.20	7.43	6.35	6.71	6.36
Female	8.94	7.90	7.67	9.67	6.95	7.84	7.45	6.43
Additional gender identities	9.00	5.00	5.00	--	7.00	6.50	4.50	4.50
18-24 years	9.13	9.00	7.00	--	4.75	10.00*	7.33	6.57
25-54 years	8.17	7.08	6.75	8.00	6.66	6.75	6.51	5.66
55-64 years	9.27	8.94	8.89	9.50	8.31	7.80	7.93	7.90
65+ years	9.21	8.09	9.11	5.50	7.82	6.67	7.19	5.69
Single experience of homelessness	8.69	8.46	7.63	7.20	7.69	7.08	7.03	6.64
Multiple experiences of homelessness	8.48	7.00	7.36	7.25	6.70	7.22	6.98	6.05
No experience of incarceration	8.69	7.53	6.89	9.00	6.82	6.81	7.04	6.50
Experience of incarceration	8.52	7.93	7.90	6.33	7.39	7.42	6.99	6.27
Did not graduate high school	8.50	7.39	8.45	--	7.71	6.38	7.14	7.22
High school diploma / G.E.D.	9.14	9.11	7.81	--	7.63	8.27	7.47	7.13
Some college or trade certificate	8.30	6.95	6.93	7.40	6.94	7.43	6.63	5.85
Associate's degree	8.38	6.85	7.13	6.33	5.65	5.50	6.25	5.47
Bachelor's or advanced degree	8.19	8.50	7.17	9.00	6.60	6.00	6.88	3.90

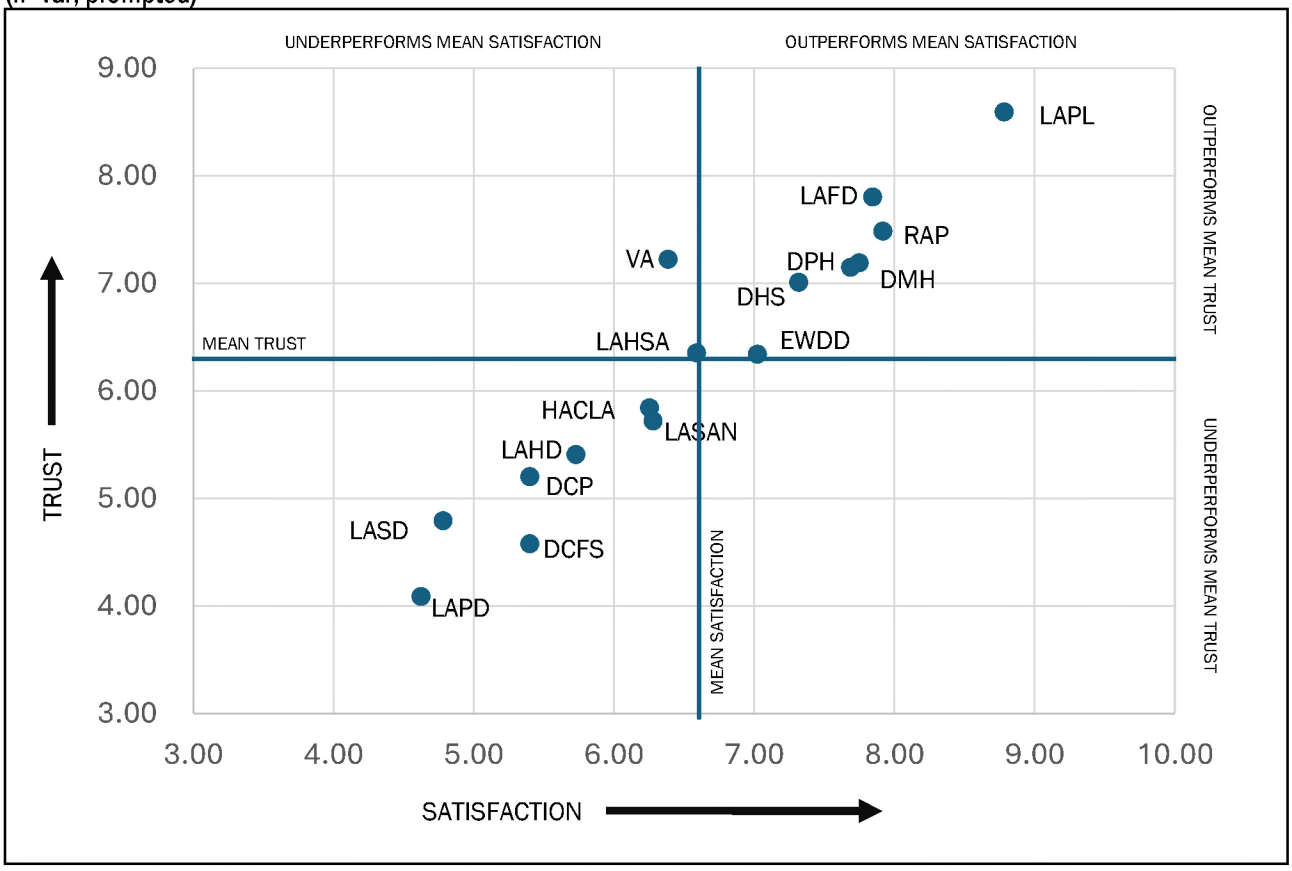
Table 4.5z BPEH mean trust in government entities for future service encounters in the City of Los Angeles (n=var, prompted)

BPEH Respondent Segment / Agency	EWDD	HACLA	LASAN	LAHD	PLAN	LASD	DCFS	LAPD
BPEH respondents (n=var)	6.34	5.84	5.72	5.41	5.20	4.79	4.58	4.09
Experiencing homelessness	6.00	5.03	4.98	5.40	4.86	4.29	5.08	4.04
Housed in PSH with prior experience(s)	7.15	6.29	6.77	5.41	6.00	5.71	4.00	4.13
Male	5.57	5.89	5.66	5.76	6.33	4.96	5.00	3.89
Female	6.95	5.86	5.90	5.14	5.50	4.63	4.27	4.24
Additional gender identities	9.00	4.60	4.50	4.25	--	--	--	6.50
18-24 years	8.00	6.00	6.00	5.80	--	2.00*	--	3.86
25-54 years	6.00	5.46	5.04	5.05	4.40	3.66	3.85	3.51
55-64 years	6.61	6.60	6.54	5.65	6.00	8.55	7.33	4.81
65+ years	6.00	5.70	7.50	6.62	--	5.00	9.00	5.00
Single experience of homelessness	6.61	5.70	5.90	4.83	5.00	5.11	3.90	3.66
Multiple experiences of homelessness	6.05	5.99	5.53	5.96	5.40	4.59	5.12	4.56
No experience of incarceration	7.14	5.44	5.41	4.62	4.40	3.15	4.00	4.34
Experience of incarceration	5.97	6.11	5.92	5.92	6.00	5.40	4.81	3.97
Did not graduate high school	6.83	5.81	5.24	3.67	4.00	2.78	4.56	2.92
High school diploma / G.E.D.	7.20	6.62	6.50	5.81	10.00*	5.86	4.76	4.50
Some college or trade certificate	4.57	5.92	5.60	5.69	4.80	5.61	4.58	4.26
Associate's degree	7.40	3.39	4.70	5.40	--	2.25	4.00	3.69
Bachelor's or advanced degree	7.25	4.70	6.50	4.75	2.00*	4.33	2.00*	5.56

Among BPEH, trust in public agencies was shaped strongly by the character of each institution and the nature of past interactions. The highest levels of trust were reserved for City Public Libraries, LAFD, and Parks and Recreation, where respondents consistently experienced open access, safety, and dignity without judgment or enforcement. Moderate trust extended to Couth health agencies, reflecting appreciation for direct care and supportive staff despite bureaucratic hurdles. Trust was lowest for housing and enforcement-related entities such as HACLA, LAHD, the Sheriff's Department, and LAPD, where experiences often involved perceived discrimination, displacement, or unmet promises.

Patterns varied across groups. Women, older adults, and those in permanent supportive housing expressed higher trust overall, while younger adults and those with multiple experiences of homelessness or incarceration showed deeper skepticism. Respondents with higher education tended to differentiate more sharply between service-oriented and enforcement agencies, suggesting higher expectations and lower tolerance for procedural inequity. Across all segments, trust was strongest where institutions offered consistent, voluntary engagement and weakest where contact was compulsory or punitive, underscoring the need for trauma-informed, community-based approaches to rebuilding confidence among unhoused Black Angelenos.

Satisfaction vs. Trust Cohort Performance for Government Agencies Serving the City of Los Angeles
Chart 4.5aa BPEH mean trust in government entities for future service encounters in the City of Los Angeles (n=var, prompted)



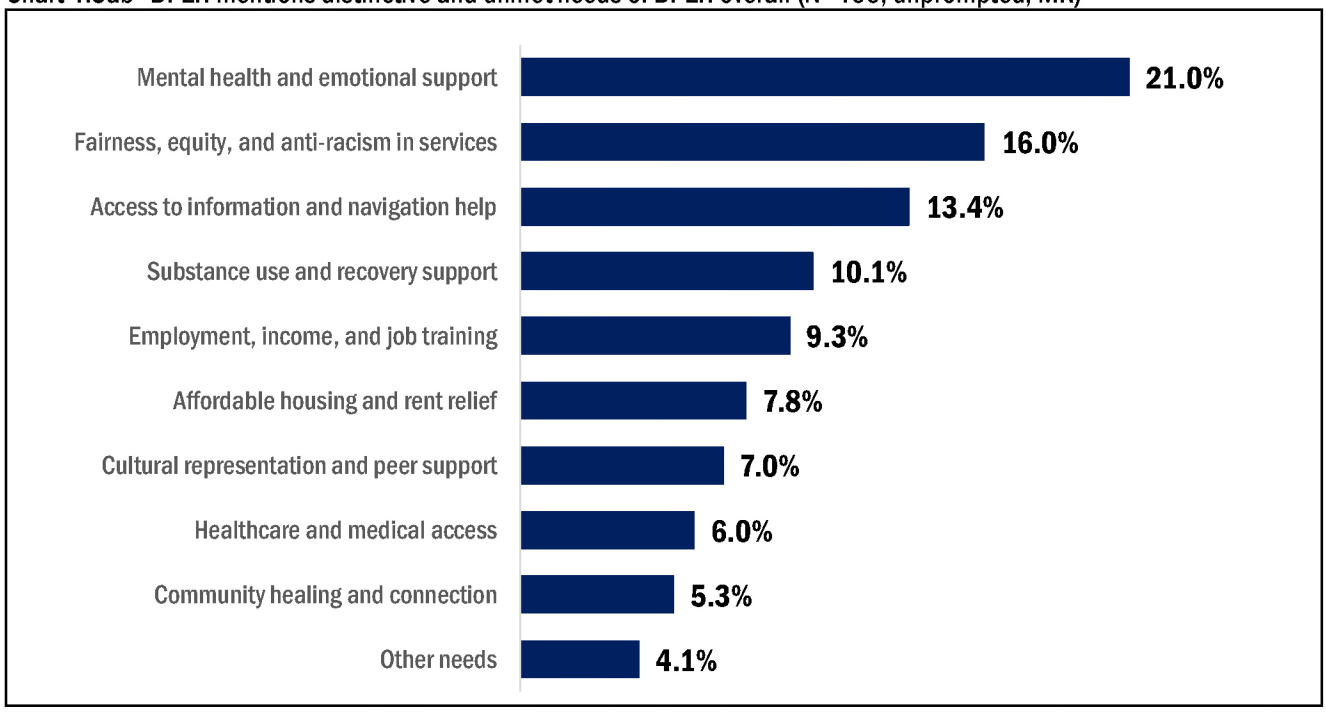
The plot above illustrates a strong relationship between mean trust and mean satisfaction among BPEH across various City and County agencies in Los Angeles. The strong pattern indicates that agencies earning higher satisfaction scores also tend to be those most trusted by BPEH respondents, suggesting that consistency, reliability, and humane treatment play central roles in shaping perceptions of both measures.

Agencies such as City Public Libraries, LAFD, and Parks and Recreation, and the County health agencies occupy the upper-right quadrant, representing institutions viewed as both highly trusted and delivering high level of satisfaction with service encounters. In contrast, law enforcement and housing administration agencies cluster in the lower-left quadrant, reflecting persistent distrust and dissatisfaction linked to enforcement, displacement, or bureaucratic barriers. The clear linear association between the two dimensions highlights that for unhoused Black Angelenos, trust and satisfaction rise together, reinforcing that design and operation of positive service experiences is foundational to rebuilding BPEH confidence across all governmental systems of service and support.

The strong connection between trust and satisfaction highlights the need for service models that prioritize human relationships and continuity of care. Agencies seeking to strengthen engagement with BPEH should focus on approaches that emphasize respect, transparency, and reliability. Training staff in cultural humility, trauma-informed practice, and racial equity can help shift perceptions of agencies that are seen as punitive or impersonal. Establishing regular community feedback sessions and collaborative design processes with BPEH that have overcome homelessness experiences would allow agencies to measure trust more frequently and to improve responsiveness. Rebuilding confidence in public systems for BPEH will depend on delivery of consistent, dignified experiences that show commitment to fairness, accountability, and shared responsibility.

Distinctive and Unmet Needs of Black People Experiencing Homelessness

Chart 4.5ab BPEH mentions distinctive and unmet needs of BPEH overall (N=400, unprompted, MR)



Among BPEH, the most frequently identified unmet needs center on mental health and emotional support. Concerns about fairness, equity, and the presence of anti-racist practices followed closely, underscoring a deep desire for services that treat participants with respect and cultural understanding. Respondents also emphasized the need for better access to information and navigation support to help them move effectively through fragmented care systems

Substance use recovery, employment, and income assistance were recognized as important but secondary to the need for safety, trust, and emotional stability. BPEH respondents present a strong blueprint for services that begin with psychological safety, cultural responsiveness, and equity, establishing the foundation from which housing, employment, and health interventions can succeed.

Narrative on Distinctive and Unmet Needs of BPEH (N=400, unprompted, MR)

BPEH respondents describe unmet needs that extend far beyond the visible shortages of housing and income. Across hundreds of accounts, patterns emerge that show how the experience of homelessness among Black Angelenos is shaped not only by poverty, but by the absence of sustained care, fairness, and representation within the systems designed to help. The narratives reveal that many forms of need are relational as much as material, rooted in whether BPEH feel understood, respected, and believed.

The most frequently identified gap involves mental health and emotional support for BPEH, especially in service environments where counseling is minimal, appointments are scarce, and case workers often lack time to listen. Some note that support tends to focus on compliance and medication rather than conversation or trust. Others recall that trauma, grief, or chronic stress received little attention once immediate needs like shelter or food were met. These accounts convey that mental health care is not viewed as a specialized benefit but as a part of the missing foundation for stability. When systems fail to address emotional pain and psychological strain, BPEH struggle to sustain progress in every other area of recovery.

Equity and fairness emerge as the second most common concern. Many BPEH respondents interpret their unmet needs through the lens of bias. They speak about being last in line for services, overlooked for housing, or treated with suspicion by staff. Some describe a sense that language, ethnicity, or personal familiarity with workers influences who receives help first. Others express frustration that discrimination is rarely acknowledged within agencies that promote

equity in name but not in practice. These observations make clear that inequity is experienced b many BPEH as a daily condition rather than an occasional injustice. It is present in the smallest details of tone, access, and response time.

A third theme centers on information and navigation. BPEH respondents often describe confusion about where to go, who to contact, or which programs are still active. They recount calling numbers that no longer work, visiting offices that had been relocated, or hearing about opportunities only after deadlines passed. Several note that resources seem abundant but poorly communicated. This pattern suggests that system design, rather than resource scarcity, is a primary barrier to help. A single reliable point of entry and consistent communication could eliminate much of the frustration and delay that respondents describe as discouraging.

Substance use and recovery needs occupy another substantial portion of the responses. Many BPEH explain that relapses are common but rarely met with structured support. Programs often treat relapse as failure, leading to removal from housing or loss of benefits rather than additional care. Respondents argue that true recovery requires accountability paired with compassion. They emphasize the value of long-term programs that teach coping skills and rebuild confidence instead of recycling people through detox centers and shelters without continuity.

Employment and economic opportunity also figure prominently. Many BPEH respondents explain that they want to work but cannot find jobs that pay enough to cover rent or support a family. They point to a lack of training, discrimination in hiring, and criminal background checks that shut them out of entry-level positions. Their comments reveal that economic exclusion is inseparable from homelessness and that stable employment is both a cause and a consequence of housing security.

Cultural representation and peer support appear throughout the dataset as essential to trust and engagement. BPEH respondents say they feel more seen and understood when programs include Black staff members or peer navigators with similar life experience. They link representation to dignity, explaining that empathy from people who share cultural context can make the difference between persistence and withdrawal from services. Some describe wanting to rebuild community through mentorship, family restoration, and intergenerational learning. These desires reflect a broader aspiration for collective healing as part of recovery.

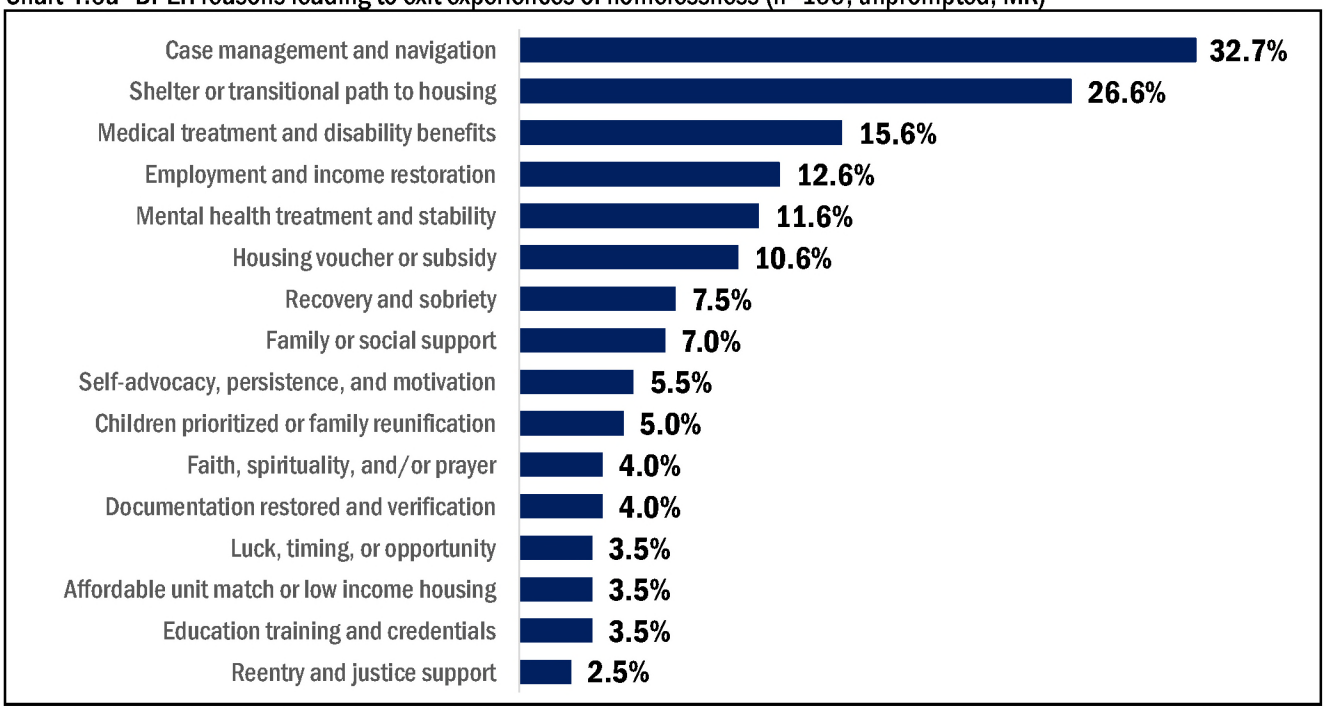
Finally, BPEH respondents connect unmet needs to the ongoing absence of compassion in daily interactions. Many speak of wanting to be treated with respect and kindness, to be listened to rather than managed, and to feel that their lives have value. This emotional dimension appears across categories, whether in mental health care, shelter placement, or employment programs. It suggests that the ultimate measure of an equitable system lies not only in outcomes but in the quality of contact between staff and participants.

The total picture is one of unmet needs that are both structural and human. BPEH describe systems that provide partial assistance without coherence, where people must fight for each small success and where fairness is often left to chance. Addressing these gaps will require more than expanding capacity. It will demand consistent communication, stronger representation, and services that integrate emotional care with material support. The data show that for Black Angelenos experiencing homelessness, equity depends not only on access to housing or income but on being treated as whole persons whose recovery requires respect, understanding, and sustained connection.

4.6 Life Experiences of BPEH in Permanent Supportive Housing

Reasons for Exits from Experiences of Homelessness

Chart 4.6a BPEH reasons leading to exit experiences of homelessness (n=199, unprompted, MR)



Almost a third of BPEH respondents (32.7%) credited case management and navigation as a reason for their exits from experiencing homelessness, followed closely by receiving shelter or a transitional path to housing (26.6%).

Narratives on Exits and Escape from Experiencing Homelessness (n=199, unprompted, MR)

- BPEH exits from homelessness most often originate with case management and navigation that provides connection to concrete placements. Many respondents describe being matched to housing by organizations such as shelter and access centers, mental health providers, and community nonprofits. The evidence indicates that effective navigation is the most important connector between eligibility and a signed lease, especially when staff stay engaged from intake to "keys in hand". Shelter and transitional pathways appear as common launch points to permanent housing. Respondents recount stays in shelters, safe parking, and transitional programs where they received assessments, mailing addresses, and step by step help with paperwork. These accounts suggest that interim settings are most effective when they provide document continuity, predictable communication, and direct referral to permanent housing rather than open-ended stays. Other key success stories include:

- **Medical treatment and disability benefits are central to many exits.**
  Respondents link hospital care, ongoing treatment, and access to SSI or SSDI with the financial stability needed to complete housing processes. Such evidence points to the value of health to housing pathways for BPEH where medical providers coordinate with housing teams so that treatment, benefits filing, and unit search move forward together.

- **Employment and income restoration help some respondents convert effort into housing.**
  BPEH describe starting jobs or returning to work and then succeeding when deposit assistance, arrears relief, or fair chance screening addressed credit and savings gaps. These stories indicate that work becomes a reliable pathway when paired with rental navigation that aligns pay stubs, inspections, and move-in funds.

- **Mental health treatment and recovery strengthen stability.**
  BPEH describe counseling, medication, and sobriety programs that helped them show up for appointments and sustain tenancy. These accounts suggest that recovery-tolerant casework and consistent follow-up preserve momentum through short setbacks and reduce the chance of files closing due to missed visits.

- **Vouchers and subsidies appear frequently (including HACLA Section 8, VASH, and Shelter Plus Care), but almost always in combination with navigation, documentation, or treatment support.**
  Stories indicate that a voucher opens a door only when BPEH documents are current, inspections are scheduled, and landlords can be engaged quickly.

- **Family and social support contribute to exits for some respondents.**
  Offers of temporary rooms, child-focused placements, and help from relatives or friends reduce the time between approval and move-in. These accounts show that placements work best when they respect family composition and reunification goals, so BPEH do not have to choose between housing and their children.

- **Self-advocacy and motivation are visible threads in many stories.**
  BPEH respondents describe staying on top of paperwork, calling programs, and insisting on follow through. This pattern suggests that systems should reward persistence with transparent timelines, named points of contact, and clear status updates so that effort translates into progress.

Several mechanisms appear across the stories of BPEH exits. Documentation and verification remain decisive to closing housing deals, which suggests that embedded document recovery teams in shelters and clinics would shorten time to house. Program handoffs work when communication is consistent and when all steps are synchronized to avoid expiration of approvals. Recovery and health care are most effective when appointments and housing steps continue during treatment. Employment converts to housing when rental navigation neutralizes deposit and screening barriers. Together, the stories show that exits accelerate when case management, interim programs, health providers, and housing authorities operate as a single sequence rather than separate systems.

Satisfaction with Life After Experience(s) of Homelessness

Table 4.6b BPEH mean satisfaction with life experiences after experiencing homelessness (n=200, prompted)

BPEH Respondent Segment	Mean (0-10 scale)
All BPEH respondents (n=200)	7.79
Male	7.83
Female	7.79
Additional gender identities	6.67
18-24 years	7.92
25-54 years	7.34
55-64 years	8.11
65+ years	8.51
Single experience of homelessness	7.82
Multiple experiences of homelessness	7.74
No experience of incarceration	7.78
Experience of incarceration	7.80
Did not graduate high school	7.73
High school diploma / G.E.D.	8.11
Some college or trade certificate	7.44
Associate's degree	7.63
Bachelor's or advanced degree	7.83

Evaluating BPEH mean satisfaction with life after placement in permanent supportive housing and exits from experiencing homelessness (0-10 absolute Likert scale, with "0" indicating "no satisfaction at all", and "10" indicating "complete satisfaction"), satisfaction after exiting homelessness averaged 7.8 on a ten-point scale, showing a generally positive outlook among those who had achieved housing stability. Elders (65+) reported the highest mean satisfaction levels, while younger and middle-aged respondents expressed slightly lower levels. Men and women reported similar levels of satisfaction, with differences across education levels and incarceration histories were minimal, suggesting that recovery experiences were broadly shared across groups.

Most BPEH view their post-homelessness experiences with cautious optimism, reflecting gratitude for stability while still acknowledging the challenges that remain in achieving lasting well-being in their lives.

Satisfaction with Permanent Supportive Housing (PSH) Placement

Table 4.6c BPEH mean satisfaction with permanent supportive housing placements (n=200, prompted)

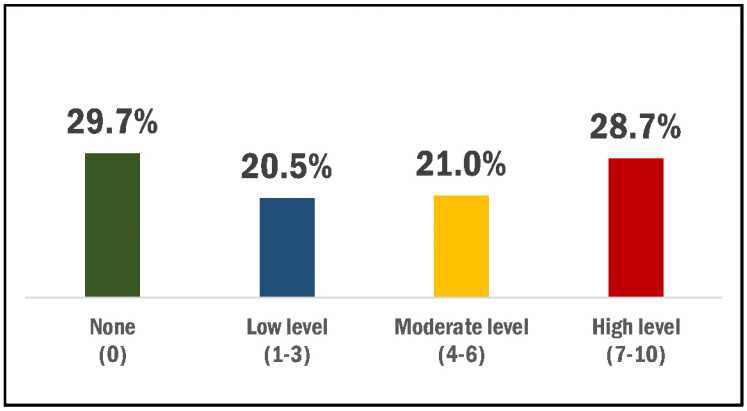
BPEH Respondent Segment	Mean (0-10 scale)
All BPEH respondents (n=200)	7.47
Male	7.60
Female	7.35
Additional gender identities	7.67
18-24 years	7.17
25-54 years	7.08
55-64 years	7.47
65+ years	8.69
Single experience of homelessness	7.54
Multiple experiences of homelessness	7.38
No experience of incarceration	7.52
Experience of incarceration	7.44
Did not graduate high school	8.02
High school diploma / G.E.D.	7.51
Some college or trade certificate	7.30
Associate's degree	6.95
Bachelor's or advanced degree	6.17

BPEH mean satisfaction with life after placement in permanent supportive housing and exits from experiencing homelessness (0-10 absolute Likert scale, with "0" indicating "no satisfaction at all", and "10" indicating "complete satisfaction") averaged 7.5/10.0, indicating generally positive but varied experience of stability and adjustment. Elders (65+) reported particularly high levels of contentment.

Satisfaction remained steady across gender and incarceration history, and those with a single experience of homelessness rated their placements slightly higher than those with repeated episodes. Respondents with less formal education tended to express greater satisfaction levels. Findings suggest that permanent supportive housing is broadly effective in improving temporal well-being, though the depth of satisfaction was dependent on age, housing history, and the perceived quality of support provided after placement.

Experiences of Racism, Bias, and Discrimination After Experience(s) of Homelessness

Chart 4.6d Relative ranges of racism, bias, and/or discrimination experienced by BPEH in PSH (n=195, prompted)



Among BPEH living in permanent supportive housing, experiences of racism, bias, and discrimination remained significant even after exiting homelessness. A slight majority of BPEH respondents reported experience no or low-level racism, bias, and/or discrimination (50.2%)

Although nearly one-third reported no such experiences, close to the same proportion described them as high or very high, showing that systemic and interpersonal bias continues within housing and service environments.

Another 21.0% experience discrimination at low or moderate levels, indicating that for many respondents, inequity persists in subtler but still meaningful forms. Findings reveal that stable housing does not entirely eliminate exposure to racism, bias, or discrimination for BPEH, underscoring the need for continued accountability and equity-focused reforms within supportive housing systems.

Table 4.6e Mean BPEH experience of racism, bias, and/or discrimination encountered after experience(s) of homelessness (n=195, prompted)

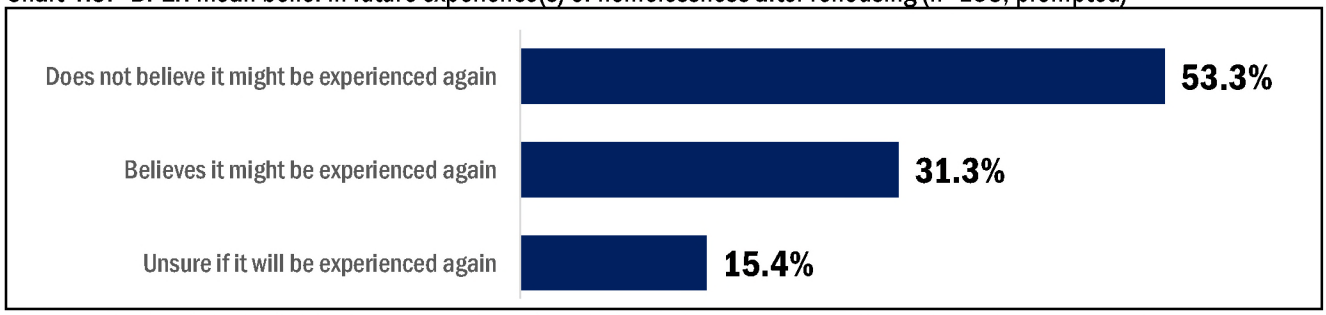
BPEH Experience of Racism, Bias, and/or Discrimination After Homelessness	Mean (0-10 scale)	None (0)	Low level (1-3)	Moderate level (4-6)	High level (7-10)
All BPEH Respondents (n=200)	3.94	29.7%	20.5%	21.0%	28.7%
Male	4.28	27.6%	14.9%	26.4%	31.0%
Female	3.65	31.4%	25.7%	17.1%	25.7%
Additional gender identities	4.67	33.3%	0.0%	0.0%	66.7%
18-24 years	3.00	41.7%	25.0%	8.3%	25.0%
25-54 years	4.76	21.3%	18.1%	23.4%	37.2%
55-64 years	3.30	38.9%	20.4%	20.4%	20.4%
65+ years	3.09	34.3%	25.7%	20.0%	20.0%
Single experience of homelessness	3.95	29.4%	23.5%	17.6%	29.4%
Multiple experiences of homelessness	3.94	30.0%	18.2%	23.6%	28.2%
No experience of incarceration	3.57	34.2%	24.1%	12.7%	29.1%
Experience of incarceration	4.20	26.7%	18.1%	26.7%	28.4%
Did not graduate high school	3.65	38.9%	22.2%	16.7%	22.2%
High school diploma / G.E.D.	4.55	0.0%	50.0%	33.3%	16.7%
Some college or trade certificate	3.62	34.0%	17.0%	22.6%	26.4%
Associate's degree	3.00	27.9%	30.2%	20.9%	20.9%
Bachelor's or advanced degree	4.17	28.0%	14.7%	20.0%	37.3%

Variance in post-housing perceptions of racism, bias, and discrimination between groups of BPEH respondents was moderate. Men reported somewhat higher levels than women, and those identifying with additional genders reported the most severe experiences overall. Middle-aged adults were more likely to encounter discrimination than younger or older respondents, suggesting that active engagement with employment, services, and community institutions may heighten exposure to bias.

Individuals with incarceration histories reported higher discrimination levels than those without, highlighting the compounding effects of both racial and justice involvement stigmas. Even after securing stable housing, many BPEH respondents continue to experience racialized inequities, pointing to the need for stronger anti-bias accountability within supportive housing programs and related service systems.

Belief in Potential for Future Homelessness Experiences After Rehousing

Chart 4.5f BPEH mean belief in future experience(s) of homelessness after rehousing (n=195, prompted)



Just over half (53.3%) of BPEH respondents did not believe they would experience homelessness again, indicating a prevailing sense of stability and confidence in their current housing situation. About one-third believed homelessness might recur, and a smaller group remained uncertain, reflecting ongoing vulnerability and insecurity even after rehousing. These findings suggest that while many respondents feel secure in their progress, a significant minority remain at risk of returning to homelessness due to unstable income, limited support networks, or systemic barriers that threaten long-term housing retention.

Narratives on the Potential for Future Homelessness Experiences (n=195, unprompted, MR)

BPEH respondents express a wide range of views about whether homelessness could happen to them again. Many describe a clear determination to remain housed and explain that stability depends on discipline, consistency, and awareness of the risks that once led to crisis. They talk about budgeting carefully, paying rent before other expenses, and keeping appointments with case workers. For this group, the memory of homelessness has become a kind of instruction. They speak of being stronger and more cautious, describing housing as something earned through vigilance and self-control. They convey pride in having learned how to sustain their personal independence even while recognizing that life can change quickly.

A second group of BPEH respondents speaks from a place of uncertainty, describing their housing situation as fragile and conditional on factors they cannot control. Some mention unstable work hours, the rising cost of rent, or long waits for program renewals. Others note that losing a job, becoming ill, or missing a deadline could unravel their progress. They say they are doing everything right yet remain aware that the system itself can fail. In their context, housing is not a guarantee but a temporary achievement that requires constant attention. This perspective reflects realism rather than hopelessness and highlights how structural limits shape personal security.

A smaller portion of BPEH respondents place their confidence in faith. They credit divine protection, grace, or purpose for their continued stability. Faith, in their view, provides structure and meaning when systems feel uncertain. Some extend this belief to the people who have helped them, describing case managers and outreach workers as instruments of that same providence. For these individuals, spiritual assurance and institutional support are not opposites but complementary sources of strength.

Across all BPEH perspectives on future prospects to experience homelessness again, the most consistent element is attentiveness. Whether respondents describe confidence, doubt, or faith, they share an understanding that housing stability requires continued effort and support. They do not speak as people who believe the danger has passed but as individuals who know that success depends on both personal responsibility and systems that work reliably. These BPEH reflections present a clear insight: recovery from homelessness is not a single event but an ongoing process that relies on trust, diligence, and institutional consistency.

4.7 BPEH Attitudes on City of Los Angeles Policies, Decisions, and Outcomes

Perceptions of City of Los Angeles Leadership Knowledge and Supportiveness

Chart 4.7a BPEH mean perceptions of City of Los Angeles leadership knowledge and supportiveness (n=400, prompted)



BPEH respondents rated City of Los Angeles leadership knowledge and supportiveness toward their needs at levels slightly below the midpoint on a 10-point scale, indicating they are ambivalent to slightly negative in collective views across both measures. Respondents expressed limited confidence that City leaders understand the realities of homelessness within the Black community, and even less that they act decisively to address them. The narrow gap between perceived knowledge and support suggests that awareness alone has not translated into meaningful change. These findings indicate a need for even stronger direct engagement between City leadership and lived-experience communities, greater transparency in policy actions, and visible accountability for progress on racial equity within homelessness response systems.

Chart 4.7b BPEH mean perceptions of City of Los Angeles leadership knowledge and supportiveness for BPEH (n=400, prompted)

BPEH Respondent Segment	City of LA mean knowledge (0-10 scale)	City of LA mean supportiveness (0-10 scale)
All BPEH respondents (N=400)	4.86	4.61
Experiencing homelessness	4.33	4.31
Housed in PSH with prior experience(s)	4.87	5.40
Male	4.92	4.98
Female	4.22	4.72
Additional gender identities	6.00	5.40
18-24 years	5.19	5.38
25-54 years	4.09	4.42
55-64 years	5.10	5.18
65+ years	5.46	5.82
Single experience of homelessness	4.80	4.87
Multiple experiences of homelessness	4.38	4.85
No experience of incarceration	4.46	5.03
Experience of incarceration	4.70	4.75
Did not graduate high school	3.99	4.47
High school diploma / G.E.D.	5.03	5.50
Some college or trade certificate	4.69	4.55
Associate's degree	4.03	4.65
Bachelor's or advanced degree	4.46	4.00

BPEH respondents in permanent supportive housing expressed slightly greater confidence in both measures than individuals continuing to experience homelessness, reflecting improved perspectives when services and outcomes are more visible. Older adults, particularly Elders (65+), reported the highest trust in City understanding and action, while middle-aged respondents were the most skeptical. Differences by education were modest but pointed to lower confidence among those without a diploma and those with advanced degrees, suggesting both limited access and higher expectations.

The findings indicate that most respondents perceive City leaders as only moderately informed and supportive, revealing an ongoing need for deeper leadership engagement, transparency, and demonstrated commitment to racial equity in City homelessness response efforts from a broader range of decision makers.

Narratives on Perceptions of City Leadership Knowledge and Supportiveness (n=372, unprompted, MR)

Many BPEH respondents broadly perceive City leaders as distant from the realities of homelessness, often describing them as visible in speeches or ceremonies but absent from the places where help is most needed. Many respondents noted that political attention peaks during elections or public events, then fades once the spotlight moves elsewhere. This sentiment reflects a widespread belief among BPEH that City decision makers are more concerned with appearances than outcomes. People point to the contrast between growing encampments and new housing construction as evidence that officials may be tracking progress through statistics rather than what people experience.

A large share of B{EH respondents express frustration with what they feel to be indifference from City leadership. They speak of years spent waiting for vouchers or case management while hearing about billions allocated for homelessness. Some mention the influence of upcoming events such as the 2028 Olympic Games and interpret visible cleanups as public relations efforts rather than genuine engagement. Several respondents note that City leaders rarely visit shelters or encampments themselves, leaving decisions to administrators who have never shared their experiences. In their view, empathy cannot be learned from reports alone: it requires walking the streets, seeing the shelters, and speaking directly with residents. BPEH respondent knowledge of recent scandals relating to corruption and missing funds in homelessness services has also detrimentally impacted trust.

There is acknowledgment of improvement under specific leadership figures. Mayor Karen Bass is mentioned by name more than any other leader, often in appreciative tones. BPEH respondents recall her presence at housing sites, community events, and transitional programs, with some attributing their housing placement directly to her direct actions and initiatives. Even among those who remain skeptical of broader government leadership performance, Bass is seen as personally invested and willing to act. This distinction between individual and institutional leadership underscores how much trust depends on visibility and proximity. A smaller number of BPEH express confidence in City leadership overall. These respondents tend to highlight personal success stories, rapid placement experiences, or positive interactions with outreach staff. They describe programs that moved efficiently, case workers who followed through, and a sense that recent changes have made real difference. Their optimism is measured but sincere, suggesting that responsiveness and transparency can transform public perception even within deeply skeptical communities.

Other BPEH describe their relationships with City-funded programs as uneven. They credit organizations such as HOPICS, Housing Works, and DMH for practical assistance while doubting whether the City itself understands what those programs confront daily. Several respondents report being shuffled between agencies or navigating paperwork for months without response. They question whether leaders appreciate how exhausting these processes can be for people already coping with trauma, illness, or poverty. For many, the issue is not that leaders fail to care but that systems in the City make caring ineffective.

Across all viewpoints, a recurring theme is the desire for connection. BPEH want to be seen and heard by those who make decisions about their lives. They emphasize that understanding homelessness requires more than data or reports, but requires conversation, observation, and humility. They urge leaders to visit shelters without press or cameras, to walk Skid Row without an entourage, and to speak with them not as subjects of policy but as humans. The clearest message is that support from City leaders is not measured by speeches or spending but by presence and respect.

Perceptions of Equity in Decisions Affecting the City of Los Angeles Black Community

Chart 4.7c BPEH mean perceptions in equity of planning decisions on how land, facilities, and resources serve the City of Los Angeles Black community (n=400, prompted)



50.1% of BPEH respondents reported that they do not believe decisions made by the City of Los Angeles are equitable, while only one in four expressed confidence that decisions are fair. Nearly as many were uncertain, reflecting widespread skepticism and limited transparency in how equity considerations are applied. These findings suggest that many BPEH respondents perceive City actions as inconsistent with equity commitments, underscoring the need for clearer communication, shared accountability, and visible inclusion of Black voices in decision-making processes related to homelessness policy and resource allocation.

Chart 4.7d BPEH perceptions of equity in planning decisions on how land, facilities, and resources serving the Black community in City of Los Angeles overall (n=400, prompted)

BPEH Respondent Segment	No Belief in Equity of Decisions ("NO")	Believes in Equity of Decisions ("YES")	Unsure of Equity in Decisions ("UNSURE")
All BPEH respondents (N=400)	51.1%	25.3%	24.5%
Experiencing homelessness	48.6%	29.4%	22.0%
Housed in PSH with prior experience(s)	51.6%	21.5%	26.9%
Male	46.0%	28.0%	25.9%
Female	55.6%	21.3%	23.1%
Additional gender identities	20.0%	60.0%	20.0%
18-24 years	33.3%	44.4%	22.2%
25-54 years	52.0%	23.5%	24.5%
55-64 years	51.6%	29.7%	18.7%
65+ years	46.3%	18.5%	35.2%
Single experience of homelessness	52.5%	24.2%	23.2%
Multiple experiences of homelessness	47.3%	26.7%	26.1%
No experience of incarceration	51.4%	25.7%	22.9%
Experience of incarceration	49.3%	25.1%	25.6%
Did not graduate high school	47.0%	27.3%	25.8%
High school diploma / G.E.D.	41.5%	29.6%	28.9%
Some college or trade certificate	53.8%	21.2%	25.0%
Associate's degree	62.9%	22.9%	14.3%
Bachelor's or advanced degree	73.9%	17.4%	8.7%

Among BPEH respondent segments, skepticism was especially pronounced among women and respondents with higher levels of education, suggesting that greater system exposure and awareness may heighten perceptions of inequity. Younger adults showed the most optimism, with nearly half expressing belief in decision equity, while older adults and those with permanent supportive housing experience were more doubtful.

Differences by incarceration history and homelessness frequency were minimal, indicating that distrust in local decision-making is widespread across many life circumstances. Overall, the findings reveal that confidence in the City's equity commitments remains limited, signaling the need for more transparent, inclusive, and accountable decision-making processes that actively involve those most affected.

Narratives on Perceptions of Equity in City Planning Serving the Black Community (n=372, unprompted, MR)

BPEH respondents describe planning in the City of Los Angeles as a process that feels distant, opaque, and often indifferent to the conditions of Black communities. Many say that major development projects appear designed for others while long-established neighborhoods continue to decline. They recall losing family homes through freeway construction, eminent domain, or rent increases that followed redevelopment nearby. Some speak of watching entire streets rebuilt with luxury apartments and retail spaces that displaced the residents who once lived there. To them, planning has become a word that signals exclusion and a reminder that alleged renewal often happens without them.

BPEH frequently connect inequity in planning to what they see and experience in their surroundings. They describe cracked sidewalks, littered lots, and neglected parks in Black neighborhoods compared to the cleaner and more maintained areas elsewhere in the City. Several respondents say they can measure the City's priorities by simply traveling from one district to another. Others express frustration that liquor stores and fast-food restaurants are common in their neighborhoods while grocery stores, playgrounds, and community centers are rare. These patterns are not seen as accidents, but outcomes of decisions that shape where public investment flows and where it does not.

Many BPEH respondents describe the absence of genuine participation as a defining feature of planning. They recall public meetings that felt ceremonial, with decisions made before residents arrived. Some mention that notices for hearings were difficult to find or posted after plans were already underway. Others say that their comments were acknowledged but ignored, leaving the impression that consultation is a procedural requirement rather than a source of insight. This lack of inclusion deepens mistrust and reinforces the idea that planning in Los Angeles is guided by developers and political interests rather than by community priorities.

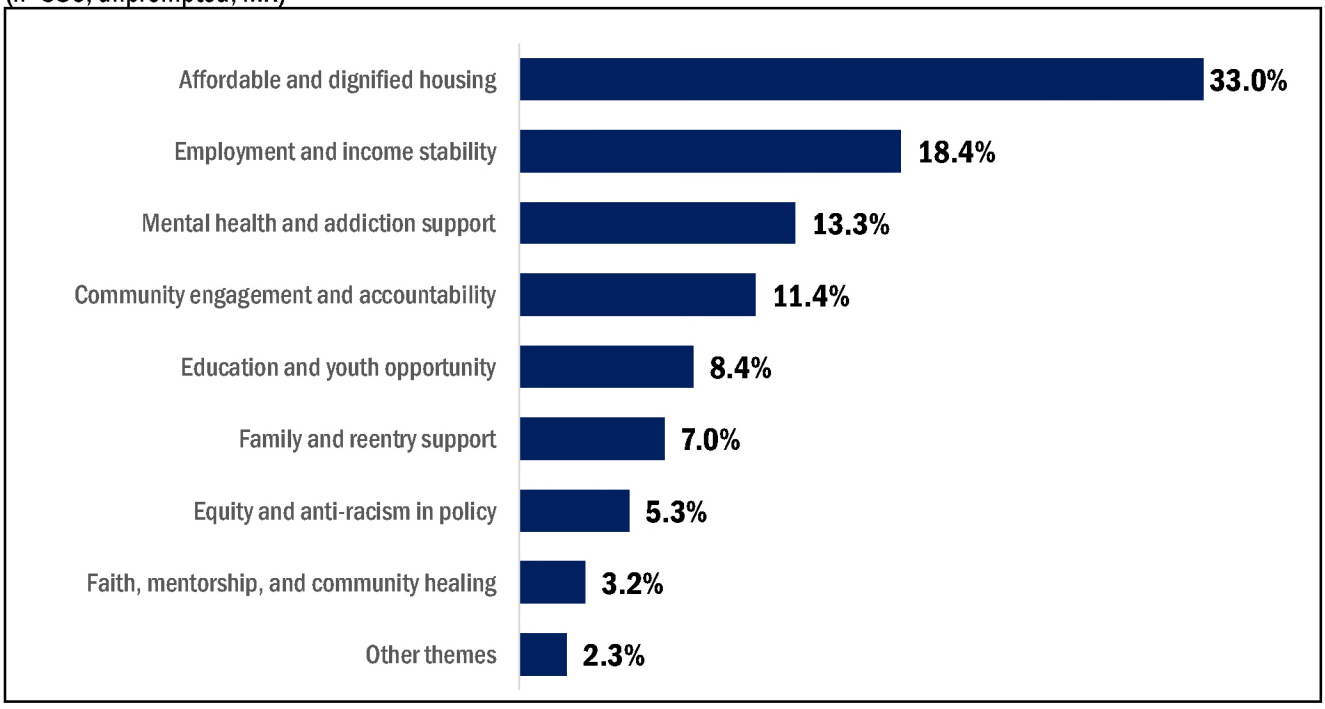
Economic exclusion appears throughout BPEH accounts, as respondents reported being priced out of neighborhoods where their families have lived for generations. They describe seeing rents double, friends forced to move, and new construction aimed at higher-income tenants. Some connect these experiences to a longer history of displacement, linking today's gentrification to earlier patterns of redlining, freeway expansion, and disinvestment. These memories

give weight to the belief that city planning continues to reproduce inequality through design and zoning choices that consistently favor growth over stability.

A smaller number of BPEH respondents recognize positive changes, mentioning new affordable housing, updated parks, and infrastructure that has enhanced some neighborhoods. A few attribute these developments to recent leadership or programs that focus on equity. Yet even in these accounts, skepticism remains about who ultimately benefits. Many respondents believe that improvements tend to follow market opportunities rather than community needs, with visible upgrades concentrated in areas that attract new or wealthier residents and international attention.

BPEH respondents did not regard planning as an abstract discipline, but as a daily force that determines where people can or can't live and what quality of life they can expect. Respondents describe inequity as a physical reality expressed through the built environment, where some areas receive care and others are allowed to decay. They argue that genuine equity in city planning would begin with consistent listening, transparent decision making, and equal investment in all communities. For many, fairness and equity means more than adding development projects in Black neighborhoods: it means ensuring that development strengthens the people who already live there and honors the history that those communities represent.

Recommendations to Prevent More Black People from Experiencing Homelessness
Chart 4.7e BPEH mentions of City of Los Angeles preventative measures to prevent homelessness (n=380, unprompted, MR)



33.3% of BPEH respondents emphasized the need for affordable and dignified housing, identifying it as the foundation for stability and recovery. Employment and income stability followed as the next most cited priority, underscoring the importance of economic security in sustaining housing and independence. Mental health and addiction support ranked third, closely linked to calls for better coordination between care systems. Respondents also stressed the need for community engagement, accountability, and youth opportunity, reflecting a desire for systemic change that builds inclusion and prevention rather than crisis response. Fewer respondents mentioned equity policy, reentry support, or forms of participation and healing, but these perspectives highlight that true progress requires both material stability and social trust.

Narratives on Preventing Homelessness in the Black Community (n=380, unprompted, MR)

BPEH respondents presented a wide-ranging and deeply grounded vision for prevention that blends practical needs with moral appeals for justice. The most common call is for the City to expand truly affordable and dignified housing, not temporary beds or converted facilities. Many say new developments are being built but remain unaffordable or unoccupied, leaving people to wonder why public investments fail to translate into real access. Several respondents stress that quality matters as much as quantity. They want housing that feels safe, clean, and permanent, rather than short-term placements that recycle people through shelters.

Employment and income stability appear throughout BPEH narratives as parallel necessities. Respondents describe the need for better paying jobs, more training opportunities, and stronger support for those with criminal records. Some link unemployment directly to homelessness prevention, arguing that without addressing the city's unequal job market, even well-intentioned housing initiatives will fall short. A recurring suggestion is to connect housing and work through co-located housing and job sites, reflecting a desire for systems that build independence rather than dependency.

Many BPEH respondents highlight mental health, addiction recovery, and trauma-informed care as essential elements of prevention. They note that untreated mental illness and addiction make it difficult for individuals to stay housed or navigate the complexity of public programs. Calls for culturally competent and community-based mental health care are particularly strong. Respondents emphasize that these supports must be proactive rather than punitive—helping people before crises escalate or families separate.

Education emerges as another cornerstone of prevention. Several BPEH respondents point to the long-term effects of underfunded schools, lack of financial literacy, and the absence of vocational pathways for young people. They urge the City to begin earlier by investing in schools, job training, and mentorship that help children and adolescents envision stable futures. In this framing, homelessness prevention starts not at eviction but in childhood, through education, family support, and equitable opportunity.

Community engagement is also viewed as a major gap in the City's prevention efforts. BPEH respondents repeatedly ask officials to listen more directly to residents and visit shelters, talk to tenants, and ask communities what they need rather than designing programs from a distance. Many note that outreach is often bureaucratic or filtered through agencies that do not reflect or understand the communities they serve. Some express frustration with the "gatekeepers" in nonprofit systems who manage resources without accountability. Others suggest that the City must rebuild trust by hiring more Black case workers, increasing visibility in Black neighborhoods, and creating resource centers run by community members themselves.

Underlying many comments is a sense of inequity and exhaustion. Respondents describe seeing new developments rise across Los Angeles while Black residents remain overrepresented among those experiencing homelessness. Some explicitly compare services in predominantly white or affluent neighborhoods, such as Culver City or the Westside, to the lack of attention in South Los Angeles. Others argue that until racial equity becomes a measurable and enforced priority in funding and planning, the same patterns will continue.

A number of BPEH respondents also connect prevention to family preservation and justice system reform. They point to policies that separate children from parents during eviction or penalize people with records long after their sentences end. For these respondents, homelessness is the outcome of intersecting failures—housing, employment, policing, and family services—that reinforce disadvantage rather than repair it. They advocate for more compassionate systems that recognize human growth and second chances.

While a few BPEH respondents express cynicism that the City of Los Angeles will never change, most retain hope that better leadership, stronger partnerships, and more inclusive planning could transform outcomes. They call on leaders, especially the Mayor, to visit their communities, acknowledge what is not working, and invest directly in people, not just projects. Their collective message is clear: prevention requires respect, consistency, and equal access to opportunity—not temporary fixes or symbolic gestures.

Messages at Interview Completion (n=380, unprompted, MR)

At the conclusion of each of the 400 BPEH interviews, respondents were invited to share any additional thoughts or messages that they wished City leaders to receive from them directly as people with vital lived experiences. The following summaries presents the major themes that emerged from these closing reflections, highlighting the experiences, priorities, and expectations that BPEH respondents most wanted City of Los Angeles leaders and the community at large to read, hear, and understand.

Safety and Respect (31.5%)

BPEH respondents emphasize that personal safety remains the most fundamental concern for people experiencing homelessness. They describe constant exposure to violence, theft, and harassment, both from other residents and at times from law enforcement or private security. Many explain that shelters and encampments often fail to provide security or privacy, leaving individuals, especially women and elders, vulnerable. Others say that staff behavior can deepen a sense of danger when interactions are dismissive or aggressive. For these respondents, prevention and recovery depend on feeling physically safe and emotionally respected. Safety is understood as the baseline requirement for any effective program or housing intervention.

Dignity and Humanity (25.8%)

Many BPEH respondents ask the City to remember that people experiencing homelessness are human beings who deserve respect and empathy. They speak of being treated as generic numbers, ignored in public, or spoken to as though they are incapable of change. Several describe feeling invisible or disposable in systems that move people from place to place without genuine attention to their wellbeing. Respondents argue that dignity must be built into every stage of service delivery, from intake to case closure. They want staff who look them in the eye, call them by name, and listen without judgment. Restoring dignity, they say, is inseparable from rebuilding hope.

Leadership Accountability and Political Action (21.0%)

BPEH respondents direct significant criticism toward elected officials and senior administrators, expressing frustration that City and County leaders announce plans without following through. Some point to repeated reorganizations, pilot programs, and press conferences that yield little visible improvement. Others note that coordination between agencies remains inconsistent, creating confusion and duplication. A smaller group calls for transparency in spending, asking for public reports that show where funds go and what outcomes they produce. For these respondents, credible leadership is judged not by intention but by consistency and visible results.

Systemic Racism and Inequity (15.5%)

BPEH respondents identify structural racism as a central cause of homelessness among Black Angelenos. They connect the current crisis to historical patterns of redlining, disinvestment, and unequal access to education and employment. Several note that Black residents are overrepresented in homelessness because they are underrepresented in ownership, lending, and hiring. Others describe bias in services themselves, where staff attitudes or eligibility rules appear to disadvantage Black participants. Many say that equity cannot remain a slogan; it must become measurable through outcomes. They call for data transparency, accountability for disparities, and leadership that names and confronts racism directly.

Program Design and System Navigation (14.8%)

BPEH respondents describe homelessness programs as overly complex, fragmented, and slow. They recount experiences of filling out multiple applications for similar services, waiting months for responses, or being transferred between agencies that fail to share information. Some note that communication breakdowns between LAHSA, HACLA, and nonprofit providers leave participants uncertain of their status. Others say that program criteria are too rigid, excluding people who work part-time, live in vehicles, or lack identification. Respondents propose simpler systems with direct case management, clear contact points, and automatic renewal of benefits to prevent lapses that lead to renewed homelessness.

Mental Health and Well-Being (10.3%)

BPEH respondents linked homelessness to untreated and unaddressed trauma, depression, and addiction. They emphasize that recovery requires patience and stability rather than punishment or time limits. Many describe being removed from programs after relapse or hospitalization, which restarts the cycle of instability. Others express gratitude for staff who provided consistent encouragement during recovery. They argue that programs must integrate therapy,

peer support, and community healing to help participants rebuild emotional balance. Healing, they explain, is not secondary to housing but a condition for sustaining it.

Economic Opportunity and Stability (9.0%)

BPEH respondents described employment as both the key to prevention and the missing piece of most programs. They say that job readiness workshops are common, but real job placements are rare. Some report being unable to pass background checks or meet formal education requirements, while others say that low-wage work cannot support rent or life in Los Angeles. Several call for targeted hiring within City departments and contracts that prioritize people with lived experience of homelessness. They emphasize that lasting stability requires a clear path from temporary support to independent income.

Hope and Community Renewal (7.3%)

Amid frustration, BPEH respondents also express hope that the City can do better. They describe moments when programs worked as intended, when staff were compassionate, and when housing placements succeeded. These experiences inspire optimism that coordinated effort and genuine accountability can lead to transformation. Many respondents frame this hope as collective rather than individual. They speak of the need for unity within the Black community, faith-based engagement, and mentorship that restores pride and purpose. For them, rebuilding community is as important as rebuilding housing.

5. BPEH Identity-Based Focus Group Findings

5.1 Executive Summary

BPEH IDENTITY-BASED FOCUS GROUPS:

- Justice Involved Individuals
- Veterans of the Armed Forces
- People with Disabilities
- Elders (65+)
- Young Adults (18 to 25)
- Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex (LGBTQI+)

A series of 6, two-hour focus groups were convened across December 2024 as the first stage of lived experience research to inform the Racial Equity Audit. Recruitment was assisted by community-based organizations serving BPEH who were anticipated to have additional, intersectional vulnerabilities in experiencing homelessness in the City of Los Angeles. Collectively, the N=43 focus group participants identified persistent experiences of systemic inequities, inadequate services, and structural barriers perpetuating homelessness, while also proposing actionable solutions for the City and other stakeholders.

Racism and bias was a recurring theme across groups, influencing perceptions of public agencies, housing providers, and services. Participants uniformly criticized many departments of the City of Los Angeles and County of Los Angeles for information asymmetries, inefficiencies, lack of cultural or situational competency, and fragmentation of services. Trust in public systems was further eroded by inadequate follow-through, alleged discrimination, and overburdened programs. Compounding challenges were environmental inequities, such as concentrations of poverty and unsafe neighborhoods, in part perpetuated by systemic biases in planning decisions. Despite challenges, participants universally expressed hope for equity-centered reform from the City and other government agencies, including improved service integration, housing tailored for specific needs, and competent outreach. Their recommendations underscore the importance of addressing systemic racism, focusing support services, and to empower communities to navigate and influence policy decisions. The findings emphasize the urgency of interventions to dismantle systemic barriers and create sustainable solutions for BPEH.

Table 5.1 Global Recommendations from BPEH Identity-Based Focus Groups

1. **Enhance Information and Access to Services**
   Improve information dissemination and strengthen inter-agency coordination for services affecting all intersectional groups experiencing homelessness within the Black community. Develop and deploy novel strategies to increase and ensure coverage among all segments of the population of BPEH.
2. **Improve the Efficiency of Governmental Systems and Processes**
   Undertake inter- and intra-agency efforts to reduce duplication and enhance information sharing, to reduce delays in service delivery, enhance outcomes for individuals, and ensure that potential for additional harm or suffering to individuals awaiting service provision is minimized or eliminated.
3. **Expand Tailored Housing Solutions**
   Develop and maintain safe, culturally responsive interim and transitional housing, prioritize permanent solutions, and address systemic inequities and reports of discrimination and bias in housing placements; reduce the clustering of housing sites and expand opportunities to break cycles of geographic disparity to reduce exposure to poverty, disorder, and crime, as well as enhance opportunities for change and future success for BPEH.
4. **Increase Situational and Cultural Competence and Eliminate Bias**
   Train service providers to address implicit biases and alleged discriminatory practices amongst service staff to improve outreach for underserved segments within the Black community that are experiencing homelessness that are facing distinctive experiences of bias and discrimination in addition to racial identity.
5. **Integrate Support Services**
   Co-locate mental health, substance use disorder treatment and recovery, and employment services within a broader range of housing programs delivering services to the Black community and its diverse segments.
6. **Promote Community Engagement and Acceptance**
   Scale peer support and mentorship programs involving Black people with lived experience from identity segments to build trust and foster resilience within impacted populations, as well as communicating to the greater community of Angelenos that compassion and empathy to direct equitably funded, quality services to Black people experiencing homelessness of all identity segments is paramount - if the City of Los Angeles is to succeed in effectively reducing and eliminating its disproportionate cycle of Black homelessness once and for all.

5.2 BPEH Justice Involved Focus Group Findings

5.2.1 Shared Experiences from the BPEH Justice Involved Focus Group

Justice Involved BPEH Have Experience of Compounded Racism, Discrimination, and Community Isolation

Ongoing encounters with racial bias in daily interactions and in access to services are reinforced by law enforcement encounters that are viewed to be procedurally unfair. Justice involved BPEH experience serious frustration in attempting to overcome community stereotypes that prevent equitable treatment on City streets, access to job opportunities, and housing stability. Justice involved individuals feel abandoned by the City and the broader systems of justice and care, resulting in feelings of marginalization. Many did not want to return to former neighborhoods due to fear of exposure to criminal activity, perceived experiences of being "positioned to reoffend", and/or procedurally unfair treatment by the LAPD.

Significant Gaps Exist in Government and Nonprofit Systems and Programs for Transitional Support After Incarceration for BPEH

Black justice involved individuals face substantial difficulty in finding housing and employment upon release from incarceration or detention, leading to homelessness due to a lack of structure or process addressing this population's distinctive challenges and needs, including a lack of pre-release planning to connect individuals with resources such as housing or job opportunities. There is overreliance on specialized nonprofit organizations for navigation to access government support, such as housing vouchers, getting identity cards and documentation, and connection with financial support.

Information Barriers Slowing Access to Resources for Justice Involved BPEH are Strong

The population has limited awareness or understanding of City agencies and programs involving LAHD, EWDD, or LAHSA. Much of the Information was identified as confusing and not readily available from City departments and programs, with a general lack of communication to the justice involved about the assistance they can access. Justice involved BPEH face challenges navigating systems, particularly housing or employment support, and a disconnect between what City services offer and the realities of their lives.

Support for Justice Involved BPEH Mental Health and Substance Use Challenges Are Not Sufficient

Mental health struggles are exacerbated by incarceration and homelessness, often left untreated, leading to further individual harm and suffering for the justice involved. The prevalence of substance abuse, especially among those in unstable housing, contributes to cyclical challenges among the justice involved. A high proportion of Black and other justice involved individuals are caught in a permanent cycle of use, incarceration, and homelessness.

5.2.2 Key Recommendations from the BPEH Justice Involved Focus Group

1. **Strengthen Pre-Release Support**
   - Implement robust pre-parole/release planning programs in jails and prisons to provide clear pathways to housing, jobs, and mental health resources before release, to proactively prevent Black, justice involved homelessness in the City of Los Angeles.
   - Ensure that necessary documentation for access to programs, such as identification, Social Security cards, and other related needs are ready for all justice involved individuals prior to release into the Los Angeles community.
2. **Increase Resource Accessibility and Awareness**
   - Develop more visible and user-friendly ways to share information about City programs, such as community resource centers or mobile outreach teams.
   - Streamline processes for accessing Section 8 housing, job training, and mental health services for Black justice involved individuals.
   - Make information accessible in shelters, transitional housing, and carceral facilities, such as jails and prisons.
3. **Expand Housing Programs**
   - Invest in more transitional and permanent housing solutions for Black justice involved individuals, including partnerships with successful justice involved-serving nonprofits.
   - Establish specific case management programs to support Black justice involved individuals in maintaining housing and managing transitions effectively.
4. **Focus on Mental Health and Addiction Services**
   - Ensure the provision and parity of access to comprehensive mental health and addiction recovery programs both during and after incarceration.
5. **Improve Community Engagement and Acceptance**
   - Appoint case managers from key City agencies to engage directly with locations and communities serving Black justice involved individuals, gather feedback, and provide improved, tailored services to meet needs.
   - Create opportunities for justice involved individuals to have a voice in City planning and decision-making processes intersecting homelessness and reentry services.
6. **Combat Bias Across Systems and Communities**
   - Direct training so agency staff and service providers recognize and eliminate implicit bias in delivering services to Black justice involved individuals.
   - Develop programs to foster respect and understanding between providers and community stakeholders from impacted communities where a high density of Black, justice involved people are clustered in housing.

5.3 BPEH Veterans Focus Group Findings

5.3.1 Shared Experiences from the BPEH Veterans Focus Group

Systemic Barriers and Complex Patters of Discrimination Persist for Black Veterans

Black veterans often face systemic discrimination in accessing housing and services in comparison to veterans of other identities, with stereotypes about drug use or criminality from law enforcement and others often exacerbating their struggles. Delays and inequities in receiving housing services compared to non-Black veterans were repeatedly highlighted, indicating perceptions of overt bias and discrimination. Many Black veterans struggle to find stable employment after military service, especially those trained and specialized in combat roles or modes of service (MOS) that are not easily transferable to civilian application.

Equitable and Open Access to Information for BPEH Veterans About Programs and Resources Remains a Problem

Information about available programs and resources is not adequately disseminated from City agencies and partner entities to Black veterans experiencing homelessness. Many Black veterans learned about services only through chance encounters with peers after significant experiences of homelessness, often leading to additional periods of preventable harm and suffering.

BPEH Veterans Face Cultural Stigma and Isolation, Exacerbated by Inadequate Mental Health and Substance Abuse Support

Overt stigma around homelessness across the City of Los Angeles, compounded by racial and veteran identities, creates additional barriers to regain housing and stability, with many Black veterans feeling excluded from community support systems for people experiencing homelessness, even in predominantly Black neighborhoods of the City. Comprehensive mental health and substance use disorder services and treatment tailored for Black veterans is a critical, unmet need, as services were described as insufficient or difficult to access for this community.

City and County Agencies Are Not Sufficiently Coordinated with the Ecosystem of the Department of Veterans Affairs

The Department of Veterans Affairs (VA) and local service providers often failed to integrate effectively with entities like the City and County of Los Angeles, leaving Black veterans to navigate complex systems on their own. Case managers from City-aligned service providers were described as overburdened and unable to provide timely, consistent support for BPEH Veterans.

5.3.2 Key Recommendations from the BPEH Veterans Focus Group

1. **Improve Information Sharing**
   - Create centralized resources and outreach initiatives to inform Black veterans of available services, such as housing programs, workforce development, and mental health support.
   - Disseminate accurate and timely resource information for Black veterans equally across VA facilities, shelters, and community centers across the City of Los Angeles.

2. **Enhance Interagency Coordination**
   - Strengthen partnerships between the VA, Los Angeles Homeless Services Authority (LAHSA), the City of Los Angeles, and community-based organizations to streamline access and reduce duplicative processes that prolong harm and suffering.
   - Integrate service delivery to include housing, healthcare, and employment support under a unified framework to serve Black veterans in the City of Los Angeles.

3. **Actively Address Discrimination and Bias**
   - Train service providers to address implicit bias and improve competency in serving the needs of veterans.
   - Actively monitor and evaluate programs within the City to ensure equitable treatment and outcomes for veterans.

4. **Expand Economic and Workforce Opportunities**
   - Increase job training and placement programs targeted at Black veterans, particularly for those with non-transferable military skills, offering improved workforce development in trades and skilled labor to veterans to help close this gap.
   - Partner with employers, unions, and trade organizations to facilitate Black veteran entry into skilled labor positions that create stable career opportunities.

5. **Develop and Expand Models Providing Enhanced Support**
   - Provide more temporary and permanent supportive housing within the City that can deliver what Black veterans need, with integrated mental health and substance abuse services.
   - Encourage mentorship and peer support programs within the City where Black veterans can guide fellow service members in navigating resources, overcoming systemic barriers, and supporting more complex life and health challenges.
   - Foster community involvement across the City of Los Angeles by raising awareness and encouraging public support and understanding for Black veterans experiencing homelessness.

5.4 BPEH People with Disabilities Focus Group Findings

5.4.1 Shared Experiences from the BPEH People with Disabilities Focus Group

Substantive Inconsistencies to Shelter / Interim Housing Service Delivery and System Retention

Shelters and other interim housing were reported to not be fully compliant in access to serve BPEH with disabilities. Some shelters were reported to mix individuals with often conflicting needs that endangered the safety or functioning of BPEH with disabilities, sustaining discomfort and tension for all. Common concerns were shared about turnover and inefficiency in case management from LAHSA, leading to frequent feelings of abandonment and distrust in local government.

Consistent Perceptions of Misdirection and Mistreatment from Service Encounters

Frequent incidents were reported of being provided with incorrect information or experiencing a lack of follow-through from case managers and staff serving across agencies, including LAHSA, which negatively impacted ability to access or sustain suitable housing. Experiences of racism and discrimination were highlighted, both within and outside of service systems, contributing to further marginalization of Black people with disabilities.

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5.4.2 Key Recommendations from the BPEH People with Disabilities Focus Group

1. **Improved Shelter and Service Design for Specialized Disability Needs**
   - Create more shelters and interim housing that serves specialized needs, such as mental health crisis, physical disabilities, and substance disorder recovery instead of building generic shelters that serve everyone poorly.
   - Ensure that shelters are safe, comfortable, and compliant with disability requirements, with appropriate staffing and case workers who are well-trained and empathetic to people with different mental and physical health needs.

2. **Develop Expanded Housing and Rent Solutions**
   - Increase the availability of affordable housing and implement stricter rent control measures, especially for service to people with disabilities.
   - Provide housing vouchers with more flexibility and faster processing times for people with disabilities, to ensure they don't experience further, compounded declines in health or well-being.

3. **Strengthen Disability Service Quality and Urgency with Staff**
   - Improve the accountability and reliability of agencies, such LAHSA and their service providers, by providing training for situational awareness of urgency in disability needs with case workers and staff, reducing turnover, and ensuring (auditing) that staff follow-up on clients and follow-through on service promises in a consistent manner.
   - Develop peer support initiatives that connect Black people with disabilities who have successfully navigated homelessness with those currently experiencing it.

4. **Targeted Education and Outreach**
   - Promote access to education and job training programs that help Black people with disabilities gain skills and employment that match their self-assessed capabilities, whenever possible.
   - Enhance the visibility of available resources through advertisements, billboards, and community outreach.

5.5 BPEH Elders (65+) Focus Group Findings

5.5.1 Shared Experiences from the BPEH Veterans Focus Group

Diminished Access to Services and Technologies Disproportionately Impacts Elders, with Many Experiencing Homelessness for the First Time

Age definitively compounded difficulties for BPEH Elders to find stable housing, employment, and assistance from agencies and nonprofit service providers. Some identified gaps in accessing services and information due to a personal lack of skills in digital access and newer, remote communications technologies. Multiple BPEH Elders identified they were experiencing homelessness for the first time due to eviction from stable. long-term housing, the high costs of living in the City, and fixed incomes, despite reliable employment for most of their lives and no prior experience of other vulnerabilities.

Consistency of Longitudinal and Current Experiences of Racism, Bias, and Discrimination in the City

BPEH Elders reported persistent racism and discrimination in the City, sharing historic and recent instances of being overlooked due to race in housing, employment, and services for people experiencing homelessness. Elders experienced difficulty in obtaining referrals and encountered significant red tape in navigating services with LAHSA, HACLA, and a wide range of public agencies. BPEH Elders reported a lack of personalized support or empathy for their situations, many receiving treatment from case managers that did not address their needs, citing favoritism to other clients, and an absence of culturally sensitivity in service.

Mental and Physical Health Impacts of Homelessness Experiences on Elders Are Pronounced

BPEH Elders reported facing frequent delays and dismissive attitudes across public health and clinical settings. Many Elders reported frequent encounters with individuals experiencing untreated mental health crises in shared living spaces and public housing in the City of Los Angeles, enhancing fear, heightening anxiety, and reducing overall well-being. BPEH Elders also reported experiencing new vulnerabilities, both physical and mental, as a direct result of their experiences of homelessness in the City.

Elders Faced with Extreme Levels of Economic Vulnerability

Factors like the death of a spouse, inadequate retirement savings against disproportionate increases in inflation and the cost of living, or having served as an unpaid, full-time caregiver for other family members imploded financial stability of Elders and often triggered a cascade of events into experiences of homelessness. Gentrification and displacement were a contributing factor leading to BPEH Elder homelessness, with significant rent increases and alleged landlord harassment for personal gains often leading to evictions.

5.5.2 Key Recommendations from the BPEH Elders (65+) Focus Group

1. **Address Structural Discrimination**
   Strengthen tenant protections and laws against discriminatory practices in housing and create stricter oversight on evictions involving BPEH inclusively among all Elders. Fund more traditional safety nets for Black Elders who are not part of the current workforce, to prevent them from facing homelessness due to inflation and cost of living increases in the City of Los Angeles. Expand the availability of safe and clean subsidized housing to specifically serve Black Elders. Mandate anti-bias training for service providers and landlords to address implicit biases, especially those with alleged biases and discriminatory histories relating to Black Elders.

2. **Enhance Service Quality and Accessibility**
   Reduce bureaucracy and provide streamlined interface among agencies to make accessing housing and services less burdensome for BPEH Elders in the City of Los Angeles. Integrate City and County program interface, with focus of human centered processes to be placed on outcomes for individuals over maintaining Agency or Department channel separation. Ensure provision of culturally competent and empathetic service providers, including hire of mature-age Black staff with lived experiences of homelessness to help to serve BPEH Elders.

3. **Improve Health and Mental Health Service Strategies**
   Co-locate and integrate housing and health services for Black Elders, ensuring access to physical and mental health resources, similar to the approach at Residential Care Facilities for the Elderly (RCFEs) that successfully serve a broader cross-section of the population. Provide preventative education and enhance resources to further reduce clinic- and hospital-acquired illnesses in the City, further assuring service quality and wellness for BPEH Elders.

4. **Community Engagement**
   Facilitate and advocate for the expansion of programs where those with lived experience can mentor other Black Elders navigating out of homelessness. Promote the involvement of BPEH Elders with lived experiences as community representatives in policy decisions affecting housing and homelessness for Black Elders.

5.6 BPEH Young Adult (18 to 25) Focus Group Findings

5.6.1 Shared Experiences from the BPEH Young Adult (18 to 25) Focus Group

Insufficient Resources and Deficits in Services are Underserving Core Survival Needs of BPEH Young Adults

Transition-age young adults, especially those aging out of foster care, reported facing early exposure to drugs, violence, and exploitation without sufficient safety nets. Programs often lacked focused interventions that addressed unique challenges like family conflict, trauma, or the transition to independence. Deficits in homelessness resources for BPEH Young Adults and their new families are prevalent, especially for those aging out of foster care. Many participants shared broken promises made by public agencies for permanent housing or employment being parlayed into temporary or ineffective outcomes that put them in further risk and harm.

Strong Perceptions of Being Housed to Realize Lives of Extended Vulnerabilities

Housing placements for BPEH Young Adults were often concentrated in unsafe neighborhoods or environments that enhanced their vulnerabilities. This included housing adjacent to high crime and drug-use areas or alongside individuals with severe behavioral and/or mental health challenges housed without adequate support. Participants felt confronted and endangered by a lack of specialized support for others dealing with crises in trauma, mental illness, or substance use in housing placements. The stigma and conditions of Section 8 and other public housing made participants feel confined to a life without opportunity due to perceived discrimination.

Services and Resources are Inadequately Advertised or Designed to Serve the BPEH Young Adult Population

Many BPEH Young Adults have no familiarity or information regarding key services like LAHSA, HACLA, and EWDD, or found them difficult to connect with and navigate. Young Adults frequently cited experiences of being shuffled around and between shelters, receiving incomplete or poor information, and feeling neglected when contacting public services for information like 211 and transitional housing providers. Significant challenges were identified for Young Adult Black families were reported, especially for single mothers and youth aging out of foster care, with limited distinctive options for stable housing addressing even a reasonable portion of their needs.

Discrimination and Broken Systems Create Permanent Barriers for Young Adult Recovery or Success

BPEH Young Adults viewed systemic racism in housing and social services, including unequal treatment of Black families and individuals compared to other racial groups. Most participants experienced frequent bureaucratic hurdles and limited follow-through, leading to a strong distrust of local government.
Black neighborhoods where Young Adults were frequently placed were described as neglected, with an overconcentration of liquor stores and a lack of amenities like parks and grocery stores. Participants believed that City planning decisions reflected systemic biases and reinforced racial inequities in Los Angeles.

5.6.2 Key Recommendations from the BPEH Young Adult (18 to 25) Focus Group

1. **Increase Equitable Housing Options:**
   Provide more housing in safe, equitable, and resource-rich neighborhoods to reduce exposure to harmful environments. Distribute Section 8 and transitional housing equitably across all parts of the City of Los Angeles to avoid concentrating vulnerable populations in specific areas.

2. **Expand Awareness and Outreach:**
   Invest in young adult-oriented and culturally relevant outreach strategies to ensure this community is informed about homelessness and career services like LAHSA and EWDD. Integrate better with grassroots and nonprofit organizations to expand reach and visibility of outreach to Black young adults.

3. **Address Systemic Inequities in Planning:**
   Revise City planning policies to prioritize the inclusion of grocery stores, parks, quality schools, and other amenities in predominantly Black neighborhoods. Leverage City planning to further reduce the prevalence of liquor stores and other identifiably "exploitative" businesses where overconcentrated in predominantly Black neighborhoods.

4. **Enhance Family and Community Support**
   Increase funding for mentorship programs, mental health support, and substance use prevention specifically targeted at youth. Provide life skills training, critical thinking courses, and communication classes to help youth navigate challenges and build independence. Develop programs to support Black families in crisis, focusing on preventing homelessness among young parents and children. Address systemic biases in County social services that disproportionately break up Black families, ensuring consideration of more equitable solutions to crises whenever possible.

5. **Create Long-Term Opportunities:**
   Create more long-term career employment pathways through job training and placement programs such as EWDD's JobSource, instead of short-term, casual roles or internships. Support caregiver-backed housing in the City and County for individuals with extreme mental health or substance use issues to protect those in "general" housing programs. Scale up successful initiatives and engagement with nonprofit partners like Sanctuary of Hope and replicate their community-driven models across the City. Ensure consistent funding for transitional housing programs that prioritize stable exits into permanent housing.

5.7 BPEH Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex+ Focus Group Findings

5.7.1 Shared Experiences from the BPEH LGBTQI+ Focus Group

BPEH Members of the LGBTQI+ Community Face Substantive Barriers to Information and Resources

A lack of targeted outreach to Black LGBTI+ community members experiencing homelessness across the City of Los Angeles was identified, with regular difficulties experienced in accessing clear, accessible information about available services. There is an overreliance on informal networks and word of mouth within the community to learn about critical resources and aid. This issue is enhanced by difficulties in navigating bureaucratic red tape and the frequent turnover of case workers.

Multifaceted, Intersectional Discrimination and Bias Is Commonplace for BPEH Sharing LGBTQI+ Identities

BPEH members of the LGBTQI+ community experience severe discrimination across and between all areas of identity: race, sexual orientation, gender identity, national origin, and age. Compounded challenges in accessing equitable services due to nuanced, yet complex identities are often exacerbated by systemic bias and insufficient cultural competence from service providers. Temporary services are failing to provide sustainable pathways out of homelessness, with permanent housing offered by LAHSA and HACLA noted as inconsistently attentive to needs of the community: many reporting experiencing incidents of bias and discrimination.

Housing and Public Environments Compromised by Issues of Scarcity, Safety, and Security

There is limited availability of long-term, stable housing options that serve the needs of Black LGBTI+ community, frequently subject to unsafe conditions in temporary housing, such as poor maintenance or rampant hostility, due to their identities. There is insufficient housing specifically for transgender individuals and their basic human needs, namely safety, security, and belonging. Community members face significant vulnerability to violence and harassment in public spaces on the basis of identity as many continue to experience compounded homophobia, transphobia, and racism across interim and permanent housing placements, as well as on City streets,

Employment and Documentation Barriers

Many BPEH with LGBTQI+ identities experience challenges obtaining employment due to lack of consistent identification or credit history, with frequent incidents of discrimination reported in seeking employment or assistance due to this issue. This experience is particularly difficult for people transitioning gender in relation to experiences of homelessness, leading to greater durations of homelessness experienced, as well as experiences of unnecessary harm and suffering.

5.7.2 Key Recommendations from the BPEH LGBTQI+ Focus Group

1. **Ensure Accountability from Agencies and Providers**
   - Train and audit case workers and staff to eliminate bias and discrimination centered on Black LGBTQI+ individuals and ensure ethical competencies to address the needs of LGBTQI+ populations.
   - Monitor organizations like LAHSA and HACLA for responsiveness and effectiveness in serving the community, establishing stronger follow-up mechanisms to ensure LGBTQI+ clients remain connected to services.

2. **Enhance Directed Outreach and Communications**
   - Use publicly visible advertising campaigns (e.g., billboards, bus ads) to increase awareness of resources to connect with Black LGBTQI+ individuals experiencing homelessness in the City of Los Angeles.
   - Create outreach teams to disseminate information directly to members of Black LGBTQI+ populations, at-risk of transitioning to homelessness, including carceral settings such as jails, hospitals, and shelters.

3. **Fund and Empower Additional Peer Support Programs**
   - Employ more individuals with lived experiences of homelessness to act as navigators and mentors, including those from the Black LGBTQI+ community.
   - Develop peer-led initiatives and engage Black LGBTQI+ leaders to help build trust and improve service access for their community.
   - Ensure strong interface connectivity with community-based organizations serving the specific health needs and challenges of the Black LGBTQI+ community in the City.

4. **Improve Access and Safety to Housing Solutions**
   - Expand transitional housing tailored to Black LGBTQI+ individuals, especially transgender persons.
   - Improve safety and maintenance standards in shelters and low-income housing to better serve Black LGBTQI+ individuals.

5. **Further Examine and Redesign Support Services Holistically**
   - Address mental health and substance abuse issues in tandem with housing needs for this community.
   - Facilitate job training and placement programs to support long-term stability for Black LGBTQI+ experiencing homelessness, especially considering funding and training for peer support opportunities to help others within their community.
   - Support the simplification of processes for obtaining identification and other necessary documentation to access services and aid for the Black LGBTQI+ community.

6. Audit Sub Report on the Los Angeles Department of City Planning (DCP)

6.1 Executive Summary

This sub report examines how the City of Los Angeles Department of Planning's policies, programs, and data systems impact housing and quality of life outcomes for all Black Angelenos, including those experiencing or at risk of homelessness. Drawing on administrative data, policy review, and lived-experience research from 400 BPEH interview participants and focus groups, it assesses how DCP's structures, policies, and programs advance racial equity, how its systems perform in practice, and where gaps remain.

Table 6.1a Key Findings and Insights from the DCP Data & Policy Review

1. **Equity Commitments Are Strong in Policy but Limited by Absence of Specific Accountability**
   DCP's major policy frameworks articulate robust commitments to equity, inclusion, and health, yet they do not identify BPEH as a distinct population for targeted analysis. Equity language remains universal rather than specific, leaving racialized and housing-related disparities unmeasured. As a result, DCP's policies express institutional intent but lack mechanisms to evaluate how planning decisions affect BPEH.

2. **DCP Maintains a Sophisticated but Fragmented Data Environment that Cannot Measure Intersectional Outcomes**
   The department's zoning, permitting, environmental review, and housing production systems demonstrate advanced technical capacity and a high level of public transparency. However, these systems are disconnected from each other and do not include race and homelessness identifiers. Without shared data architecture linking DCP, LAHD, and LAHSA, the City cannot trace outcomes from land-use entitlement to occupancy or assess who benefits from planning decisions and reforms.

3. **Planning Tools and Housing Production Patterns Continue to Reinforce Long-Standing Geographic Inequities**
   Despite recent zoning reforms and streamlined approvals, supportive and affordable housing remains disproportionately concentrated in South Los Angeles, Downtown, and Eastside neighborhoods. High-opportunity neighborhoods continue to contribute few supportive housing projects due to land costs and political resistance. Equity-oriented tools like overlays and incentives improve conditions in some areas but rely heavily on voluntary participation, resulting in uneven affordability, limited anti-displacement protection, and inconsistent enforcement of quality-of-life regulations.

4. **Cultural Preservation Efforts Recognize Black History but Remain Weakly Integrated with Housing Stability and Anti-Displacement Strategies**
   DCP's documentation of African American heritage represents a significant milestone in cultural acknowledgment. However, preservation initiatives are not structurally linked to affordability requirements or anti-displacement protections. This separation creates a risk that cultural recognition occurs alongside ongoing displacement, particularly in neighborhoods facing redevelopment pressure and market instability.

5. **Interagency Coordination and Community Engagement are Improving but Remain Inconsistent and Underdeveloped**
   DCP's collaboration with LAHD and LAHSA has strengthened supportive housing approvals and fair housing analysis, yet coordination remains informal and dependent on leadership rather than durable governance structures. Similarly, DCP's expanded engagement strategies have broadened participation, but involvement is still uneven across communities, particularly for residents with limited digital access or inflexible work schedules. Without standardized cross-agency systems or sustained community-based facilitation, both interdepartmental collaboration and public participation risk reproducing the inequities they aim to address.

DCP Implications

The City's ability to advance racial equity in housing and land use depends on transforming DCP's evolving commitments into coordinated, measurable governance. While planning instruments can support equitable development, their impact will be limited without structures that bridge zoning authority, housing funding, and service delivery. Formal cross-departmental governance linking DCP, LAHD, and LAHSA and other entities are essential to ensure that planning decisions translate into housing access and improved outcomes for BPEH. Reducing the concentration of supportive housing in historically overburdened neighborhoods requires a shift in government and public expectations citywide. High-opportunity communities must share responsibility for meeting the City's housing goals if spatial equity is to be achieved. Zoning reforms and community plan updates provide the legal framework for this change, but the City must ensure that entitlement systems, neighborhood engagement processes, and political decision-making reinforce equitable distribution rather than accommodate resistance.

Improving the City's equity performance will require moving from activity-based reporting to outcome-based accountability. DCP's mapping systems and fair housing analyses provide a strong foundation, but integrated data platforms that connect land use approvals, occupancy patterns, and demographic trends are necessary to determine whether reforms reduce disparities or simply shift development patterns. Transparent measurement of outcomes for Black Angelenos will allow the City to evaluate progress and adjust strategies accordingly.

Cultural preservation carries important implications for preventing displacement. Recognizing African American heritage is valuable, but it must be paired with policies that protect residents and community institutions from being priced out or displaced. Embedding cultural equity into housing, land use, and development decisions can help ensure that preservation strengthens community stability rather than memorializing past losses.

Finally, the department's evolution highlights that planning must function as an ethical practice as much as a technical one. To realize this potential, equity must be embedded in every planning decision, performance system, and community plan. When DCP and its partner agencies adopt shared indicators of equity, align their processes, and evaluate decisions through their impact on opportunity and belonging, the City will move closer to a planning system capable of reducing racialized housing disparities and supporting long-term stability for BPEH.

DCP Conclusion

DCP has established a robust policy architecture and communicates a clear commitment to equity, but its tools do not fully translate into measurable outcomes for BPEH.
DCP frameworks and long-range planning efforts create important foundations, yet they lack consistently applied racial data, shared identifiers, and integrated tracking mechanisms that would allow equity goals to guide implementation. DCP's contributions are most impactful when they are linked to the operational systems of other agencies, not when they operate in isolation.

DCP Data & Policy Recommendations

1. Establish a Citywide Equity Governance Structure
Create a standing interdepartmental body linking DCP, LAHD, LAHSA, and related agencies to coordinate all housing, planning, and equity work. This body would maintain shared accountability for racial equity outcomes, standardize reporting, and ensure that reforms operate as a unified system rather than isolated departmental efforts.

2. Build an Integrated Race and Housing Status Data Architecture
Develop shared, cross-agency data systems that connect entitlement approvals, demographic indicators, homelessness status, and tenant outcomes from planning through occupancy. This architecture would allow the City to directly track whether planning decisions improve conditions for Black Angelenos experiencing homelessness and transform equity from intention into measurable performance.

3. Create a Public Equity and Housing Outcomes Dashboard
Publish transparent metrics linking land use patterns, affordable and supportive housing production, neighborhood opportunity levels, and racial disparities. A public dashboard would convert spatial data into public accountability tools and demonstrate whether reforms reduce or reproduce inequity.

4. Expand and Enforce Equitable Zoning in High-Opportunity Neighborhoods
Prioritize rezoning in high-opportunity districts that historically resist affordable and supportive housing, and ensure consistent enforcement of land use regulations governing harmful uses such as alcohol outlets and payday lenders. This approach would correct geographic imbalances and distribute responsibility for the City's housing goals more equitably.

5. Strengthen Anti-Displacement and Community Stability Protections
Embed mandatory anti-displacement mechanisms in community plans, including affordability requirements, right-to-return programs, and community ownership models. Link cultural preservation initiatives to protections that prevent residents and institutions from being displaced from the neighborhoods that embody their heritage.

6. Institutionalize Equity Evaluation in Planning Decisions
Require equity impact assessments for all major zoning reforms, community plan updates, and significant development proposals. Incorporate Affirmatively Furthering Fair Housing (AFFH) metrics and racial equity benchmarks into project evaluation to ensure that approvals advance measurable equity outcomes.

7. Develop an Interagency Training and Practice Framework for Equity-Centered Planning
Implement ongoing, cross-departmental professional development that trains planners, analysts, and other staff across City departnments in racial equity principles, data interpretation, and community engagement. A shared training framework would embed equity into daily decision-making and reinforce consistent expectations across agencies.

6.2 Departmental Overview

The Department of City Planning shapes how the City of Los Angeles grows and how its communities evolve over time. Through its authority in zoning, community planning, and environmental review, DCP directs the City's physical development and influences where residents can live, work, and access essential services. Its policies define both opportunity and constraint, determining whether neighborhoods remain inclusive or reproduce barriers that have limited access to stable housing for many. For BPEH, these structural conditions often determine whether development creates new pathways or reinforces inequities.

The department carries formal responsibility to recognize and address the history of exclusionary planning as custodian of ethnocultural *Historic Context Statements for the City of Los Angeles*, recognizing how past zoning and land use controls created patterns of racial segregation, restricted homeownership, and concentrated environmental burdens in communities of color. For Black residents, these policies limited access to stable housing, education, and generational wealth, establishing many of the disparities that remain. The contemporary duty of care from the City is inseparable from the legacy of past policies and systems that once marginalized entire neighborhoods. The Department of City Planning's modern-day intentions and actions must therefore operate in conscious opposition to those patterns, ensuring that future planning actively expands opportunity rather than reproduce inheritance of inequity.

The City's *General Plan* and its 35 *Community Plans* establish land-use direction, while the *Housing Element* and the *Plan for a Healthy LA* integrate housing, health, and environmental goals into a single policy environment. DCP's complementary studies and contextual surveys provide the background evidence that shapes these plans. Among them, *SurveyLA – African American History of Los Angeles*, documents the history of Black neighborhoods and cultural sites, offering a factual record of how land use and development patterns have both reflected and reinforced racial inequity. This record situates DCP not only as a regulatory agency but also as the City's institutional memory of exclusion and resilience.

Over the past decade, DCP has pursued a series of structural reforms to align its planning systems with contemporary housing and equity mandates. The *2021 Housing Element* and its *2024 Update* established clear production and preservation goals, incorporated state fair-housing requirements, and linked zoning reform to anti-displacement objectives. *Permanent Supportive Housing* and *Interim Motel Conversion Ordinances* created more predictable pathways for approving affordable and supportive housing, while updated *Community Plans* in South Los Angeles, Southeast Los Angeles, and Boyle Heights embedded anti-displacement and predatory-lending controls within local policies.

DCP has also worked to address environmental and economic inequities that shape quality-of-life in historically marginalized areas. Through *Community Plan Implementation Overlays,* the department regulates the overconcentration of alcohol sales, check-cashing, and payday-lending locations in South Los Angeles and West Adams–Baldwin Hills–Leimert Park. These regulatory instruments seek to rebalance neighborhood land-use patterns by limiting harmful or extractive businesses and encouraging community-serving uses. Such policies illustrate how zoning and land-use regulation can function as tools for restorative justice when applied intentionally. Despite advancements, DCP's accountability for racialized outcomes remains limited by the design of its systems. DCP collects extensive data on parcels, permits, and environmental filings, yet lacks a consistent mechanism for tracking racialized impacts of its policies and decisions. Data sharing and collaboration with partner agencies such as the LAHD, LAHSA, EWDD, and other City and County departments and entities with impacts is intermittent, leaving critical gaps in understanding whether planning reforms translate into improved stability for BPEH. The result is a system capable of demonstrating policy compliance and production, but less able to measure social outcomes or equity effects.

DCP's equity work is most visible in its integration of *Affirmatively Furthering Fair Housing (AFFH)* principles and its participation in the *Black People in Los Angeles Action Plan*. These initiatives connect land-use decisions with anti-displacement strategies, tenant protections, and resource redistribution. Through partnerships with *Measure ULA* programs and coordinated rezoning in high-opportunity neighborhoods, DCP has begun to align planning authority with the moral imperative of inclusion. Yet geographic distribution of affordable and supportive housing remains uneven across the City. High-resource areas have introduced limited new capacity while lower-income communities continue to absorb most new density, shelters, and interim housing. This pattern sustains a geospatial logic of inequity, even as planning practices have evolved to correct it.

DCP's current trajectory demonstrates leadership in institutional learning, and in translating learning into measurable change. Modernization of zoning codes, transparent data tools, and procedural clarity represent major steps in "walking the walk" in delivering equity. Its stewardship of historical documentation and cultural context represents a willingness to confront and address the past. But enduring disparities in housing access, environmental burden, and investment distribution indicate that the task of building racial accountability into DCP systems remains incomplete. The department's continued performance in addressing equity and justice for BPEH will depend on whether it can extend its technical expertise into a form of governance that measures success not only in units built or permits issued, but in consistent stability and inclusion in the growth and maintenance of assets and opportunity for Black Angelenos and other communities with historical disadvantage.

6.3 Detailed Findings

6.3.1 Land-Use Policy and Governance

The DCP serves as the primary architect of the geographic and social landscape and texture of the City of Los Angeles. Through the City's *General Plan*, its 35 *Community Plans*, and a growing body of initiatives, DCP determines how land is used, what densities are permitted, and where new investment occurs. They determine whether neighborhoods evolve as inclusive, mixed-income environments or continue patterns of exclusion that have shaped the City of Los Angeles for decades. For Black Angelenos and BPEH, the structure and intent of these plans are decisive in determining whether opportunity expands or remains geographically and institutionally constrained.

Over the past decade, DCP has moved toward a more integrated and transparent planning model. The City's adopted *Housing Element* and the *Plan for a Healthy LA* both emphasize the interdependence of land use, health, and housing stability. The Housing Element translates these principles into measurable goals that focus on production, preservation, and protection, each anchored in policy actions designed to distribute growth more equitably. The *Plan for a Healthy LA* reinforces this framework by linking planning decisions to social determinants of health. These signal a philosophical shift within DCP from growth as an end in itself to a means to achieve well-being and equity.

Implementation of this philosophy remains uneven. The *General Plan's* hierarchy delegates significant discretion to individual *Community Plans*, and these plans vary widely in their ambition and enforcement strength. In wealthier and historically exclusionary areas, land use categories often remain restrictive, limiting multifamily housing and height while protecting single-family zoning. In contrast, plans for South Los Angeles, Boyle Heights, and Southeast Los Angeles encourage greater density, mixed-use development, and transit-oriented housing. These policies attract needed investment but also increase displacement pressure on long-time residents. The resulting pattern is a City where opportunity zones expand primarily in places already burdened by economic vulnerability. DCP's governance structure has not yet overcome the inertia of political geography: where local opposition in more affluent areas translate into development constraints.

DCP's approach to governance increasingly relies on procedural standardization and public accountability. The department's modernization of zoning codes, expansion of digital tools, and use of citywide dashboards have improved transparency. These efforts enable the public to visualize land use changes, begin to understand environmental review processes, and track pending housing projects. The structure of authority embedded in the City's planning systems benefits localized decision-making. Council offices and neighborhood organizations exercise significant informal control through plan amendments, specific plan overlays, and project-level appeals. This dynamic fragments the department's ability to promulgate equity consistently in all areas of the City. As citywide goals promote fair housing, local mechanisms often reinforce inequities through procedural delay or conditional approval requirements that deter affordable projects.

The *Black People in Los Angeles Framework and Action Plan* represents DCP's most direct institutional acknowledgment of these systemic constraints. It identifies the nature of planning itself through zoning maps, plan amendments, and design standards, as a mechanism through which racialized outcomes have been produced. In doing so, it reframes DCP's role from neutral regulator to accountable actor within the equity ecosystem. The framework calls for integrating anti-displacement criteria into land use decisions, increasing representation in community planning processes, and monitoring outcomes by race and geography. These commitments signal a deeper governance evolution in which planning becomes a tool for structural correction. Despite this progress, DCP remains limited by statutory and political obstacles. Mandates such as *Housing Element* compliance and *Affirmatively Furthering Fair Housing* requirements have strengthened the department's equity obligations, but enforcement power remains weak. DCP can zone for opportunity, but it cannot compel production or ensure affordability without genuine partnership from other governmental entities, communities themselves, or the private sector.

The implications for equity are profound. The governance structure of DCP and its antecedents has evolved from one that once codified segregation to one increasingly designed to repair it. However, the persistence of procedural asymmetry, where affluent communities exercise veto power and marginalized communities absorb density with infrastructure deficits continues to constrain progress. Achieving racial equity in housing and land use will require the City to strengthen DCP's authority to implement objective policy intentions. Until governance fully internalizes equity as binding standard rather than an aspirational goal, the City's human geography will continue to reflect these historical hierarchies, even under the banner of reform.

6.3.2 Zoning and Siting Patterns

Zoning remains the most powerful instrument through which the DCP influences the physical expression of equity across Los Angeles. Every zoning designation, overlay, and ordinance defines who can live where, what housing forms are allowed, and how the urban landscape distributes opportunity. Over the past decade, DCP has introduced several ordinances that modernize this system and attempt to align zoning with the city's social priorities. The *Permanent Supportive Housing Ordinance* and the

Interim Motel Conversion Ordinance represent foundational reforms that created predictable, legally defensible pathways for developing supportive and affordable housing. These changes replaced years of case-by-case negotiations with standardized approval processes that reduce uncertainty for developers and expand potential sites for housing that serves people experiencing homelessness.

Despite this progress, the pattern of approval and completions under these ordinances remains geographically uneven. Data from *Housing Element* progress reports and *Community Plan* monitoring reveal that most supportive housing projects continue to cluster in South Los Angeles, Downtown, and the Eastside. High-opportunity neighborhoods in the Westside, the northern Valley, and other select areas remain underrepresented in supportive housing production. In these areas, project pipelines are minimal, and approvals are frequently delayed or withdrawn due to community opposition, political intervention, or zoning constraints that limit multifamily development. The overall result is a geospatial imbalance for such developments in areas that have long carried the burden of homelessness response, and continue to host most new supportive and interim housing.

Zoning patterns continue to mirror the geography of historical exclusion. Single-family zoning dominates large portions of the City of Los Angeles and restricts multifamily or affordable housing development in many of the City's most resource-rich communities. Recent efforts to expand by-right multifamily opportunities through updates to the zoning code and *Community Plan* amendments have met resistance from neighborhood organizations and homeowners. These patterns of opposition often align with historic lines of privilege and protection that coincide with racial and economic boundaries. In contrast, neighborhoods with higher proportions of renters and lower median incomes tend to experience more permissive zoning and a concentration of housing and service facilities. While DCP's zoning reforms have increased technical capacity to deliver supportive housing, they have yet to fully overcome structural dynamics.

DCP has begun addressing these inequities through targeted zoning expansions and corridor-specific planning efforts. The *Downtown Community Plan* significantly increased the land area eligible for permanent supportive housing, expanding opportunities in central neighborhoods that have high service accessibility and transit connectivity. Other initiatives, such as the South Los Angeles and Boyle Heights Community Plan updates, integrate anti-displacement goals and affordability incentives alongside zoning expansions. These local plans recognize that permitting density alone is insufficient without safeguards for existing residents.

The department's implementation of *Affirmatively Furthering Fair Housing* requirements reinforces this principle by identifying high-opportunity areas for rezoning and requiring the City to demonstrate measurable progress in diversifying housing locations. These efforts reflect growing institutional awareness that equitable zoning must distribute both density and opportunity. However, cost of land, infrastructure requirements, and neighborhood opposition continue to constrain actual development. In practice, many supportive housing developers still pursue projects in lower-cost areas where land assembly and community engagement are most feasible. DCP has limited leverage to compel development in underrepresented areas because the zoning system is permissive rather than prescriptive. It authorizes development but does not require it. Without financial and political incentives, rezoning alone cannot redistribute the City geography of equity or opportunity.

Community feedback collected through the City's planning processes reveals the cumulative impact of these patterns: residents in areas with high concentrations of shelters and interim housing often express frustration that their neighborhoods are being overburdened, while other parts of the City remain exempt from shared responsibility. This sentiment is echoed in data showing the concentration of emergency shelter sites and the relative absence of new supportive housing in more affluent districts. DCP's zoning and environmental review structures have attempted to correct this imbalance through objective standards and streamlined review, but political discretion and local appeals remain persistent barriers.

The implications for equity are clear. Zoning reform has enabled the City to build more supportive and affordable housing, but without parallel strategies to distribute that housing equitably, progress risks deepening rather than reducing spatial inequity. DCP's challenge is to transform zoning from a procedural framework into a tool of shared accountability. This will require continued coordination with LAHD, LAHSA, and the City Council to align permitting, incentives, and enforcement in a manner that ensures every City of Los Angeles community contributes to the City's collective responsibility to house its residents. Until the geography of zoning capacity aligns with the geography of opportunity, the pattern of concentrated vulnerability that defines homelessness in Los Angeles will persist.

6.3.3 Housing Production and Regulatory Reform

DCP is the principal coordinator of housing production reform in Los Angeles. The *2021 Housing Element* established an ambitious target of 456,000 new housing units by 2029, with nearly half designated for lower-income households. These targets reflect the City's *Regional Housing Needs Assessment (RHNA)* obligations and embed the principles of *Affirmatively Furthering Fair Housing* into local land use policy. Through this structure, DCP has redefined housing production not as a singular objective but as a mechanism to promote geographic equity, stability, and inclusion.

The *2021 Housing Element* and its *2024 Update* translate this commitment into regulatory practice. Each update identifies zoning reforms, corridor-based upzoning, and programmatic interventions designed to expand affordability. Among the most significant are the City's *Affordable Housing Incentive Program*, the linkage fee, and the *Transit Oriented Communities (TOC) Incentive Program*. These policies have increased the number of approved affordable units in transit corridors and high-access areas. The *Permanent Supportive Housing Ordinance* and *Interim Motel Conversion Ordinance* further strengthened this foundation by eliminating discretionary review for qualifying projects, which had delayed or deterred new housing for BPEH.

These reforms represent an important structural correction. For decades, housing production in the City of Los Angeles was governed by processes that privileged discretion, case-by-case approvals, and neighborhood-level negotiation. The result was a pattern of approvals that favored market-rate development and discouraged projects that served low-income or unhoused populations. DCP replaced discretionary review with predictable entitlements, aligning with the broader state mandate to eliminate barriers to housing production and has already improved approval times for affordable and supportive projects.

The City's *Affirmatively Furthering Fair Housing (AFFH)* program has added another dimension to DCP's reform efforts. Through the *Program 124 AFFH Status Update* and subsequent reports, DCP has institutionalized equity as a measurable goal within housing production. The department now monitors development patterns to assess whether new housing is distributed across neighborhoods in a manner consistent with fair housing objectives. This monitoring process provides an accountability mechanism that connects production data to geospatial equity. However, while the presence of monitoring is a critical step forward, its reach is limited by the absence of fully integrated demographic and outcomes data. Without consistent tracking of who occupies newly created units, DCP cannot yet determine whether reforms are improving access for Black Angelenos

Despite technical and procedural progress achieved through these reforms, the City's housing production system continues to face practical and political constraints. Land costs, construction expenses, and prolonged entitlement processes continue to limit affordable development in high-opportunity areas. In addition, localized opposition to density, often expressed through neighborhood associations or Council offices, shapes where reforms can be applied effectively. While DCP has created the legal framework for equity, its implementation remains conditioned by the City's fragmented political environment. As a result, production gains have been strongest in areas with existing affordability and weaker in communities where new development would expand racial and economic diversity.

DCP's collaboration with LAHD and LAHSA has begun to address these constraints. Joint efforts to align funding streams with planning approvals have improved project feasibility for permanent supportive housing developments. Coordination through Measure ULA programs and the AFFH implementation structure also demonstrates progress toward integrated governance. However, these partnerships are still emerging and heavily dependent on individual leadership rather than formalized systems of accountability. The absence of shared metrics linking planning, funding, and occupancy outcomes continues to hinder comprehensive evaluation.

The regulatory reform process has also exposed the tension between production and protection. While DCP's zoning reforms and incentives increase supply, they may unintentionally accelerate displacement if not paired with robust tenant protection measures from LAHD. The City's ongoing development of anti-displacement strategies, including right-to-return policies and the establishment of community land trusts, reflects growing awareness of this dynamic. DCP's challenge is to integrate these measures directly into the planning framework so that growth and stability advance together.

The implications for BPEH are significant. The new regulatory environment has reduced procedural barriers and expanded formal opportunities for supportive and affordable housing. However, these advances have not fully shifted the geography of production or resolved the mismatch between where housing is built and where need is greatest. The promise of DCP's reforms lies in their capacity to transform structural intent into measurable inclusion. Realizing that promise will require sustained coordination with multiple agencies, continuous data integration, and the consistent application criteria across all planning decisions.

6.3.4 Data Systems and Accountability

DCP manages one of the most extensive data ecosystems in City government. Every entitlement, environmental review, and zoning change generates a digital record within its planning management systems. Through platforms such as the *Zoning Information and Map Access System*, the *Housing Progress Dashboard*, and public GIS layers, DCP has made significant progress toward data transparency. These systems allow policymakers, developers, and residents to visualize land use conditions, housing pipelines, and zoning capacity across neighborhoods. They represent a major step toward open government and demonstrate DCP's strong commitment to evidence-based planning.

Despite these improvements, DCP's data systems are oriented toward the regulation of physical space rather than the measurement of human outcomes. The department tracks parcels, projects, and environmental documents with precision, but does not consistently capture who benefits. As a result, DCP can demonstrate compliance with state mandates and report unit production totals, but it cannot determine how many of those units serve Black Angelenos, low-income renters, or individuals exiting homelessness. This technical infrastructure is designed to measure activity, not equity. The challenge is not a lack of data but a lack of integration, as DCP maintains separate datasets for housing capacity, project entitlements, and environmental review, while agencies such as the LAHD and LAHSA maintain datasets that track tenant outcomes, supportive housing occupancy, and program participation. Without interoperability among these systems, the City's ability to evaluate whether zoning and housing reforms improve racial equity remains limited. Each agency produces valuable information, but the absence of a shared data environment prevents the City from drawing a continuous line from planning to recognizing improvement in BPEH lived experiences.

The *Affirmatively Furthering Fair Housing (AFFH)* reporting process represents an important step toward bridging this divide. DCP's updates have introduced geospatial equity indicators that map the distribution of new housing by income band and neighborhood opportunity level. These indicators allow the City to identify where development is occurring and whether it aligns with fair housing objectives. However, these analyses are still aggregate and structural, rather than intersectional. They show where affordable housing is being built, but not who ultimately occupies it or how those residents fare over time. For BPEH, this distinction is critical.

Data gaps also limit accountability for implementation. While DCP publicly reports on program status and zoning progress, there is no unified dashboard that tracks equity indicators across departments. The City's *DataLA* portal hosts hundreds of open datasets, but they are not organized around policy questions that connect homelessness, race, and planning. As a result, DCP and partner agencies must rely on periodic reports rather than real-time monitoring. DCP has begun to address these limitations by developing new analytic tools and cross-departmental data partnerships. The department collaborates with LAHD and the City Administrative Officer to produce the *Housing Progress Dashboard*, which integrates entitlement and permitting data with affordability metrics. The department is also working with the Information Technology Agency to modernize the City's planning case management system, which could enable more comprehensive tracking of development outcomes. These initiatives demonstrate awareness of the need for better data governance. However, they remain in development and rely on voluntary cooperation among departments rather than formalized governance structures or data-sharing mandates.

For BPEH, the absence of intersectional data means that structural inequities often remain invisible within official reporting. The consequence is a form of procedural accountability that values volume over justice. Projects may meet production targets while leaving racial disparities intact or even exacerbated. To build a truly equitable planning data system, DCP will need to move beyond transparency toward accountability. Transparency makes data available while accountability ensures that data is used to evaluate fairness and guide correction. This shift would require the development of shared performance indicators across DCP, LAHD, LAHSA, and other agencies, routine publication of disaggregated outcomes, and the inclusion of racial equity metrics within all planning evaluations. Only through integrated, person-centered data can the City understand whether its land use policies are closing or widening the gap for BPEH.

6.3.5 Community Planning and Equity Instruments

DCP carries out much of its equity work through the framework of community planning. While City policies such as the *Housing Element* establish overarching goals, it is at the Community Plan-level where zoning categories, density standards, and land use regulations are translated into practice. These plans define how housing, commerce, and public amenities are distributed, and they determine the balance between preservation and growth. For BPEH, community plans represent the front line of implementation. They decide which neighborhoods welcome supportive housing, which preserve low-density exclusion, and how the City allocates both opportunity and burden.

The *South Los Angeles* and *Southeast Los Angeles Community Plans* mark significant progress toward embedding equity objectives in land use regulation. Both plans integrate anti-displacement goals, encourage mixed-use development along transit corridors, and explicitly restrict the proliferation of predatory and extractive land uses such as payday lenders and check-cashing outlets. Similarly, the *West Adams–Baldwin Hills–Leimert Park* and *Boyle Heights Community Plans* include provisions to limit overconcentration of alcohol sales, motels, and low-wage industrial uses that can have substantive negative impacts on a community's vitality. These plans attempt to transform zoning from a neutral regulatory tool into an instrument that promotes social and economic recovery.

DCP has also institutionalized equity objectives through *Community Plan Implementation Overlays (CPIOs)*. These overlays create context-specific rules that supplement zoning and help operationalize policy goals at the local level. In South Los Angeles, CPIO subareas establish development incentives for affordable housing near transit while imposing spacing requirements on high-impact commercial uses. The *West Adams–Baldwin Hills–Leimert Park CPIO* similarly regulates corridor development to

favor community-serving retail and small business growth over extractive financial services businesses. These overlays are among the most detailed applications of equity-based zoning in the City, as they use spatial regulations to correct historic imbalances in investment and to create physical environments that promote neighborhood stability.

Most provisions rely on incentive-based mechanisms such as floor-area bonuses, density bonuses, or expedited review. These tools reward voluntary compliance rather than requiring outcomes. Without parallel investment or funding, zoning flexibility alone cannot stimulate equitable outcomes. Over-reliance on optional incentivization means that developers may choose not to participate, leaving equity goals unmet. Another challenge lies in balancing redevelopment and preservation, as the same zoning tools that encourage investment can also accelerate displacement. By allowing additional density in historically disinvested neighborhoods, community plans contribute to the increase of land values and exacerbate redevelopment pressure. While DCP has paired these plans with anti-displacement policies and inclusionary provisions, enforcement remains complex. Rent stabilization, relocation assistance, and right-to-return programs are not directly controlled by DCP. Consequently, community plan updates can advance physical revitalization without guaranteeing social continuity. For Black residents and families vulnerable to housing instability, these dynamics reinforce tension between improvement and the right to remain.

DCP's community planning process has also evolved to become more participatory and inclusive. Engagement strategies have expanded beyond traditional hearings to include virtual workshops, interactive mapping tools, and partnerships with community-based organizations. This approach has increased visibility for local voices, particularly in neighborhoods that have historically been excluded from planning decisions. However, participation remains uneven. Residents with limited digital access or time constraints may still be underrepresented, while others will continue to dominate formal comment processes. To achieve more equitable participation, DCP must continue to refine and fund methods that reach the residents most affected by displacement and housing insecurity.

The implications of DCP's community planning system for equity are complex. The department has established new standards that explicitly link zoning to social justice outcomes, yet the persistence of uneven enforcement, market dependency, and political discretion limit transformative potential. Community plans have become vehicles for acknowledging structural inequity, but acknowledgment alone cannot reverse it. Moving forward, the success of DCP's equity instruments will depend on their ability to combine regulatory precision with material support. Plans must not only guide where development occurs but also ensure that the people who have sustained these neighborhoods can benefit from and remain within them. The community planning framework provides DCP with a powerful platform to operationalize fairness in land use. Its evolution from a regulatory to an equity-centered approach signals real institutional change. However, its effectiveness for BPEH depends on continuous collaboration with housing and service agencies, stronger integration of racial equity data, and the consistent application of protections against displacement.

6.3.6 Quality of Life Regulation

DCP has long recognized that the built environment and neighborhood composition directly influence the health, safety, and well-being of residents. Beyond shaping where people live, zoning determines the types of businesses and activities that coexist in those spaces. For communities historically subjected to environmental and economic neglect, these regulatory choices carry profound implications. In the City of Los Angeles, where systemic inequities have shaped patterns of commercial concentration,

DCP's quality of life regulations evolved from decades of advocacy in South Los Angeles and other communities where the overconcentration of liquor stores, bail-bond offices, and payday lenders was linked to public safety issues and economic stagnation. The *South-Central Alcohol Sales Specific Plan*, adopted in response to sustained community organizing, established new conditional use standards for off-site alcohol sales. Its provisions limited the density of liquor outlets, required public safety plans, and encouraged conversions. This regulatory framework reframed the issue from one of business licensing to one of environmental equity. It acknowledged that the spatial distribution of certain commercial uses could perpetuate cycles of harm and disinvestment.

Similar principles are embedded within the *South Los Angeles and West Adams–Baldwin Hills–Leimert Park Community Plan Implementation Overlays (CPIOs).* These overlays incorporate detailed spacing requirements for check-cashing, payday lending, and bail-bond businesses. They restrict these uses within specific distances of one another and near sensitive community institutions such as schools and places of worship. By doing so, DCP operationalized community protection within the zoning code itself. These rules are not moral judgments about commerce but strategic interventions that prevent economic exploitation from clustering where residents face limited access to traditional banking and employment opportunities. Concentrations of alcohol outlets or payday lenders often coincide with higher rates of nuisance activity, increased policing, and property devaluation. These effects, while not directly caused by the businesses themselves, reflect how land use patterns can amplify vulnerability. DCP's approach to managing these concentrations demonstrates an understanding that planning is not only about managing growth but also about mitigating harm. By limiting the proliferation of certain commercial uses, DCP has created a precedent for regulating the social environment in ways that advance public health and neighborhood stability.

However, these efforts remain unevenly applied across the City. Many of the most comprehensive controls are concentrated in South Los Angeles, West Adams, and other historically Black neighborhoods. In contrast, other areas with rising vulnerability, such as parts of the East Valley or Harbor region, often lack comparable protections. This geographic inconsistency mirrors broader disparities in planning and enforcement. Communities with strong histories of activism and advocacy secured formal plans and overlays, while others with similar needs continue to depend on discretionary review. The effectiveness of DCP's regulatory tools is linked not only to planning policy, but also to the uneven geography of civic power.

Enforcement presents another limitation, as conditional use permits and overlay standards require continuous monitoring to ensure compliance, yet DCP's enforcement resources are limited. The DCP relies heavily on the Department of Building and Safety and the LAPD to report violations. When enforcement falters, even well-designed regulations lose their capacity to deter harmful land use patterns. Maintaining community confidence in DCP's regulatory role requires consistent monitoring, transparent reporting, and clear channels for residents to voice concerns about noncompliance.

The implications for equity are significant, as DCP's approach to regulating commercial uses demonstrates how zoning can be deployed as a corrective mechanism for structural inequality. By limiting the concentration of high-impact businesses in vulnerable areas, the department has helped stabilize neighborhoods that were once treated as sites of exploitation rather than investment. These policies also illustrate how planning can integrate principles of restorative justice into routine regulation. However, the persistence of uneven application and limited enforcement capacity constrains their transformative potential. For BPEH, quality-of-life regulations connect indirectly but powerfully to conditions that shape their recovery, safety, and belonging. Sustaining these gains will require DCP to expand the reach of its regulatory models, institutionalize enforcement capacity, and ensure that future community plans apply the same protective principles equitably across the City.

6.3.7 Institutional Integration, Coordination, and Linkages

DCP operates within one of the most complex governance ecosystems in the United States. Housing, health, and homelessness policy in Los Angeles depend on collaboration among multiple agencies whose mandates intersect but whose systems often remain disconnected. DCP shapes the regulatory framework for where housing can be built, while LAHD funds and administers affordable housing production. LAHSA coordinates outreach and supportive service delivery, and the Department of Building and Safety oversees code enforcement. This structure reflects the City's scale but also creates conditions for fragmentation. DCP's role within this network has evolved significantly. Historically, the department functioned primarily as a land-use regulator, interpreting state and local law rather than directing social outcomes. In recent years, DCP has assumed a more proactive role in aligning planning decisions with the City's housing and homelessness strategies. These partnerships represent a shift from technical cooperation to policy integration.

The department has also demonstrated leadership in convening multi-agency collaboration around data and monitoring. Through the *Housing Progress Dashboard* and AFFH reporting, DCP provides geospatial analysis that informs program design across departments. Its expertise in mapping and geospatial data enables other agencies to visualize disparities and identify investment gaps. However, while DCP has built strong analytic capacity, institutional alignment around accountability remains limited. Each department and agency maintains its own data infrastructure, funding cycles, and performance indicators. The absence of a unified governance structure for data in equity oversight means that interagency coordination depends largely on informal relationships and project-based cooperation. In some cases, partnerships have yielded substantial progress. Coordination between DCP and LAHD in reviewing permanent supportive housing projects has improved project throughput and reduced duplicative reviews. Joint work between DCP and LAHSA on siting guidelines has increased the consistency of supportive housing approvals. Yet these gains are not always systematic, as they rely on goodwill, leadership, and shared priorities rather than institutional mandates.

The City's experience with the *BPLA Action Plan* illustrates both the promise and fragility of interagency coordination. The plan identifies planning decisions themselves as contributors to racial inequity and calls for institutional reforms that embed equity across all stages of development. It encourages DCP to work with housing, public health, and workforce agencies to align zoning, funding, and services in ways that address the root causes of homelessness. DCP's early engagement with this framework demonstrates willingness to assume accountability beyond its traditional jurisdiction.

DCP's coordination with County agencies also reflects both progress and limitation. The department participates in regional planning efforts through the Southern California Association of Governments (SCAG) and aligns its *Housing Element* with state-level fair housing and climate goals. Coordination with the County Department of Public Health has improved the City's ability to integrate environmental justice considerations into planning. However, collaboration with County departments involved in homelessness and behavioral health services remains sporadic. Since DCP's authority is confined to land use within City boundaries, it must rely on intergovernmental agreements to connect planning with the service infrastructure to aid BPEH.

The City's fragmented structures create additional procedural challenges. Projects that require multiple approvals often navigate parallel processes across DCP, LAHD, and LADBS, each with distinct review criteria and timelines. While initiatives such as the *BuildLA* portal have improved transparency, underlying systems remain separate. This fragmentation increases administrative burden for affordable housing developers and contributes to delays that disproportionately affect projects serving the unhoused. The absence of a unified permitting pathway represents a systemic barrier to equity.

The implications for BPEH are clear. Without consistent coordination and greater integration, the City's housing and planning systems cannot fully address the intersectional nature of racial and housing inequity. Each department may advance important individual reforms, but the cumulative impact remains limited when those efforts do not converge in implementation. The planning decisions that shape where affordable housing can exist must be tied to systems that ensure those units are accessible, supported, and sustained. Achieving this level of coordination will require institutional reform. The City could establish an interdepartmental equity task force with shared data protocols, standardized reporting, and joint accountability metrics. Formal agreements amongst DCP, LAHD, LAHSA, and other entities could define responsibilities for tracking racial and housing outcomes over time. These measures would transform coordination from discretion into a structural expectation.

DCP's growing role as a convener of data, policy, and governance positions it uniquely to lead this shift. By institutionalizing collaboration and embedding racial accountability within planning processes, DCP can help ensure that every department's work contributes to a unified vision of equity. Integration with other entities is no longer a secondary function of planning: it is central to ensuring that the City's accountability for equity is realized in practice.

6.3.8 Cultural and Historic Preservation Contexts

Through its Office of Historic Resources, DCP maintains the City's inventory of historically significant sites and narratives. This stewardship is not limited to the preservation of buildings but extends to the protection of stories, cultural practices, and collective identities that define the City's neighborhoods. For Black Angelenos, whose contributions to Los Angeles have often been marginalized or erased, the department's preservation work carries exceptional importance. The recognition of African American history through planning policy is not an act of nostalgia; it is an assertion of belonging and dignity within the physical and symbolic landscape of the City. *SurveyLA's African American History of Los Angeles* represented a landmark achievement in documenting and institutionalizing Black cultural heritage. Developed under DCP, the study identified hundreds of sites, districts, and themes that reflect the political, artistic, and social life of Black Angelenos. It traces patterns of migration, entrepreneurship, and resistance that shaped communities such as Central Avenue, Leimert Park, and West Adams. More importantly, it situates these places within the broader framework of structural inequity, showing how racially restrictive covenants, freeway construction, and urban renewal dismantled thriving Black neighborhoods and displaced generations of residents.

By integrating this history into the City's preservation framework, DCP acknowledged that inequity in the City of Los Angeles is not an incidental outcome but the cumulative result of deliberate decisions. The department's responsibility extends beyond documenting the past to addressing the legacy of exclusion embedded in the urban form. This responsibility requires using preservation as a platform for repair. Through programs that designate local cultural monuments, identify heritage corridors, and engage communities in preservation planning, DCP has created opportunities for recognition and protection of spaces that anchor Black identity. These designations also provide a framework for community empowerment, enabling residents to influence how their histories are represented and sustained.

Preservation policy also intersects directly with housing stability. Many historic neighborhoods associated with African American heritage are now experiencing rapid gentrification and rising property values. The designation of historic resources can both protect and complicate these dynamics. On one hand, it can prevent demolition and maintain neighborhood character while on the other, it can attract investment that accelerates displacement. DCP's preservation strategy must balance protection of cultural heritage with the protection of the people who embody it. Initiatives such as the *Plan for a Healthy LA* and the *Housing Element* emphasize this integration, recognizing that cultural continuity is a dimension of health and stability.

The department's recent planning efforts demonstrate growing awareness of this tension. In Leimert Park and West Adams, DCP has worked with local organizations to incorporate cultural programming and community priorities into urban design and zoning updates. These collaborations reflect a shift from traditional top-down preservation toward shared stewardship. They also signal recognition that the physical environment must serve living cultural systems rather than merely protect architectural facades. The inclusion of community-driven cultural spaces within new developments provides a model for how preservation can operate as a forward-looking, rather than defensive, strategy.

Challenges remain, as the City's preservation resources are finite, and processes for cultural designation can be lengthy and technical. Many important sites of Black history exist outside the formal criteria for designation, particularly those associated with everyday life, informal gathering spaces, and social activism. These places often lack architectural distinction but possess immense cultural significance. Without a framework that values social meaning as much as physical form, planning may continue to privilege monumental over lived history. DCP's ongoing updates to its Cultural Heritage Ordinance offer an opportunity to address this gap by expanding eligibility criteria and integrating equity-focused evaluation standards.

The implications for BPEH are deeply connected to this history. Displacement is not only a loss of housing but a rupture in cultural belonging. When the places that once supported lives are erased or transformed beyond recognition, the sense of stability that sustains communities weakens. Preservation that honors Black history is not peripheral to addressing homelessness; it is part of rebuilding the social foundations that prevent it. By situating cultural equity within its core planning functions, DCP can contribute to a broader vision of justice that links housing, identity, and memory.

In this context, DCP's stewardship of cultural heritage becomes a measure of institutional accountability. The department's preservation programs demonstrate how the recognition of history can serve as an instrument of repair. Through sustained partnership with community leaders, historians, and housing advocates, DCP ensures that cultural preservation operates alongside housing production and land-use reform as part of a unified equity agenda. When history is treated not as a separate domain, but as a living dimension of planning, communities move closer to realizing an inclusive vision in which every Angeleno, regardless of race or circumstance, is visible in both the story and the built environment fabric of the City of Los Angeles.

6.4 Insights

DCP demonstrates meaningful progress toward integrating equity into its planning practices, yet its systems still operate within structures that reproduce long-standing racialized patterns. DCP's planning instruments, equity-oriented goals, and cultural preservation initiatives show a department that recognizes inequity and is taking steps to address it. However, the absence of race-specific metrics and the persistence of fragmented data prevent the department from fully demonstrating whether its reforms improve outcomes for Black Angelenos experiencing homelessness.

Patterns in zoning and land use reveal that planning reforms have not yet altered the geography of opportunity. While community plan updates and streamlined approvals have expanded the formal capacity for supportive and affordable housing, development continues to concentrate in areas with fewer resources and less political influence. This reflects not only market forces but also disparities in neighborhood power that shape where supportive housing is welcomed or resisted.

DCP's community planning work illustrates both potential and constraint. Plans incorporate language addressing equity, mixed income development, and harmful land use restrictions, yet most provisions remain incentive-based and dependent on market participation. As a result, equity-oriented objectives often yield limited impact in neighborhoods least likely to attract equitable investment.

The department's advancements in documenting African American history provide a promising model of how planning can recognize communities that have shaped Los Angeles. Still, preservation without protections introduces the risk that cultural acknowledgment outpaces the ability of residents and institutions to remain in the places that embody that history.

Interagency coordination remains a defining challenge. While collaboration with LAHD and LAHSA has improved components of the supportive housing pipeline, the lack of shared data systems, standardized metrics, and binding accountability structures constrains meaningful cross-system alignment. These insights collectively indicate that DCP is positioned to influence structural equity but requires stronger tools, clearer measures, and coordinated governance to translate intention into measurable change.

6.5 Implications

The City's ability to advance racial equity in housing and land use depends on transforming DCP's evolving commitments into coordinated, measurable governance. While planning instruments can support equitable development, their impact will be limited without structures that bridge zoning authority, housing funding, and service delivery. Formal cross-departmental governance linking DCP, LAHD, and LAHSA is essential to ensure that planning decisions translate into housing access and improved outcomes for BPEH.

Reducing the concentration of supportive housing in historically overburdened neighborhoods requires a shift in expectations citywide. High-opportunity communities must share responsibility for meeting the City's housing goals if spatial equity is to be achieved. Zoning reforms and community plan updates provide the legal framework for this change, but the City must ensure

that entitlement systems, neighborhood engagement processes, and political decision-making reinforce equitable distribution rather than accommodate resistance.

Improving the City's equity performance will require moving from activity-based reporting to outcome-based accountability. DCP's mapping systems and fair housing analyses provide a strong foundation, but integrated data platforms that connect land use approvals, occupancy patterns, and demographic trends are necessary to determine whether reforms reduce disparities or simply shift development patterns. Transparent measurement of outcomes for Black Angelenos will allow the City to evaluate progress and adjust strategies accordingly.

Cultural preservation carries important implications for preventing displacement. Recognizing African American heritage is valuable, but it must be paired with policies that protect residents and community institutions from being priced out or displaced. Embedding cultural equity into housing, land use, and development decisions can help ensure that preservation strengthens community stability rather than memorializing past losses.

Finally, the department's evolution highlights that planning must function as an ethical practice as much as a technical one. To realize this potential, equity must be embedded in every planning decision, performance system, and community plan. When DCP and its partner agencies adopt shared indicators of equity, align their processes, and evaluate decisions through their impact on opportunity and belonging, the City will move closer to a planning system capable of reducing racialized housing disparities and supporting long-term stability for BPEH.

6.6 Data and Policy-Based Recommendations

1. Establish a Citywide Equity Governance Structure

Create a standing interdepartmental body linking DCP, LAHD, LAHSA, and related agencies to coordinate all housing, planning, and equity work. This body would maintain shared accountability for racial equity outcomes, standardize reporting, and ensure that reforms operate as a unified system rather than isolated departmental efforts.

2. Build an Integrated Race and Housing Status Data Architecture

Develop shared, cross-agency data systems that connect entitlement approvals, demographic indicators, homelessness status, and tenant outcomes from planning through occupancy. This architecture would allow the City to track whether planning decisions improve conditions for Black Angelenos experiencing homelessness and transform equity from intention into measurable performance.

3. Create a Public Equity and Housing Outcomes Dashboard

Publish transparent metrics linking land use patterns, affordable and supportive housing production, neighborhood opportunity levels, and racial disparities. A public dashboard would convert spatial data into public accountability tools and demonstrate whether reforms reduce or reproduce inequity.

4. Expand and Enforce Equitable Zoning in High-Opportunity Neighborhoods

Prioritize rezoning in high-opportunity districts that historically resist affordable and supportive housing, and ensure consistent enforcement of land use regulations governing harmful uses such as alcohol outlets and payday lenders. This approach would correct geographic imbalances and distribute responsibility for the City's housing goals more equitably.

5. Strengthen Anti-Displacement and Community Stability Protections

Embed mandatory anti-displacement mechanisms in community plans, including affordability requirements, right-to-return programs, and community ownership models. Link cultural preservation initiatives to protections that prevent residents and institutions from being displaced from the neighborhoods that embody their heritage.

6. Institutionalize Equity Evaluation in Planning Decisions

Require equity impact assessments for all major zoning reforms, community plan updates, and significant development proposals. Incorporate Affirmatively Furthering Fair Housing (AFFH) metrics and racial equity benchmarks into project evaluation to ensure that approvals advance measurable equity outcomes.

7. Develop an Interagency Training and Practice Framework for Equity-Centered Planning

Implement ongoing, cross-departmental professional development that trains planners, analysts, and other staff in racial equity principles, data interpretation, and community engagement. A shared training framework would embed equity into daily decision-making and reinforce consistent expectations across agencies.

6.7 Lived Experience Research Summary

The Department of City Planning has established itself as a policy leader on equity language, inclusionary zoning, and participatory processes, yet BPEH continue to experience distance from planning decisions. Research participants describe outreach that feels observational rather than collaborative. The department's frameworks are strong in concept but not fully translated into shared governance, lived-experience integration, or reflective of consistent community participation in research and design. DCP's greatest strength lies in its ability to shape long-term planning and policy environments that embed racial equity language into zoning, land use, and development frameworks. However, gaps persist between inclusive vision and equitable results. Wealth-building and homeownership policies remain largely aspirational, with limited operational tools to address racial disparities in ownership or access to capital.

Documentation shows strong policy alignment on inclusionary zoning, affordability incentives, and equitable investment in under-resourced neighborhoods. DCP's frameworks increasingly employ racial equity impact analyses, yet enforcement and data integration remain incomplete. Monitoring outcomes across community plans is inconsistent, and coordination with financial literacy and housing partners remains limited. DCP's policy architecture is advanced and widely respected, but the mechanisms for accountability and evaluation are still maturing. Institutionalizing racial equity metrics and strengthening collaboration with housing, finance, and community development entities would translate DCP's policy strength into measurable and sustained equity gains.

BPEH report that City planning has grown more inclusive in rhetoric but continues to feel detached from lived realities. Engagement often occurs through public workshops or advisory bodies rather than direct co-design with individuals who have experienced homelessness. Participants describe appreciation for being heard but frustration that input rarely affects final outcomes. DCP has cultivated awareness of participatory equity but has not yet achieved shared authority. Embedding lived-experience participation at the earliest stages of plan development would close the gap between symbolic inclusion and structural power.

DCP demonstrates meaningful leadership in integrating racial equity into planning frameworks and housing policy. It has advanced farthest among the three City departments in formalizing policy intent, yet it continues to underperform in community-level implementation and direct engagement with BPEH. The department is operating at a high conceptual level with strong policy alignment but with only moderate on-the-ground impact. It has embedded equity language and analysis into planning processes but has not yet institutionalized accountability to ensure equitable results. DCP's next stage of maturity will depend on deepening community partnership, tracking outcomes through racial equity indicators, and ensuring that inclusive planning principles translate into real improvements in access, ownership, and stability for Black Angelenos.

6.8 Detailed Findings on 2018 LAHSA Report Recommendations for DCP

Table 6.8a Summary of 2018 LAHSA Recommendation Crosswalk for the DCP (2025 Audit)

2018 LAHSA Report Rec. #	2018 LAHSA Report Recommendation (Directly Relevant to DCP Functions Only)	Departmental Data and Policy Review Evidence	Lived Experience Research Perceptions
5	Involve people with lived experience, Black people, and service providers in conceptualizing, planning, and conducting research, including by engaging people who have been unsuccessful in accessing appropriate housing and services to understand barriers; participants who have had successful outcomes to determine success factors; and participants who have returned to homelessness to understand causes.	Moderate progress with limited lived experience integration.	Moderate progress and limited participation.
63	Implement targeted efforts to support homeownership and other wealth-building initiatives, including by linking Family Support Service Programs to homeownership programs (e.g. funded by federal HOME Program, Southern California Homeownership Financing Authority, or California Mortgage Credit Certificate programs), and by linking participants to homebuyer and financial literacy education. Advocate to protect existing federal and state resources and infrastructure to support this.	Policy support evident but limited in operational scope.	Minimal advancement toward equity.
65	Continue to advocate for policies (e.g. inclusionary zoning) and enhanced funding to support further affordable housing development, to address the deficit in supply of affordable housing. Apply a racial equity lens to ensure thoughtful and strategic investment that considers the needs of disenfranchised communities.	Strong policy leadership with uneven implementation.	An advancing equity lens with uneven execution.

LAHSA 2018 Recommendation #5:

Involve people with lived experience, Black people, and service providers in conceptualizing, planning, and conducting research, including by engaging people who have been unsuccessful in accessing appropriate housing and services to understand barriers; participants who have had successful outcomes to determine success factors; and participants who have returned to homelessness to understand causes.

Lived Experience Research Perceptions Summary: Moderate progress and limited participation.
Participants describe growing acknowledgment of lived experience within City planning and related decision processes, yet few see opportunities to contribute directly to planning or policy design. Survey respondents report feeling studied rather than engaged, while focus group participants emphasize that community input rarely shapes final outcomes.

Data & Policy Evidence Summary: Moderate progress, with limited lived experience integration.
DCP has expanded participatory planning through community advisory groups, public workshops, and neighborhood plan updates that seek broader representation from historically excluded communities. Engagement tends to occur at the advocacy or organizational level rather than through direct inclusion of individuals who have navigated housing instability. Strengthening mechanisms for co-design and lived-experience input would enhance the department's understanding of barriers and improve the equity of planning outcomes.

LAHSA 2018 Recommendation #63:

Implement targeted efforts to support homeownership and other wealth-building initiatives, including by linking Family Support Service Programs to homeownership programs (e.g. funded by federal HOME Program, Southern California Homeownership Financing Authority, or California Mortgage Credit Certificate programs), and by linking participants to homebuyer and financial literacy education. Advocate to protect existing federal and state resources and infrastructure to support this.

Lived Experience Research Perceptions Summary: Minimal advancement toward equity.
Black Angelenos with lived experience of homelessness report exclusion from wealth-building opportunities and uncertainty about homeownership pathways. Focus group participants cite limited outreach, restrictive eligibility, and mistrust of financial institutions.

Data & Policy Evidence Summary: Policy support evident but limited in operational scope.
DCP contributes to wealth-building and homeownership indirectly through zoning, land-use incentives, and via coordination with LAHD and regional finance authorities. Planning documents reflect consistent support for mixed-income housing and small-lot ownership opportunities, which can expand access for moderate-income households. However, the department's equity focus remains primarily on affordability rather than racial disparities in ownership or asset accumulation. Integrating race-conscious impact analyses and enhancing collaboration with agencies administering financial literacy and homebuyer programs would strengthen DCP's role in advancing equitable wealth-building outcomes.

LAHSA 2018 Recommendation #65:

Continue to advocate for policies (e.g. inclusionary zoning) and enhanced funding to support further affordable housing development, to address the deficit in supply of affordable housing. Apply a racial equity lens to ensure thoughtful and strategic investment that considers the needs of disenfranchised communities.

Lived Experience Research Perceptions Summary: An advancing equity lens with uneven execution.
BPEH respondents recognize progress in inclusive zoning and housing development priorities but continue to see inequitable access to affordable units. Participants highlight that new developments often remain unaffordable or poorly located relative to services and employment.

Data & Policy Evidence Summary: Policy support is evident but limited in operational scope.
DCP continues to lead City efforts to expand affordable housing through inclusionary zoning, density incentives, and land-use reforms guided by racial equity principles. Planning frameworks increasingly incorporate data-driven analyses of displacement risk and prioritize investment in historically under-resourced neighborhoods. However, equity metrics are not yet applied consistently across all community plans or project approvals. Full realization of this commitment will depend on institutionalizing racial equity impact tools, monitoring affordability outcomes, and ensuring that new housing development directly benefits disenfranchised communities.

6.9 Overall Evaluation of DCP Progress on the 2018 LAHSA Report Recommendations

The Department of City Planning demonstrates uneven progress toward the 2018 LAHSA recommendations, showing meaningful policy alignment but limited measurable outcomes. DCP has made moderate progress on involving people with lived experience by expanding advisory structures and engagement opportunities, yet participation remains limited and seldom shapes final decisions.

Support for homeownership and wealth-building is visible in planning frameworks, but operational advancement is minimal, and BPEH continue to report exclusion from pathways to ownership and financial stability. DCP shows the strongest advancement on inclusionary zoning and affordable housing development, where its policy leadership is clear, but implementation remains inconsistent across neighborhoods and equity metrics are not fully embedded into monitoring or approvals.

Overall, DCP's achievements reflect a department that has adopted the right policy language and intent but has not yet translated these commitments into durable systems, shared governance, or consistent equity improvements for BPEH.

7: Audit Sub Report on the Los Angeles Economic and Workforce Development Department (EWDD)

7.1 Executive Summary

This sub report examines how the City of Los Angeles Economic and Workforce Department's policies, programs, and data systems impact employment, opportunity, and career outcomes for Black Angelenos experiencing or at risk of homelessness. Drawing on administrative data, policy review, and lived-experience research from 400 BPEH interview participants and focus groups, it assesses how EWDD's structures, policies, and programs advance racial equity, how its systems perform in practice, and where gaps remain.

Table 7.1a Key Findings and Insights from the EWDD Data and Policy Review

1. **Equity Oversight and Accountability Are Limited by Incomplete Visibility Into Outcomes for BPEH Participants**
   EWDD lacks a systematic way to monitor racial and intersectional disparities across its programs. Because the department does not routinely disaggregate outcomes by both race and housing status, neither the Workforce Development Board nor EWDD leadership can fully assess whether Black Angelenos experiencing homelessness are enrolling at equitable rates, completing programs at similar levels, or retaining employment over time. Current oversight processes emphasize aggregate performance rather than equity-specific outcomes.

2. **Workforce Planning and Reporting Frameworks Do Not Incorporate Equity as a Measurable Standard**
   Annual and local workforce plans reference equity conceptually, but they do not include specific benchmarks for BPEH enrollment, job placement, or retention. Program reviews summarize progress at the system level without indicating how outcomes vary by race, gender, age, or housing status. Because equity is not measured directly, disparities can persist without being identified or addressed in planning cycles or quarterly performance reviews.

3. **Outreach and Service Access for Unhoused Participants Are Inconsistent Across WorkSource Centers**
   Inside Safe Job Connectors and EWDD's targeted outreach models show promise, but they operate unevenly across sites. Variability in intake practices, referral pathways, and data sharing produces inconsistent access to employment services for unhoused participants. As a result, engagement opportunities for BPEH residents depend heavily on local practices rather than on a standardized systemwide approach,

4. **Supports for Job Retention and Advancement Are Insufficient for Participants Facing Structural Barriers**
   Programs such as LA RISE demonstrate that BPEH participants benefit from transitional jobs and structured pathways into unsubsidized employment. However, many participants still face barriers that jeopardize retention, including transportation, documentation, and caregiving needs. The absence of consistent retention supports across centers limits long term outcomes and disproportionately affects those with unstable housing.

EWDD Implications

The findings indicate that EWDD can advance racial and intersectional equity by aligning its data systems, contract structures, and performance reviews with the needs of BPEH participants. Integrating race and housing identifiers into validation routines would shift the department from compliance tracking to equity tracking, enabling leaders to see where outcomes diverge and where course corrections are needed. This change would redefine success by linking employment outcomes with reduction in disparities, not solely with aggregate placement numbers.

The department's institutional strengths create a foundation for broader reform. Its robust monitoring processes, contract oversight, and provider network can be repurposed to require complete demographic reporting, intersectional outcome reviews, and equity audits. When these expectations are standardized rather than optional, providers will have incentives to deliver measurable equity gains and to invest in supports that improve retention and wage progression for BPEH participants. Interagency coordination emerges as a critical implication. Without shared identifiers, aligned metrics, or synchronized reporting cycles, the City cannot trace whether employment contributes to housing stability.

Formalizing data sharing with LAHD, LAHSA, and HACLA would create a unified view of participant progress. This alignment would allow the City to evaluate how job placement affects long term stability and refine programs based on actual outcomes rather than anecdotal successes.

Equity must become part of routine decision making rather than a principle referenced in documents. When equity appears in contracts, dashboards, funding formulas, and meeting agendas, it becomes part of the operational identity of the department. Embedding these expectations would allow EWDD to transform employment services into a central component of the City's homelessness response and a measurable force for racial justice.

EWDD Conclusion

EWDD shows disciplined program administration and the capacity to deliver meaningful economic mobility supports, yet the absence of integrated identifiers and cross-agency linkages limits ability to measure and improve BPEH outcomes.
EWDD workforce programs often succeed when implemented consistently, but BPEH encounter uneven follow through and gaps between employment gains and long-term stability. Without shared data systems and continuity supports, the department's strong operational infrastructure cannot fully translate into equitable impacts for BPEH.

EWDD Data & Policy Recommendations

1. Implement Standardized Race and Housing Status Identifiers Across All Workforce Systems
EWDD should establish and require demographic fields that capture race and homelessness experience at intake and throughout the participant record. This identifier would allow the department to track disparities, evaluate program performance for BPEH, and ensure equity becomes an operational expectation rather than aspirational goal.

2. Strengthen Data Quality, Validation, and Completion Standards
EWDD should update reporting requirements to ensure complete demographic, service, and outcome data. Clear expectations for validation, error resolution, and follow-up would close existing data gaps and allow the department to accurately measure wage gains, retention, and advancement for BPEH participants.

3. Integrate Intersectional Outcome Metrics Into Contracting and Performance Reviews
Contracts and monitoring tools should include explicit equity benchmarks that measure how programs serve participants with intersecting vulnerabilities such as homelessness, race, disability, age, or justice involvement. Providers should be assessed not only on placements but on equitable retention, wage progression, and long term outcomes.

4. Scale Employment Models That Demonstrate Success with High-Barrier Populations
EWDD should expand proven programs such as Inside Safe Job Connectors and LA RISE, which align employment with housing stabilization and tailored supports. These models show that equity improves when workforce systema meets participants where they are, use flexible delivery, and integrates employment with the broader homelessness response.

5. Formalize Cross-Agency Data Sharing With LAHD, LAHSA, and HACLA
Establishing shared identifiers, synchronized reporting cycles, and linked dashboards would allow the City to track how employment influences housing stability. A unified data environment would transform fragmented program activity into a coordinated strategy for reducing disparities among BPEH.

6. Align Funding and Incentives With Equity Outcomes
EWDD should revise funding formulas, contract scoring, and incentive structures so that providers serving high-barrier populations are supported rather than penalized for less throughput. General equity-aligned incentives would encourage deeper engagement, higher quality follow-up, and investment in the supports that improve long-term employment outcomes.

7. Institutionalize Equity Training and Practice Standards Across the Workforce System
EWDD should adopt ongoing training for staff, providers, and system partners on racial equity, culturally responsive engagement, data interpretation, and intersectional barriers. A shared language and practice model would ensure that equity becomes embedded across decisions, interactions, and administrative processes.

7.2 Departmental Overview

The Economic and Workforce Development Department is the City's lead agency for managing workforce programming, job training, business development, and economic opportunity. It operates as both a fiscal and administrative agent for federal and state workforce funds and as the primary convener of the local Workforce Development Board. Through its system of WorkSource and YouthSource centers, LA:RISE transitional employment programs, and the Inside Safe Job Connector initiative, the department links residents who are unemployed or underemployed to education, training, and job placement. Its authority extends across the design of local workforce plans, the issuance of directives and bulletins that govern program operations, and the management of provider contracts that determine access to services for thousands of Angelenos each year.

Within this structure, EWDD manages an intricate network of policies and programs that intersect with but are not fully aligned to the City's homelessness response system. Plans and directives consistently identify individuals experiencing homelessness as a population of priority concern, yet coordination with departments that lead housing, shelter, or reentry systems remains partial. Inside Safe Job Connectors has created a functional bridge between homelessness interventions and workforce entry points, but the bridge remains limited in scale and lacks integrated data exchange. Neither the department's planning frameworks nor its reporting protocols provide routine visibility into outcomes that link employment with housing stability. The absence of shared data definitions across agencies prevents performance evaluation at the intersection of workforce and homelessness outcomes, or full visibility into impacts for BPEH.

EWDD's planning and accountability framework rests on a multi-tiered architecture. At the strategic level, the four-year *Workforce Innovation and Opportunity Act Local Plan* establishes long-range priorities and compliance obligations. Annual *Workforce Development Board Plans* translate those priorities into program budgets, target populations, and performance indicators. Directives and bulletins operationalize these goals through provider instructions and contract amendments. Together, these instruments create a policy environment that is disciplined, data-oriented, and procedurally mature. However, the system's maturity in procedural accountability has not yet been matched by the same rigor in measuring racial or intersectional equity. The department's workforce programs are managed through a combination of federally mandated data systems and locally maintained dashboards. These systems are sufficient for tracking aggregate enrollments, placements, and retention. They do not, however, require reporting that cross-references race and homelessness. The result is a performance system that meets federal and state standards while underreporting inequities faced by BPEH. Without a common identifier linking workforce and housing data, BPEH progress across systems remains invisible to both EWDD and its partners.

Although EWDD's mission centers on employment as a pathway to economic stability, its institutional design still treats homelessness as peripheral condition rather than an operational domain. The absence of dedicated liaison or data-sharing agreement with LAHD, LAHSA, or HACLA restricts the department's ability to assess the employment outcomes of people transitioning from homelessness. The City's planning documents often express a shared vision of interagency coordination, yet in practice these systems remain siloed. The economic development strategy focuses on business growth and job creation, while housing and human services agencies concentrate on shelter, supportive housing, and rental assistance.

EWDD has made measurable progress toward integrating homelessness initiatives into its workforce agenda. The *LA:RISE* social enterprise network provides transitional jobs for individuals who are unhoused or justice-involved. The *Inside Safe Job Connectors* bring workforce counselors directly into interim housing sites. These innovations mark important steps toward inclusion, yet they remain programmatic rather than systemic. Each operates as a funded initiative within a broader system that continues to measure success by aggregate placements rather than the elimination of disparities.

The department's current opportunity lies in using its data infrastructure, contractual authority, and performance management systems to embed racial and intersectional equity into every level of operations. With minimal structural change, EWDD could incorporate standardized BPEH identifiers across intake and reporting platforms, require intersectional outcome measures in provider contracts, and quarterly data reviews with housing and homelessness partners. Achieving this integration would transform employment programs from parallel services into an aligned component of the City's homelessness response and racial equity frameworks.

7.3 Detailed Findings

7.3.1 Workforce System Governance

The Economic and Workforce Development Department functions within a highly structured governance framework that emphasizes administrative compliance and accountability. The Workforce Development Board provides oversight and ensures alignment with *Workforce Innovation and Opportunity Act* requirements. This framework guarantees financial integrity and consistency in service delivery across the City's provider network. Performance indicators are set nationally and replicated locally without sufficient attention to equity or racial outcomes. Targets such as placements, credentials, and exits are valuable but fail to reveal which populations benefit.

Review of the *Local and Annual Plans for 2024 to 2025* list equity as a guiding principle but do not define how it will be measured. The plans reference "inclusive economic recovery" and "resilient workforce systems" but lack metrics that differentiate outcomes for Black Angelenos or BPEH. In quarterly Board meetings, performance dashboards report overall achievement against goals. Aggregate results appear strong, but the absence of disaggregated indicators allows inequities to persist invisibly. When employment rates are averaged across all populations, disparities between racial groups vanish from view, reinforcing a narrative of success that is statistically true but incomplete.

Analysis of provider submissions from 2024 to 2025 confirmed that demographic data were incomplete in the majority of cases. Fewer than one in five participant records included both race and housing status. Embedding racial and intersectional metrics into the existing governance framework would allow EWDD to monitor its contribution to the City's larger equity agenda. Establishing equity subcommittees within the Workforce Development Board, requiring quarterly equity reviews, and publishing disaggregated data are immediate changes that will produce improvement for BPEH.

7.3.2 Adult Workforce and Job Connector Programs

The City adult workforce system operates through a network of WorkSource Centers that provide training, career counseling, and job placement. These centers form the backbone of EWDD's service delivery and represent the most tangible point of contact for residents seeking employment. The introduction of the Inside Safe Job Connector initiative extended this network into interim housing sites. By placing workforce specialists where unhoused residents live, the City made employment services accessible to individuals who would otherwise be excluded from the formal labor market. The initiative demonstrates how proximity matters and how employment can become part of homelessness response rather than an afterthought.

In its first year, the Job Connector program reported over 1,200 referrals from Inside Safe locations. Of these, approximately 430 participants enrolled in workforce programs, and 180 obtained employment. These numbers indicate effective outreach but also highlight the limits of scale. The initiative currently operates in only a subset of housing sites and is funded primarily through discretionary allocations. Without formal inclusion in the department's base budget, the program remains vulnerable to turnover and funding cycles. Moreover, data collected through Job Connectors remains incomplete. Intake forms track homelessness status but do not consistently capture race, and the City's workforce database lacks unified fields that identify participants as both Black and homeless. This omission prevents measurement of the program's true equity impacts for BPEH.

Analysis of EWDD data tables shows BPEH experience longer job search durations and lower placement stability than other participant groups. Interviews indicate that many clients face simultaneous barriers including lack of identification documents, transportation costs, and health challenges. These findings suggest that employment interventions require more than training or placement, and require case management and retention supports. The Job Connector model demonstrates the feasibility of engagement but needs institutional reinforcement to reach systemic effect. Scaling this program would mean embedding it in all WorkSource contracts, creating standardized protocols for intake, and adding intersectional fields to all workforce databases. Such changes would not only strengthen data quality but also elevate employment as a core pillar of the City's strategy. The Job Connector initiative proves that integration is possible when systems are willing to meet participants where they are.

7.3.3 Youth Services and Transitional Employment

YouthSource Centers and the LA RISE social enterprise program form the department's prevention and early intervention platform. They target young people disconnected from school and employment who are at high risk of homelessness or justice involvement. These programs deliver essential services including tutoring, mentoring, paid internships, and wraparound supports, strategically positioned to disrupt the pipeline of marginalization to homelessness. As with the adult system, reporting frameworks do not capture racial disparities or intersectional barriers, using terms that neutralize rather than clarify inequity.

Administrative records for Program Year 2024 to 2025 indicate that YouthSource Centers served approximately 6,000 young people. Around 12.0% reported unstable housing and among those who disclosed race, Black youth were substantially overrepresented with lower program completion rates and below median wages in the cohort. The data also reveal that participants who accessed both educational and employment components achieved better outcomes than those enrolled in one track alone, underscoring the value of integrated services. The LA RISE program expands transitional employment opportunities through contracts with social enterprises. Over 700 placements were reported citywide, with strong short-term retention but little follow-up beyond 90 days. Analysis of provider data shows that participants with stable housing at entry are twice as likely to retain employment after the subsidy ends. This pattern highlights interdependence between housing and employment stability, but without case management across systems, benefits of employment programs dissipate over time.

7.3.4 Economic Development and Employer Engagement

EWDD's economic development division manages programs that influence the broader labor market, including small business assistance, sector partnerships, and employer outreach. Through these instruments, the department can shape the demand side of the workforce equation. The *Five-Year Workforce Strategic Plan* outlines key industries for growth including healthcare, construction, and clean energy. These sectors are well suited for workforce expansion but lack mechanisms to include people exiting homelessness. Policy statements emphasize competitiveness and innovation but make little reference to equity or racial representation among beneficiaries.

Review of the *Proposed Budget for Fiscal Year 2024 to 2025* reveals more than $20 million in funding allocated to business support and sector initiatives. None of these allocations include performance measures tied to the employment of unhoused residents. Job placement data from LA RISE and WorkSource Centers confirm that most BPEH participants are placed in entry level positions with limited wage progression and average earnings below City living wage thresholds. These patterns suggest that even when programs succeed in connecting people to jobs, such jobs do not lift participants out of vulnerability.

Employer engagement strategies currently rely on goodwill and voluntary partnerships, directing employers to City Fair Chance hiring practices, but without consistent incentives or accountability structures to ensure follow through. The City could transform this dynamic by introducing wage subsidies, tax credits, or public recognition for employers who retain vulnerable participants for extended periods. Such measures would embed equity into the economic fabric of the City rather than treating it as a separate policy goal. The department's position as both workforce administrator and economic development agency provides a unique opportunity to reintegrate equity into business policy. By linking employer incentives to measurable outcomes for BPEH, EWDD could redefine inclusive growth as not only an aspiration but a quantifiable achievement. This alignment would make the City economy more competitive and more just.

7.3.5 Data Systems and Accountability

EWDD maintains advanced administrative data systems designed to ensure compliance with federal reporting requirements and monitor performance across dozens of contractors, yet EWDD systems cannot consistently identify BPEH participants. Databases meets federal standards but obscure disparities. Dashboards presented to the Workforce Development Board display aggregate success rates without ability to discern many identity-based and/or intersectional groups. These differences are invisible in EWDD official reporting because they are not systematically measured.

Accountability mechanisms currently focus on compliance rather than equity. Technical capacity to monitor these indicators already exists. The EWDD's quarterly validation process could include checks for missing race and housing fields. Including equity data as part of validation would send a clear signal that fairness is as integral to accountability as accuracy. Institutionalizing this change would also strengthen the City's public transparency. Publishing disaggregated results would allow City policymakers and residents to assess whether programs are closing gaps or sustaining them. Over time, accountability would enable the department to identify effective strategies and direct resources where inequities remain most persistent.

7.3.6 Institutional Integration and Coordination

EWDD interacts regularly with other City departments responsible for housing, homelessness, and social services. In principle, these relationships create an ecosystem of support, but in practice, they operate in silos. Coordination with LAHD, LAHSA, and HACLA occurs mainly through informal relationships or time-limited pilots. Inside Safe Job Connectors refer participants to WorkSource Centers, but there is no consistent feedback loop to track employment outcomes or their effect on housing stability. Analysis of interagency data exchanges shows that referral counts are tracked, but employment results are not integrated into housing records. In a 2024 pilot between EWDD and LAHSA, 312 referrals were logged, yet the dataset lacked a common participant identifier. As a result, no analysis could be performed on job retention or subsequent housing outcomes.

The EWDD expresses a commitment to collaboration, but without shared data definitions or timelines, these commitments remain aspirational. A unified BPEH identifier across departments would allow participant tracking from intake to sustained employment. Creating an interdepartmental working group to align metrics, synchronize data cycles, and conduct quarterly joint reviews would move the City from coordination to integration. True integration would enable a holistic understanding of progress against homelessness. Employment outcomes could be directly linked to housing retention, providing policymakers with evidence of which interventions yield long term stability. Until this occurs, the City's systems will continue to function in parallel rather than in partnership.

7.4 Insights

EWDD operates a workforce system that is procedurally strong and administratively disciplined, yet aspects of its design leaves equity largely unmeasured. The department's systems reliably track contracts, expenditures, and aggregate performance, but they do not identify how outcomes vary for BPEH. The absence of a standardized identifier for race and housing status reflects a deeper limitation in what the system is structured to see. Without intersectional data, disparities remain invisible and the department's strongest accountability tools cannot be used to address them.

Review shows that EWDD's most effective innovations, such as Inside Safe Job Connectors and LA RISE, succeed because they adapt service delivery to the realities of participant lives. These models demonstrate that equity becomes operational when programs meet BPEH where they are and when employment is treated as part of the homelessness response rather than a parallel system. Their success underscores the opportunity to shift from isolated pilots to systemic practice. The department's contract, funding, and reporting frameworks remain grounded in race-neutral measures of success. This neutrality obscures the barriers that BPEH participants face, particularly incomplete data, inconsistent follow-up, and limited access to wraparound support. It also limits the ability to evaluate whether programs produce equitable wage growth, retention, or advancement. When resources are allocated using aggregate metrics, providers serving high-barrier populations risk being penalized for taking on more challenging cases.

Across all systems, the core insight is that EWDD has the technical capacity to embed equity for BPEH but lacks the structural requirements that would make this fully operational. The gap between administrative precision and equity accountability is therefore one of design rather than effort. Once EWDD begins to measure intersectional outcomes consistently, its workforce architecture can become a more effective tool for identifying and reducing disparities rather than maintaining them.

7.5 Implications

The findings indicate that EWDD can advance racial and intersectional equity by aligning its data systems, contract structures, and performance reviews with the needs of BPEH participants. Integrating race and housing identifiers into validation routines would shift the department from compliance tracking to equity tracking, enabling leaders to see where outcomes diverge and where course corrections are needed. This change would redefine success by linking employment outcomes with reduction in disparities, not solely with aggregate placement numbers.

The department's institutional strengths create a foundation for broader reform. Its robust monitoring processes, contract oversight, and provider network can be repurposed to require complete demographic reporting, intersectional outcome reviews, and equity audits. When these expectations are standardized rather than optional, providers will have incentives to deliver measurable equity gains and to invest in supports that improve retention and wage progression for BPEH participants. Interagency coordination emerges as a critical implication. Without shared identifiers, aligned metrics, or synchronized reporting cycles, the City cannot trace whether employment contributes to housing stability. Formalizing data sharing with LAHD, LAHSA, and HACLA would create a unified view of participant progress. This alignment would allow the City to evaluate how job placement affects long term stability and refine programs based on actual outcomes rather than anecdotal successes.

Equity must become part of routine decision making rather than a principle referenced in planning documents. When equity appears in contracts, dashboards, funding formulas, and meeting agendas, it becomes part of the operational identity of the department. Embedding these expectations would allow EWDD to transform employment services into a central component of the City's equity in homelessness response, especially for BPEH.

7.6 Data & Policy-Based Recommendations

1. Implement Standardized Race and Housing Status Identifiers Across All Workforce Systems

EWDD should establish and require demographic fields that capture race and homelessness experience at intake and throughout the participant record. This identifier would allow the department to track disparities, evaluate program performance for BPEH, and ensure equity becomes an operational expectation rather than aspirational goal.

2. Strengthen Data Quality, Validation, and Completion Standards

EWDD should update reporting requirements to ensure complete demographic, service, and outcome data. Clear expectations for validation, error resolution, and follow-up would close existing data gaps and allow the department to accurately measure wage gains, retention, and advancement for BPEH participants.

3. Integrate Intersectional Outcome Metrics Into Contracting and Performance Reviews

Contracts and monitoring tools should include explicit equity benchmarks that measure how programs serve participants with intersecting vulnerabilities such as homelessness, race, disability, age, or justice involvement. Providers should be assessed not only on placements but on equitable retention, wage progression, and long-term outcomes.

4. Scale Employment Models That Demonstrate Success with High-Barrier Populations

EWDD should expand proven programs such as Inside Safe Job Connectors and LA RISE, which align employment with housing stabilization and tailored supports. These models show that equity improves when workforce systems meet participants where they are, use flexible delivery, and integrate employment with the broader homelessness response.

5. Formalize Cross-Agency Data Sharing With LAHD, LAHSA, and HACLA

Establishing shared identifiers, synchronized reporting cycles, and linked dashboards would allow the City to track how employment influences housing stability. A unified data environment would transform fragmented program activity into a coordinated strategy for reducing disparities among BPEH.

6. Align Funding and Incentives With Equity Outcomes

EWDD should revise funding formulas, contract scoring, and incentive structures so that providers serving high-barrier populations are supported rather than penalized for less throughput. General equity-aligned incentives would encourage deeper engagement, higher quality follow-up, and investment in the supports that improve long-term employment outcomes.

7. Institutionalize Equity Training and Practice Standards Across the Workforce System

EWDD should adopt ongoing training for staff, providers, and system partners on racial equity, culturally responsive engagement, data interpretation, and intersectional barriers. A shared language and practice model would ensure that equity becomes embedded across decisions, interactions, and administrative processes.

7.7 Lived Experience Research Summary

The Economic and Workforce Development Department has made progress in building equity-based workforce programs. BPEH research participants report improved awareness, better caseworker engagement, and more visible outreach efforts. However, they also describe persistent barriers that prevent equitable participation and uneven access to wraparound services. The department's weakness remains in its limited capacity to verify whether these goals produce real-world results for BPEH. To move from procedural compliance toward measurable change, EWDD will need a unified data framework, stronger cross-system governance, and deeper inclusion of lived experience in program oversight.

EWDD's policies are strong on paper, integrating fair-chance hiring, inclusionary workforce priorities, and interdepartmental collaboration. Data systems track outcomes across workforce programs but rarely disaggregate by race or housing status, limiting insight into equity impacts. Partnerships with housing, education, and justice agencies exist but remain informal and dependent on individual champions. The department's generic equity principles are clear, yet operational systems to enforce and measure them for any particular population remain partially realized. Institutionalizing shared metrics for identity and accountability with other agencies would turn policy ambition into verifiable equity gains.

BPEH respondents describe modest but tangible success in access to training, mentoring, and re-entry employment opportunities. Programs such as LA:RISE and WorkSource are recognized for expanding job readiness and transitional employment. However, most participants continue to encounter systemic barriers related to criminal history, benefit loss, transportation, and childcare. Sustained EWDD improvement requires continuous evaluation, participant feedback loops, and formal mechanisms to embed lived experience in program governance.

The EWDD reflects incomplete advancement toward racial equity and inclusion in workforce development. It needs to evolve from a compliance-oriented department into one that intentionally integrates direct equity language and partnership frameworks. Lasting progress will depend on codifying data standards, embedding lived-experience leadership, and ensuring that every funded program demonstrates measurable outcomes in employment, stability, and advancement for participants most affected by systemic barriers, such as BPEH.

7.8 Detailed Findings on 2018 LAHSA Report Recommendations for EWDD

Table 7.8a Summary of 2018 LAHSA Recommendations Directly Relevant to the EWDD (2025 Audit)

2018 LAHSA Report Rec. #	2018 LAHSA Report Recommendation (Directly Relevant to EWDD Functions Only)	Departmental Data and Policy Review Evidence	Lived Experience Research Perceptions
3	Conduct a racial equity analysis on LAHSA, provider, City, and County contracting requirements, hiring practices, and job requirements to: • Identify strategies to make contracting requirements more equitable and to encourage and support smaller organizations in the contracting process, including the use of joint venture models (in lieu of sub-contractor models). • Identify any existing barriers for Black people and/or people with lived experience (e.g., language requirements, degree requirements, etc.). • Develop a plan and process to increase the recruitment and hiring of Black people and people with lived experience. • Promote racial diversity at all organizational levels, including leadership, management, boards, and commissions. • Analyze job classifications and pay scales of the homeless service workforce across gender and race. • Ensure that lived experience is a desired and valued qualification in hiring processes. • Ensure that management staff is appropriately trained in cultural competency to effectively manage staff with high vulnerabilities and experiences of trauma. • Create opportunities for education and mentorship to support the development of Black people in staff and board leadership.	Deficit with partial movement.	Deficits, with pockets of progress.
4	Continue and enhance efforts to create, provide, and require ongoing trainings (using experienced trainers, including Black trainers and people with lived experience) for relevant provider, LAHSA, city, and county staff in: • cultural competency • trauma-informed care • implicit bias • institutional racism • the history of racism and discrimination, specifically against Black people, its economic impact, and the resulting trauma for Black people with lived experience • the needs of diverse homeless populations, especially Black LGBTQ individuals • case management approaches to engage people experiencing home- lessness by understanding each person's unique situation and particular needs and interests, and by focusing on a human resiliency model	Moderate progress with inconsistent application.	Partial progress; structural gaps remain.
7	While upholding data privacy standards, enhance data collection practices to improve the quality of homeless services system data and ensure that there are sufficient, useful, and available data and metrics on homelessness and system involvement among Black people (especially focusing on the criminal justice and child welfare systems). Efforts should include: • advocating for additional data collection and/or improved data-sharing partnerships between relevant systems of care, as needed • ensuring frontline staff have sufficient time, training, and support to enter complete and accurate data • clearly demonstrating the link between robust data collection and improved services by sharing results of ongoing data analysis and evaluation	Advancing data capacity with equity gaps in scope.	Limited progress; data gaps persist.
8	Enact a civil and human rights ordinance in the City and County to provide for the development of civil rights policies and mechanisms for investigation of and enforcement against discriminatory practices in housing and employment.	Policy alignment without direct operational authority.	Minimal progress; structural barriers persist.
10	Continue to enhance and expand existing fair hiring practices to reduce barriers to employment, including legislation to restrict the use of criminal history records (such as the California Fair Chance Act and City of Los Angeles' Fair Chance Initiative for Hiring Ordinance). Ensure legislation is accompanied by funding and a provision for credible community partnerships to support implementation (through measures such as public awareness campaigns, education, lessor/lessee trainings, and enforcement).	Strong legislative alignment with uneven implementation.	Partial progress; enforcement weak.

11	Establish and expand upon existing local hiring preferences for capital development projects (including affordable and supportive housing development, considering cost implications and potential impacts on the total number of units funded) that include the training and hiring of people experiencing homelessness.	**Incremental advancement through capital project linkages.**	**Limited progress; opportunity unrealized.**
12	Establish a process to collect employment data related to people experiencing homelessness to include: employment status (full-time, part-time, seasonal, day laborer), industry type, name of employer, wage, length of employment, and location. Use data to better understand trends and industry sector patterns and explore opportunities to involve employers in public-private partnerships to address housing and employment needs for Black people experiencing homelessness.	**Foundational data structure established but incomplete integration.**	**Data and coordination deficits persist.**
13	With input from community organizations with successful program models, advocate for and fund the establishment of a cross-agency community partnership that provides a holistic approach to addressing employment barriers—including employment training and placement, mental health services, leadership training to advocate for workers' rights, and mentorship opportunities.	**Cross-agency collaboration improving but still fragmented.**	**Emerging progress; limited integration.**
14	Ensure that living-wage workforce development programs and employment training programs are aligned with major growth sectors in the Los Angeles region, adequately funded, accessible to people experiencing homelessness (e.g., proximate locations, transportation and childcare assistance, low-barrier eligibility requirements, compensated through stipends, etc.), and offer services tailored to Black people experiencing homelessness—particularly Black youth. Program development should include a broad range of opportunities, including entrepreneurial and small business opportunities.	**Strong alignment with inclusive workforce priorities.**	**Moderate progress; accessibility uneven.**
15	Advocate for reform of state and federal benefit programs to prevent loss of subsidies while people are working to increase income through workforce development programs.	**Advocacy present but limited policy influence.**	**Policy awareness present; outcomes limited.**
18	Fund and build capacity for programs that support people who have been incarcerated and who are experiencing homelessness or are at risk of experiencing homelessness by: • hiring Black people who have been incarcerated and/or have lived experience of homelessness • utilizing effective wrap-around service models • employing trauma-informed care training and practices	**Notable progress with opportunity for deeper integration.**	**Targeted efforts but scale insufficient.**
22	Based on the results of the global landscape analysis, consider establishing and/or enhancing existing cross-system partnerships, including by • strengthening working relationships between law enforcement, criminal justice, re-entry, homeless service, and housing providers • championing the criminal justice system to be homeless- and housing informed and operate with an anti-racist lens • creating opportunities for collaboration between homeless service providers, re-entry agencies, economic development organizations, community colleges, and unions to provide educational programs, job trainings, and apprenticeships and to create a hiring pipeline for formerly incarcerated individuals with lived experience of homelessness	**Expanding collaboration yet constrained by fragmented systems.**	**Emerging collaboration; weak continuity.**
24	Based on the results of the global landscape analysis, consider advocating for policy changes, such as: • preventing nonviolent arrests from being used to remove individuals experiencing homelessness from City- and County-controlled housing placement lists • expanding allowances for removal of past convictions from individuals' records • expanding access to occupational licensing for long-term career opportunities (e.g., fire fighters, social workers, IT and coding, etc.) • establishing a law enforcement policy that diverts all homelessness-related bookings to services rather than jail (in jurisdictions where this is not already the case)	**Supportive policy stance with limited jurisdictional reach.**	**Limited advocacy and persistent barriers**

25	Based on the results of the global landscape analysis, consider implementing enhancements to programs and services aimed at better supporting those exiting incarceration, such as: • broadening and deepening the scope and scale of criminal justice diversion programs provided by ODR • increasing the network of reception/transition hubs with culturally relevant services • ensuring rental and housing search/stability assistance is readily available for those exiting from incarceration • expanding funding for the existing re-entry navigator programs to provide peer-to-peer mentorship, guidance, and support for re-entry populations in accessing housing, employment, healthcare, and education services • expanding the use of restorative justice programs	**Expanding service reach through re-entry partnerships.**	**Fragmented efforts and limited reach**
30	Conduct research to identify interrupters of intergenerational cycles of homelessness and develop appropriate coaching strategies to model desired healthy behaviors and essential life skills.	**Emerging practice without formal evaluation.**	**Modest progress with limited structure**
40	Broaden the extended foster care program to include youth up to age 24 to provide comprehensive, person-centered services including housing, education, and employment.	**Supportive alignment with limited program ownership.**	**Incremental progress with uneven implementation**

LAHSA 2018 Report Recommendation #3:

Conduct a racial equity analysis on LAHSA, provider, City, and County contracting requirements, hiring practices, and job requirements to: • Identify strategies to make contracting requirements more equitable and to encourage and support smaller organizations in the contracting process, including the use of joint venture models (in lieu of sub-contractor models). • Identify any existing barriers for Black people and/or people with lived experience (e.g., language requirements, degree requirements, etc.). • Develop a plan and process to increase the recruitment and hiring of Black people and people with lived experience. • Promote racial diversity at all organizational levels, including leadership, management, boards, and commissions. • Analyze job classifications and pay scales of the homeless service workforce across gender and race. • Ensure that lived experience is a desired and valued qualification in hiring processes. • Ensure that management staff is appropriately trained in cultural competency to effectively manage staff with high vulnerabilities and experiences of trauma. • Create opportunities for education and mentorship to support the development of Black people in staff and board leadership.

Lived Experience Research Perceptions Summary: Deficits, with pockets of progress.

Black Angelenos with lived experience of homelessness continue to face inequitable access to workforce opportunities and advancement within City-supported programs. Participants report bias in job placement, degree requirements, and unclear hiring processes that limit inclusion.

Data & Policy Evidence Summary: Deficit with partial movement.

EWDD's current frameworks reflect a general commitment to equity but lack a comprehensive racial equity audit or enforcement structure across contracting and workforce practices. Data systems emphasize overall compliance rather than measurable equity impacts, and there is no consistent mechanism to identify or reduce racialized barriers within hiring, vendor selection, or pay structures. Pilot initiatives have introduced community partnerships and mentorship components, yet remain isolated rather than integrated into standardized agency policy or monitoring requirements.

LAHSA 2018 Report Recommendation #4:

Continue and enhance efforts to create, provide, and require ongoing trainings (using experienced trainers, including Black trainers and people with lived experience) for relevant provider, LAHSA, city, and county staff in: • cultural competency • trauma-informed care • implicit bias • institutional racism • the history of racism and discrimination, specifically against Black people, its economic impact, and the resulting trauma for Black people with lived experience • the needs of diverse homeless populations, especially Black LGBTQ individuals • case management approaches to engage people experiencing homelessness by understanding each person's unique situation and particular needs and interests, and by focusing on a human resiliency model

Lived Experience Research Perceptions Summary: Partial progress; structural gaps remain.

BPEH participants describe modest improvement in cultural-competence and trauma-informed practices within City workforce and training programs, yet experiences of bias and inconsistent treatment persist. Respondents link trust and satisfaction with staff behavior, noting that respect and reliability improve outcomes.

Data & Policy Evidence Summary: Moderate progress with inconsistent application.

EWDD continues to promote training on cultural competency, trauma-informed care, and implicit bias across its workforce and contractor networks. Materials show improvement in staff awareness and participation, particularly through workforce development partners. However, these trainings vary in quality, duration, and frequency, with no consistent evaluation of their long-term impact on service delivery or participant outcomes. Integration of trainers with lived experience remains limited, indicating that while progress is evident, cultural responsiveness is not yet embedded across all program areas.

LAHSA 2018 Report Recommendation #7:

While upholding data privacy standards, enhance data collection practices to improve the quality of homeless services system data and ensure that there are sufficient, useful, and available data and metrics on homelessness and system involvement among Black people (especially focusing on the criminal justice and child welfare systems). Efforts should include: • advocating for additional data collection and/or improved data-sharing partnerships between relevant systems of care, as needed • ensuring frontline staff have sufficient time, training, and support to enter complete and accurate data • clearly demonstrating the link between robust data collection and improved services by sharing results of ongoing data analysis and evaluation

Lived Experience Research Perceptions Summary: Limited progress; data gaps persist.

Participants across surveys and focus groups report confusion about employment and housing programs, inconsistent case management, and weak data sharing between agencies. Many describe having to repeat information or losing access when staff changed, showing that data collection and integration remain fragmented.

Data & Policy Evidence Summary: Advancing data capacity with equity gaps in scope.

EWDD has strengthened its data systems and reporting capabilities, improving tracking of workforce outcomes and program participation. However, data fields rarely disaggregate by race and homelessness status, limiting visibility into how Black Angelenos experiencing homelessness engage with services. Staff capacity for consistent data entry and analysis has increased, yet partnerships for data sharing with justice and housing systems remain underdeveloped. Continued progress depends on integrating racial identifiers and creating shared data environments to evaluate outcomes across intersecting systems.

LAHSA 2018 Report Recommendation #8:

Enact a civil and human rights ordinance in the City and County to provide for the development of civil rights policies and mechanisms for investigation of and enforcement against discriminatory practices in housing and employment.

Lived Experience Research Perceptions Summary: Minimal progress; structural barriers persist.

Survey and focus group participants continue to report discrimination in hiring, housing access, and service encounters, with limited confidence that City systems enforce civil or human rights protections. Many describe procedural unfairness and bias that shape their employment and housing outcomes.

Data & Policy Evidence Summary: Policy alignment without direct operational authority.

EWDD's policies align with civil rights principles and include nondiscrimination clauses in contracting and employment practices. The department supports citywide initiatives that promote fair access to jobs and housing, but it does not have direct enforcement authority over civil or human rights investigations. To advance equity outcomes, EWDD would benefit from clearer linkages between its funding oversight and the State of California's broader civil rights and employment enforcement mechanisms.

LAHSA 2018 Report Recommendation #10:

Continue to enhance and expand existing fair hiring practices to reduce barriers to employment, including legislation to restrict the use of criminal history records (such as the California Fair Chance Act and City of Los Angeles' Fair Chance Initiative for Hiring Ordinance). Ensure legislation is accompanied by funding and a provision for credible community partnerships to support implementation (through measures such as public awareness campaigns, education, lessor/lessee trainings, and enforcement).

Lived Experience Research Perceptions Summary: Partial progress; enforcement weak.

Participants acknowledge gradual improvement in fair hiring awareness but continue to face exclusion based on criminal history and background checks. Justice-involved focus group members report persistent barriers to reemployment despite City ordinances intended to prevent discrimination.

Data & Policy Evidence Summary: Strong legislative alignment with uneven implementation.

EWDD demonstrates strong adherence to fair hiring legislation, such as the Fair Chance Initiative, with internal practices reflecting compliance and public promotion of inclusive employment standards. Many workforce programs incorporate fair chance hiring principles, expanding access for individuals with prior justice involvement. However, enforcement and monitoring vary among contracted partners, and some employers remain cautious in adopting the policy fully. Sustained improvement will depend on standardized equity audits and continued outreach to ensure consistent implementation across all funded programs.

LAHSA 2018 Report Recommendation #11:

Establish and expand upon existing local hiring preferences for capital development projects (including affordable and supportive housing development, considering cost implications and potential impacts on the total number of units funded) that include the training and hiring of people experiencing homelessness

Lived Experience Research Perceptions Summary: Limited progress; opportunity unrealized.

BPEH participants emphasize the importance of connecting job creation with housing stability but report few pathways linking City-funded capital projects to employment for people experiencing homelessness. Many describe training programs that feel disconnected from real hiring outcomes.

Data & Policy Evidence Summary: Incremental advancement through capital project linkages

EWDD has begun integrating local hiring preferences within certain capital and infrastructure projects, creating limited pathways for individuals experiencing homelessness to gain employment. Collaboration with workforce programs has improved coordination, yet documentation suggests these initiatives remain pilot-scale rather than systemwide. Strengthening policy language and embedding measurable hiring targets in development agreements would advance equity objectives and expand opportunities for marginalized workers.

LAHSA 2018 Report Recommendation #12:

Establish a process to collect employment data related to people experiencing homelessness to include: employment status (full-time, part-time, seasonal, day laborer), industry type, name of employer, wage, length of employment, and location. Use data to better understand trends and industry sector patterns and explore opportunities to involve employers in public-private partnerships to address housing and employment needs for Black people experiencing homelessness.

Lived Experience Research Perceptions Summary: Data and coordination deficits persist.

Respondents noted fragmented and unreliable tracking of employment experiences among people experiencing homelessness. Focus group participants describe inconsistent data entry, poor follow-up, and limited visibility into whether job placements lead to stability.

Data & Policy Evidence Summary: Foundational data structure established but incomplete integration.

EWDD collects substantial employment data through its workforce programs, including job type, wage level, and retention metrics. However, consistent tracking of participants experiencing homelessness or those identifying as Black remains limited. Data are often aggregated, preventing analysis of disparities or progress across sectors. While partnerships with regional employers show potential for richer insights, the lack of standardized identifiers and interdepartmental data linkage constrains the ability to assess long-term equity impacts or guide targeted interventions.

LAHSA 2018 Report Recommendation #13:

With input from community organizations with successful program models, advocate for and fund the establishment of a cross-agency community partnership that provides a holistic approach to addressing employment barriers—including employment training and placement, mental health services, leadership training to advocate for workers' rights, and mentorship opportunities.

Lived Experience Research Perceptions Summary: Emerging progress; limited integration.

Participants acknowledge positive examples of nonprofit partnerships that connect employment with supportive services but describe these as isolated rather than coordinated. Justice-involved and young adult groups emphasize the need for holistic programs linking workforce training with mental health care and mentorship.

Data & Policy Evidence Summary: Cross-agency collaboration improving but still fragmented.

EWDD has expanded its partnerships with community-based organizations and re-entry programs to address employment barriers through wraparound services and mentorship. These collaborations demonstrate promise in integrating mental health and training supports, yet coordination across agencies remains inconsistent. Many programs still operate on parallel tracks with limited data or funding integration. Progress toward a truly holistic employment partnership will depend on stronger governance frameworks and sustained co-investment with other City and County entities.

LAHSA 2018 Report Recommendation #14:

Ensure that living-wage workforce development programs and employment training programs are aligned with major growth sectors in the Los Angeles region, adequately funded, accessible to people experiencing homelessness (e.g., proximate locations, transportation and childcare assistance, low-barrier eligibility requirements, compensated through stipends, etc.), and offer services tailored to Black people experiencing homelessness—particularly Black youth. Program development should include a broad range of opportunities, including entrepreneurial and small business opportunities.

Lived Experience Research Perceptions Summary: Moderate progress; accessibility uneven.

Survey respondents identify employment and income stability as central to preventing homelessness, but many report limited access to living-wage or growth-oriented opportunities. Focus group participants recognize the value of training programs yet cite barriers such as transportation, childcare, and eligibility criteria that restrict participation.

Data & Policy Evidence Summary: Strong alignment with inclusive workforce priorities.

EWDD has effectively aligned its workforce development programs with regional growth sectors, prioritizing living-wage employment and low-barrier access. Programs such as LA:RISE and WorkSource centers provide stipends, transportation aid, and targeted supports for participants experiencing homelessness. While participation among Black Angelenos has improved, disparities persist in program completion and long-term wage growth. Continued expansion of culturally responsive training and entrepreneurship pathways would further strengthen equity outcomes and sustain the department's positive trajectory.

LAHSA 2018 Report Recommendation #15:

Advocate for reform of state and federal benefit programs to prevent loss of subsidies while people are working to increase income through workforce development programs.

Lived Experience Research Perceptions Summary: Policy awareness present; outcomes limited.

Participants express frustration that increased earnings from short-term or low-wage employment can trigger benefit loss, forcing difficult tradeoffs between work and stability. Many describe cycling between employment and homelessness as subsidies lapse.

Data & Policy Evidence Summary: Advocacy present but limited policy influence.

EWDD recognizes how benefit disruption undermines workforce participation for low-income residents, and has supported interagency discussions to mitigate their effects. However, the department has limited authority over state or federal subsidy rules, and direct policy advocacy remains largely indirect through coalition efforts. While staff training and client counseling address individual cases, structural solutions, such as coordinated benefit phase-outs, have yet to materialize.

LAHSA 2018 Report Recommendation #18:

Fund and build capacity for programs that support people who have been incarcerated and who are experiencing homelessness or are at risk of experiencing homelessness by: • hiring Black people who have been incarcerated and/or have lived experience of homelessness • utilizing effective wrap-around service models • employing trauma-informed care training and practices.

Lived Experience Research Perceptions Summary: Targeted efforts, but scale insufficient.

Focus group participants with incarceration histories describe strong motivation to work but limited access to programs that address both employment and trauma recovery. Some report positive experiences in small reentry or transitional employment programs, suggesting effective models exist. However, most respondents note fragmented support, short program durations, and scarce opportunities that prioritize hiring people with lived experience.

Data & Policy Evidence Summary: Notable progress with opportunity for deeper integration.

EWDD has made measurable gains in supporting formerly incarcerated individuals through re-entry employment initiatives and peer-led mentorship. Programs increasingly emphasize trauma-informed care and wraparound models, reflecting improved alignment with racial equity goals. However, while hiring of people with lived experience has grown within certain contracted providers, systemic representation in leadership and management remains limited. Sustaining progress will depend on scaling successful pilot programs and embedding re-entry pathways within all workforce development contracts.

LAHSA 2018 Report Recommendation #22

Based on the results of the global landscape analysis, consider establishing and/or enhancing existing cross-system partnerships, including by • strengthening working relationships between law enforcement, criminal justice, re-entry, homeless service, and housing providers • championing the criminal justice system to be homeless- and housing-informed and operate with an anti-racist lens • creating opportunities for collaboration between homeless service providers, re-entry agencies, economic development organizations, community colleges, and unions to provide educational programs, job trainings, and apprenticeships and to create a hiring pipeline for formerly incarcerated individuals with lived experience of homelessness.

Lived Experience Research Perceptions Summary: Emerging collaboration; weak continuity.

Participants note occasional coordination between employment and reentry programs, but describe these as inconsistent and dependent on individual staff or pilot funding. Justice-involved respondents report confusion about available pathways and limited linkage between workforce programs, housing, and community colleges.

Data & Policy Evidence Summary: Expanding collaboration yet constrained by fragmented systems.

EWDD has strengthened coordination with criminal justice, re-entry, and educational partners to create job training and apprenticeship pipelines for justice-involved individuals. These efforts demonstrate growing interdepartmental alignment and shared equity objectives. However, operational silos between agencies still limit continuity of services, and referral data remain inconsistent.

LAHSA 2018 Report Recommendation #24:

Based on the results of the global landscape analysis, consider advocating for policy changes, such as: • preventing nonviolent arrests from being used to remove individuals experiencing homelessness from City- and County-controlled housing placement lists • expanding allowances for removal of past convictions from individuals' records • expanding access to occupational licensing for long-term career opportunities (e.g., fire fighters, social workers, IT and coding, etc.) • establishing a law enforcement policy that diverts all homelessness-related bookings to services rather than jail (in jurisdictions where this is not already the case)

Lived Experience Research Perceptions Summary: Limited advocacy and persistent barriers.

Focus group participants with justice involvement describe ongoing employment discrimination related to criminal records and licensing restrictions. Many report exclusion from career pathways despite prior training or experience.

Data & Policy Evidence Summary: Supportive policy stance with limited jurisdictional reach.

EWDD publicly endorses reforms that expand occupational access and reduce criminal record barriers, aligning with fair employment and re-entry goals. However, its role remains primarily advisory, as changes to arrest policies, licensing restrictions, and record expungement fall under state or county authority. EWDD contributes through education campaigns and employer engagement, yet lacks mechanisms to enforce or fund these reforms. Stronger coordination with legal aid and licensing boards could enhance influence on employment access for justice-involved residents.

LAHSA 2018 Report Recommendation #25:

Based on the results of the global landscape analysis, consider implementing enhancements to programs and services aimed at better supporting those exiting incarceration, such as: • broadening and deepening the scope and scale of criminal justice diversion programs provided by ODR • increasing the network of reception/transition hubs with culturally relevant services • ensuring rental and housing search/stability assistance is readily available for those exiting from incarceration • expanding funding for the existing re-entry navigator programs to provide peer-to-peer mentorship, guidance, and support for re-entry populations in accessing housing, employment, healthcare, and education services • expanding the use of restorative justice programs.

Lived Experience Research Perceptions Summary: Fragmented efforts and limited reach.

Participants with incarceration histories report difficulty finding programs that combine employment, housing support, and mentorship after release. Some describe effective short-term reentry services, but most note inconsistent access and weak coordination across agencies.

Data & Policy Evidence Summary: Expanding service reach through re-entry partnerships.

EWDD has collaborated with community and county partners to strengthen employment and housing pathways for individuals exiting incarceration. Programs increasingly incorporate peer navigation, rental assistance, and job readiness supports. While these initiatives mark a shift toward more holistic models, service availability remains uneven across regions, and data on long-term stability are limited. Formalizing these partnerships and integrating outcome tracking across systems would help sustain and expand the department's progress.

LAHSA 2018 Report Recommendation #30:

Conduct research to identify interrupters of intergenerational cycles of homelessness and develop appropriate coaching strategies to model desired healthy behaviors and essential life skills.

Lived Experience Research Perceptions Summary: Modest progress with limited structure.

Survey respondents highlight the role of mentorship, family stability, and skill-building in breaking cycles of homelessness, while focus group participants emphasize the value of consistent coaching and positive modeling.

Data & Policy Evidence Summary: Emerging practice without formal evaluation.

EWDD programs touch on intergenerational homelessness prevention through youth employment, mentorship, and financial literacy efforts, yet these remain programmatic rather than research-driven. There is limited evidence of structured evaluation or targeted coaching models addressing cycles of economic instability within families. While staff recognize the importance of early intervention, the department has not yet developed longitudinal tracking or behavioral coaching frameworks to identify and interrupt inherited vulnerabilities that contribute to homelessness risk.

LAHSA 2018 Report Recommendation #40:

Broaden the extended foster care program to include youth up to age 24 to provide comprehensive, person-centered services including housing, education, and employment.

Lived Experience Research Perceptions Summary: Incremental progress with uneven implementation.

Young adult participants describe improved access to job training and educational support but continued instability in housing and income once aging out of foster care. Several report that programs end too soon, leaving gaps between youth services and adult employment options.

Data & Policy Evidence Summary: Supportive alignment with limited program ownership.

EWDD contributes indirectly to extended foster care outcomes through youth employment and training initiatives that complement housing and education services led by other agencies. Programs such as Hire LA's Youth and LA:RISE provide accessible work experience and income supports for youth. However, coordination with child welfare and higher education systems remains ad hoc, and eligibility gaps limit coverage. Strengthening formal referral pipelines and data sharing would enhance the department's impact on housing and employment stability for former foster youth.

7.9 Overall Evaluation of EWDD Progress on the 2018 LAHSA Report Recommendations

EWDD shows early but incomplete movement toward realizing the 2018 LAHSA recommendations. Some advances are visible in expanding training, strengthening reentry programs, and aligning workforce initiatives with inclusive hiring principles, yet these improvements remain inconsistent and limited in scope. Efforts to build culturally responsive practices and trauma-informed engagement have begun, but they are uneven across providers and not yet supported by a unified structure for accountability. Data systems continue to miss critical information on race, housing status, and long term outcomes, preventing full understanding of how BPEH move through workforce programs.

Fair chance hiring has been adopted in policy but is not reliably implemented, and connections between employment, housing stability, and public safety systems remain fragmented. Emerging partnerships show potential but lack the scale and continuity needed to create holistic support. Overall, EWDD's actions reflect meaningful intent and isolated progress, but the department has not yet developed the integrated systems, cross agency alignment, or equity centered practices required to fully meet the needs of BPEH.

8: Audit Sub Report on the City of Los Angeles Housing Department (LAHD)

8.1 Executive Summary

This sub report examines how the City of Los Angeles Housing Department's policies, programs, and data systems shape housing outcomes for Black Angelenos experiencing or at risk of homelessness. Drawing on administrative data, policy review, and lived-experience research from 400 BPEH participants, it assesses whether LAHD's structures advance racial equity, how its systems perform in practice, and where accountability gaps may remain.

Table 8.1a Key Findings and Insights from LAHD Data & Policy Review

1. **Progress and Equity Commitments Are Broad and Visible, but Not Fully Operationalized**
   LAHD expresses strong institutional commitment to fairness and inclusion and has made progress in delivering housing stability for increased numbers of Black Angelenos, yet many programs and policy documents do not explicitly identify BPEH as a distinct population. Universal framing obscures racialized disparities and prevents LAHD from evaluating how investments and protections affect those most impacted by housing instability.

2. **Housing Production and Preservation Patterns Reproduce Historical Geographic Inequities**
   Most new affordable and supportive units continue to be built in neighborhoods that have long absorbed the majority of the City's social and economic burdens. Higher opportunity areas remain underrepresented due to land costs and community resistance. This pattern expands overall supply but does not expand access to opportunity for Black residents, who remain concentrated in areas with limited economic mobility, environmental quality, and housing stability.

3. **Program Eligibility and Documentation Requirements Create Structural Barriers for Black Households**
   LAHD's rental assistance, homeownership, and tenant protection programs rely on documentation, credit, and employment standards that are difficult for many Black residents to meet due to long standing structural inequities. These allegedly neutral qualifications and requirements produce uneven access to stabilization programs and unintentionally reinforce disparities in who qualifies for assistance and who is left out.

4. **Fragmented and Incomplete Data Systems Limit Visibility Into Racial and Housing Outcomes**
   LAHD manages a wide array of program databases that track production, rental assistance, and homeownership activity, yet these systems do not share common identifiers and rarely include both race and homelessness status. This fragmentation prevents the department from assessing who benefits from specific interventions or whether investments reduce disparities. Reporting improvements under United to House LA show progress, but the overall data architecture is not yet designed to support equity governance.

5. **Lack of Coordinated Governance Across City and County Systems Weakens Equity Impact**
   LAHD's ability to influence housing outcomes is restricted by limited coordination and collaboration with City and County agencies responsible for supportive services, case management, and health-related supports. Each system performs its own functions effectively, but they do not operate within a unified framework. Without shared metrics, consistent data exchange, or joint planning structures, long term outcomes for Black residents cannot be accurately measured or improved at a systemwide scale.

LAHD Implications

Findings indicate that reducing racial disparities in housing access and stability will require LAHD to move from broad equity commitments to explicit outcome-based accountability. Identifying Black residents, including those experiencing homelessness, as a distinct population within policy design is necessary for evaluating whether programs reduce disparities in access, retention, or mobility across the City and its vulnerable populations.

Housing production strategies must shift from feasibility-based siting toward intentional geographic equity. Concentrating supportive and affordable housing in the same neighborhoods reinforces historic segregation patterns and limits long-term opportunity. Aligning financing incentives, zoning authority, and fair housing responsibilities is essential to ensure that all communities contribute to the City's housing responsibilities.

Data modernization is central to achieving measurable equity. LAHD needs integrated internal systems that link rental assistance, production pipelines, homeownership programs, and tenancy records. Citywide data coordination that includes County agencies is necessary to track prevention outcomes, housing retention, and long-term stability for Black households. Without this integration, policy decisions will continue to rely on partial information.

Governance reforms are required to support consistent interagency collaboration. Stability for Black residents depends on the alignment of housing programs with health, benefits, and case management systems. Shared performance measures and coordinated review processes would allow the City to determine whether its collective actions advance equitable outcomes rather than isolated program goals.

Success must be defined by reductions in racial disparities rather than by program activity alone. Units produced, households served, and dollars allocated are important, but they do not indicate whether Black Angelenos are experiencing increased stability, safety, and opportunity. LAHD's administrative strengths and policy innovations give it the ability to lead this shift. Fully realizing this potential will require embedding equity as the organizing principle guiding data, programs, and systemwide governance.

LAHD Conclusion

LAHD carries significant responsibility for the prevention of homelessness for Black Angelenos, but systems remain internally fragmented across programs and insufficiently connected to partners who control critical parts of the housing ecosystem.
LAHD possesses substantial technical capacity and has made substantive progress in delivering successful programmatic outcomes, yet the absence of unified data structures, consistent eligibility clarity, and integrated service pathways creates vulnerabilities for people whose progress depends on smooth transitions between programs. LAHD's strengths become most effective when they are aligned with shared governance and coordinated delivery with other agencies.

LAHD Data & Policy Recommendations

1. Develop Standardized Identifiers for Race and Housing Status
LAHD should implement consistent demographic fields that identifies participants who are Black and experiencing homelessness. These fields should appear across all intake, service delivery, and monitoring systems. Consistent identifiers would allow long-term tracking and reveal currently invisible disparities within programs.

2. Create a Unified City and County Housing Data Environment
LAHD should work with HACLA, County housing and health agencies, and LAHSA to build a shared data platform that follows individuals from prevention to homelessness services to permanent housing to longitudinal retention. A unified environment with common definitions and governance would allow the City to evaluate outcomes by race, geography, and service pathway.

3. Consolidate Internal LAHD Databases into a Single Data Warehouse
The department should merge data from financing, rental assistance, homeownership, and tenant protection programs into one internal data warehouse supported by an analytics portal. Harmonized data definitions and automated reporting would improve planning, transparency, and the ability to measure equity outcomes.

4. Review and Reform Eligibility Standards that Exclude Black Applicants
LAHD should assess program rules that rely on traditional documentation, credit scores, or employment records that do not reflect the lived realities of many Black residents. Alternatives such as community attestations and flexible verification methods can reduce structural exclusion without compromising program integrity.

5. Strengthen Longitudinal Evaluation in Rental and Tenant Protection Programs
Housing stabilization programs should track whether households remain housed at six, twelve, and eighteen months after receiving assistance, referrals, and linkage to legal services, employment programs, and income opportunities can be adopted to prevent further engagement in rental assistance programs or eventual displacement. These outcomes should be reviewed by race and neighborhood to identify early signs of displacement risk for Black renters.

6. Institutionalize Equity Governance and Data Management Capacity
The department should create a permanent structure dedicated to equity analytics, data field standardization, and staff training. Regular reporting to leadership would transform equity from a compliance function into an ongoing performance management practice supported by all program teams.

7. Expand Cross-Agency Collaboration on Housing, Subsidies, and Homeownership Access
LAHD should deepen coordination with HACLA, local lenders, County agencies, the Assessor's Office, universities, and community partners to improve subsidy alignment, track racial inequities in homeownership access, monitor appraisal disparities, and develop early warning systems for displacement. Shared analysis and joint planning would strengthen accountability across institutions that influence housing outcomes for Black residents.

8.2 Departmental Overview

The Los Angeles Housing Department is the City's central agency for financing, regulating, and protecting affordable housing. Its responsibilities include development finance, rent stabilization, eviction prevention, homeownership assistance, code enforcement, and fair housing compliance. LAHD functions as both a builder and a regulator, advancing the City's legal obligations under state and federal fair housing law while administering local programs that support renters and prevent homelessness. It oversees the Rent Stabilization Ordinance, manages capital programs for affordable housing, implements Low-Income and Moderate-Income Purchase Assistance initiatives, and administers key homelessness-prevention programs. It also allocates major public funds, including United to House LA (ULA) revenues and federal HOME and Community Development Block Grant resources. These activities collectively determine where public investments occur and who benefits from them, shaping long-term housing stability across Los Angeles.

The Housing Authority of the City of Los Angeles (HACLA) operates in concert with LAHD, but under a separate charter. HACLA manages public housing, Housing Choice Vouchers, and mixed-income developments. While both agencies share City oversight and often intersect through financing and regulatory partnerships, HACLA was not included within the original scope of this research study and declined to participate in this research. Even so, its role provides essential context. HACLA's *2021 Demographics Report* shows that Black Angelenos represent 21.5% of public-housing tenants. This persistent concentration of Black households in older, subsidized housing stock illustrates structural inequities that LAHD's policies seek to redress. LAHD operates within a larger housing ecosystem that includes the Los Angeles County Department of Health Services, the Department of Mental Health, and the Los Angeles Homeless Services Authority, amongst others. LAHD and HACLA manage the housing infrastructure, while County agencies oversee specialized housing service delivery. Shared data, such as the *DHS ICMS Roster* of participants housed in City-funded units, demonstrates how cross-agency coordination affects the success of placements and long-term housing retention. Understanding gaps and outcomes for BPEH requires an overarching view that spans multiple governmental systems.

The City's equity framework has evolved through two major initiatives: the *Affirmatively Furthering Fair Housing (AFFH) Plan* and *United to House LA (ULA)*. The *AFFH Plan* established the obligation to identify and dismantle barriers to opportunity, with LAHD as the lead agency for implementation. The *ULA initiative*, adopted by voters in 2022, created a permanent funding stream for affordable-housing production and homelessness prevention: requiring all programs to collect and publish outcomes disaggregated by race, gender, geography, and income. Together, these frameworks have shifted LAHD from compliance toward performance-based equity accountability. To support these mandates, LAHD built an integrated data architecture. Core datasets, including the *Housing Resource Center (HRC)*, *Eviction Defense Program (EDP)*, *Emergency Rental Assistance Program (ERAP)*, and additional enforcement databases for rent stabilization and code compliance, capture tenant vulnerability and LAHD program reach. Financing datasets such as the *Financed and Completed Projects Inventory* and *Purchase Assistance Records* track where and for whom units are created. HACLA's public data complements these systems by describing household composition in subsidized housing, allowing analysis of how race, geography, and program design interact to shape outcomes for Black Angelenos. Persistent separation between data systems still limits complete intersectional tracking.

LAHD's leadership demographics also affect its readiness for equity implementation. 21% of executives and senior staff identify as Black, with the remaining composition distributed among Hispanic, White, Asian, and multiracial staff. Within its internal operations, LAHD is moving from race-neutral administration toward race-conscious equity governance. Its *Assessment of Fair Housing Analyses*, including *Access to Affordable Housing Opportunities*, *Access to Community Assets*, and *Segregation and Integration* document how Black residents remain disproportionately confined to neighborhoods with low opportunity, limited investment, and high displacement risk. At the same time, ULA embeds racial reporting requirements that transform race from a demographic attribute into a measure of performance. The *United to House LA Progress Report on Racial Disparities* shows that changes are beginning to reshape data management across programs.

Publicly facing transparency tools, including *Rent Stabilization, Ellis Act, and Enforcement Dashboards*, provide ongoing visibility into eviction and withdrawal trends. Their value for equity monitoring will expand once racial data fields are added and integrated into the ULA reporting system, a central operational goal for 2025. The following section examines how that framework performs in practice across six major program and service domains, using LAHD's policy and data to evaluate progress toward equitable outcomes for BPEH.

8.3 Detailed Findings

8.3.1 Affordable Housing Production and Finance

LAHD's core housing-production mission is carried out through a set of financing tools that include the Affordable Housing Trust Fund, Low-Income Housing Tax Credit leverage, public bonds, and loan programs. These mechanisms support new construction, rehabilitation, and long-term affordability covenants for multifamily developments. Between 2003 and 2025, the department financed more than 1,400 projects representing over 75,000 units, according to the *Financed and Completed Projects In Service Inventory*. This investment has increased the overall supply of regulated affordable housing in the City.

The department's financing data shows that new projects are heavily concentrated in lower-income *Community Plan* areas such as South Los Angeles, Central City, and Pico-Union, areas that already house the City's largest share of Black renters. The concentration pattern reflects both economic and zoning constraints in higher-opportunity districts, but also perpetuates historical residential segregation. The *Access to Affordable Housing Opportunities* and *Segregation and Integration* analyses confirm that most tax-credit-funded developments are sited in neighborhoods with high poverty rates, limited transit access, and lower environmental quality. Consequently, while overall unit production is strong, the geographic distribution of investment reproduces inequitable spatial outcomes. For Black Angelenos, this means that the chance of receiving a newly built affordable unit often coincides with continued exposure to disinvestment and limited access to community assets.

LAHD's affordability covenants require that assisted projects remain income-restricted for 30 to 55 years, yet data from the *Appraisals Data* and *Cost Burdens* analyses indicate that even within regulated properties, rent levels frequently exceed what extremely low-income households can afford. Because Black renters are overrepresented among those earning below 30% of Area Median Income (AMI), effective affordability of many projects excludes a group most at risk of homelessness. The department's underwriting model, which balances production cost and affordability depth, has direct racial-equity implications. While early in the administration and funding streams identified under the ULA plan, awareness of this balance is evident through new financing and program models, including community land trusts, shared housing finance, financing for affordable homeownership, and financial assistance, to enable more equitable outcomes for BPEH and other vulnerable populations.

Loan data from the *Low-Income and Moderate-Income Purchase Assistance* programs reveal similar inequity on the home ownership side. Between 2019 and 2024, only a small fraction of purchase-assistance recipients identified as Black, despite the program's stated intent to reduce racial wealth gaps. Geographic analysis shows clustering of assisted purchases in majority-White or gentrifying neighborhoods, where high property values restrict access for lower-income households. These outcomes illustrate the challenge of translating financial participation into racial equity: without explicit targeting, even income-based programs may reinforce existing disparities in asset accumulation. Integration of *Foreclosure Data* adds further context, with Black homeowners disproportionately represented among foreclosures in the City's post-pandemic period, particularly in South Los Angeles and parts of the East Valley. This trend reverses gains made through earlier assistance programs and underscores the fragility of homeownership for many Black households. While LAHD cannot control broader market forces, aligning foreclosure prevention and rehabilitation initiatives with more substantive equity metrics would strengthen the stability of Black homeownership and reduce movement into rental instability and/or homelessness.

Housing-finance and production systems demonstrate LAHD's capacity to generate large-scale output but also reveal structural barriers that have historically limited equitable distribution. The persistence of racialized geography within development patterns and the limited reach of ownership programs collectively constrain the impact of the City's investments in the housing stability of Black Angelenos. LAHD's financing instruments are powerful levers for addressing homelessness upstream, yet their equity potential depends on intentional inclusion. Integrating AFFH location criteria, ULA's racial-reporting requirements, and outcome metrics tied to Black household participation would allow the department to evaluate not only how many units are built, but also for whom and where they advance long-term stability.

8.3.2 Tenant Assistance and Eviction Prevention

LAHD's tenant-assistance and eviction-prevention portfolio represents the department's most direct mechanism for stabilizing renters who are at immediate risk of homelessness. The portfolio includes the Emergency Rental Assistance Program (ERAP), the Eviction Defense Program (EDP), and the Housing Resource Center (HRC) network, supplemented by enforcement activities under the Rent Stabilization Ordinance and the Ellis Act. These systems function as a safety net for low-income tenants, yet their equity impact depends on limited resources and reach, and also whether program strategies translate to lived experiences of racial equity.

The *LA City 2021 ERAP Dataset* documents one of the largest and most successful emergency rental-assistance efforts in the United States. Over 60,000 households received payment support during the Covid-19 pandemic, with more than $260 million distributed across City neighborhoods. Although the program used income and pandemic impact as eligibility criteria rather than race, the distribution pattern revealed significant racial disparity in access. Census-tract overlays show participation rates highest in majority-Latino and White tracts and lowest in tracts with high proportions of Black renters, particularly in South Los Angeles. These outcomes suggest that eligibility, documentation, digital application processes, and landlord participation barriers likely limited access for Black households. Because ERAP funding reached primarily tenants who were already in formal leases, those living in informal or unstable arrangements, conditions disproportionately experienced by Black Angelenos, were underrepresented. The resulting inequity demonstrates how race-neutral design can yield skewed impacts even when administered at scale with positive intentions.

Following ERAP, the City established the Eviction Defense Program for ongoing displacement protections. Correspondence and program summaries reviewed indicate that more than 25% of EDP clients identified as Black, a rate significantly higher than the citywide Black renter population of approximately 8%. This alignment suggests that legal services and representation resources are reaching many Black tenants at the highest risk of eviction, but outcome tracking remains inconsistent. Without consistent longitudinal follow-up, it is not possible to determine how many clients retained their housing. Integrating EDP case data with Housing Resource Center data would allow the department to calculate true retention rates for Black tenants and compare them with those of other groups. Datasets from 2018 through 2022 show a steady increase in clients citing eviction or rent burden as their primary issue. Across all years, the proportion of Black participants averaged 26%. This overrepresentation relative to City population suggests that Black renters consistently face higher rates of crisis-level housing instability. Geographic segmentation reveals that South Los Angeles and Metro service areas have the highest case volumes and lowest median incomes, reinforcing the concentration of vulnerability in historically underinvested neighborhoods.

Code Enforcement and Rent Stabilization data further illustrate the structural link between regulation and eviction prevention. The 2022 through 2024 enforcement datasets show that violation issuance and inspection activity are heavily concentrated in South Los Angeles and Boyle Heights. These areas overlap with neighborhoods experiencing the highest eviction rates. Although race is not recorded in enforcement datasets, geographic alignment with Census data confirms that a significant share of affected tenants are Black.

Cumulative evidence across these programs demonstrates that LAHD has built a broad tenant-protection infrastructure that captures large segments of the renter population but does not measure its impact through a racial-equity lens. Most systems track volume rather than outcomes, and none consistently disaggregate by race or ethnicity beyond categorical reporting. The absence of racial data obscures whether resource allocation mitigates structural inequities. Integrating ULA's mandated data requirements into these systems would transform them from reactive mechanisms into performance-managed equity tools. Tenant assistance and eviction prevention programs are the front line of homelessness prevention with substantial scale and reach, but their visibility in delivering equitable outcomes for BPEH remains only partial.

To advance equity for Black renters, LAHD must connect program data to outcome evaluation, linking legal and rental assistance records to subsequent housing status. Equally important is ensuring that enforcement and stabilization programs function as complements rather than parallel systems. When paired with the housing-production strategies discussed previously, these reforms would allow LAHD to identify and intervene before displacement becomes homelessness, directly reducing inflow into the population of BPEH.

8.3.3 Fair Housing, Segregation, and Access to Opportunity

LAHD's fair-housing and equity-planning functions serve as the department's structural framework for dismantling systemic barriers that limit access to opportunity for historically marginalized groups. Through its *Affirmatively Furthering Fair Housing (AFFH) Plan*, LAHD and its partners are responsible for identifying patterns of segregation, quantifying disparities in access to community assets, and developing corrective policies. These obligations link directly to the conditions that produce and sustain Black experiences of homelessness, since racialized housing patterns have long determined exposure to poverty, displacement, and limited access to stable housing.

The department's *Access to Affordable Housing Opportunities* analysis from the *Assessment of Fair Housing* outlines how spatial segregation continues to shape affordability outcomes. It finds that affordable units are overwhelmingly concentrated in low-resource areas, while high-opportunity neighborhoods remain inaccessible due to zoning, cost, and limited production. Black Angelenos experience the lowest probability of obtaining affordable units in high-opportunity tracts, even after considering income and voucher availability. This structural mismatch between where affordable housing is built and where opportunities exist reinforces the cyclical relationship between historical segregation and current BPEH experiences. It also highlights the limitations of production metrics that measure success in total units built but not in racial or geographic equity achieved.

The LAHD *Access to Community Assets* analysis includes education, transportation, health, and employment infrastructure. It shows that neighborhoods with high concentrations of Black residents face the lowest levels of access to quality schools, clinics, and transit connectivity. Overlap between these areas and those with elevated eviction and cost-burden rates demonstrates systemic deprivation. Housing insecurity among Black residents is not only a function of rent levels but also of reduced access to the community supports that enable resilience and stability. The result is a persistent gap in mobility, with Black households less able to relocate to opportunity-rich areas or to sustain housing once displaced.

Segregation and Integration analysis from the LAHD *Assessment of Fair Housing* deepens this analysis by tracing the persistence of racial segregation since the 1970s. Despite diversification, the City of Los Angeles remains relatively divided along racial and economic lines. Black Angelenos are disproportionately concentrated in Census tracts classified as racially or ethnically concentrated areas of poverty. Even as Latino and Asian populations achieve greater rates of integration, Black households remain structurally isolated. This isolation corresponds with patterns of underinvestment, environmental risk, and reduced property-value growth. From an equity-governance perspective, these findings confirm that the City's housing inequities are not incidental but geographically reproduced through policy and market dynamics. The implication for BPEH homelessness prevention is clear: without better geographic distribution, displacement pressures, and inflow into homelessness among Black residents will continue.

The *Fair Housing Enforcement* analysis translates these structural issues into regulatory practice, documenting disproportionate numbers of discrimination complaints filed by Black renters, primarily related to differential treatment, denial of tenancy, and harassment. Although LAHD processes and resolves these complaints, systemic discrimination persists, often intersecting with private-market screening practices and landlord discretion. Enforcement outcomes show a gap between policy intent and lived experience, where legal remedies address individual violations but rarely result in systemic change. This gap underscores the need for proactive auditing, targeted landlord education, and stronger penalties for repeat violators to deter discriminatory practices that serve as a direct pathway into Black experiences of homelessness.

LAHD's Goal 4 of the *AFFH Plan* articulates the City's strategic commitment to expanding housing choice and promoting integration. It sets measurable objectives for reducing segregation and increasing access to affordable housing in higher-opportunity areas. Land-use and financing constraints continue to favor production in lower-cost zones, and community opposition in wealthier districts often delays or prevents inclusive development. These structural barriers illustrate that achieving racial equity in housing requires not only program-level adjustments but also governance reforms that align zoning, financing, and enforcement tools under a unified equity mandate. The *United to House LA Progress on Addressing Racial Disparities Report* introduces a critical advancement. For the first time, LAHD's reporting infrastructure formally requires the disaggregation of all funded program data by race, income, and geography. This mandate transforms fair-housing compliance into performance measurement. This shift will enable LAHD to evaluate whether its investments reduce disparities in housing access and stability for Black Angelenos.

Collectively, these documents show that LAHD's Fair Housing portfolio identifies the correct structural problems but has yet to operationalize them into measurable corrective action. The persistence of segregation and differential access across the housing system indicates that planning frameworks are not yet fully integrated with implementation mechanisms. LAHD's new equity-reporting mandates under ULA represent an opportunity to close this gap by embedding race and geography directly into performance accountability systems.

LAHD's Fair-Housing infrastructure possesses the analytical capacity to expose structural inequity but must evolve into a complete enforcement and investment system that corrects it. For Black residents, equitable housing outcomes will depend on whether the next generation of LAHD policies uses these data tools to direct resources toward desegregation, access to opportunity, and stabilization. Without that shift, racial disparities in housing access will continue to translate into a disproportionate increase in the BPEH population.

8.3.4 Homeownership and Asset Equity

Homeownership represents both a form of stability and an intergenerational asset that anchors communities against economic shocks and displacement. LAHD's homeownership programs aim to make this opportunity accessible to low- and moderate-income residents through direct lending and down-payment assistance. However, evidence from departmental loan and property datasets shows that these programs have achieved limited racial equity. Black Angelenos continue to face among the lowest rates of mortgage approval, purchase assistance, and property retention, revealing the persistence of barriers that extend beyond income into the structure of the housing market itself.

The *Appraisals Data and Homeownership Trends* analysis demonstrate the wider structural dynamics underlying this problem. Appraisal studies show that homes in majority-Black neighborhoods consistently receive lower valuations than comparable properties in racially mixed or White neighborhoods. This devaluation affects both the equity gains of current homeowners and the borrowing potential of prospective ones. The result is a compounded disadvantage: lower appreciation limits wealth accumulation, while undervaluation constrains refinancing or reinvestment capacity. These conditions, when combined with disproportionate exposure to predatory lending and higher foreclosure rates, sustain a structural wealth gap that increases vulnerability to housing loss and re-entry into rental instability.

Foreclosure Data adds an important dimension to this analysis. Post-pandemic trends reveal persistent geographic concentration of foreclosures in South Los Angeles and portions of the East Valley, areas with significant Black homeownership. Many of these foreclosures occurred after the expiration of forbearance and moratorium protections, signaling limited access to recovery resources. LAHD's programs for mortgage-relief coordination and rehabilitation financing have not yet been scaled to the same degree as rental assistance, leaving a gap in the City's equity infrastructure. The connection between homeownership instability and homelessness risk is direct. Foreclosure or forced sale often leads to rental transition and, for households with limited income or credit, potential displacement into homelessness. Black households, whose average net wealth remains a fraction of that of White households, face the steepest drop in stability following housing loss. Without targeted foreclosure-prevention interventions, the City's progress in reducing homelessness through rental protection programs may be offset by renewed inflows from ownership loss.

Data also reveals the limits of LAHD's influence. Much of the ownership landscape is shaped by federal lending standards, private financial institutions, and broader market conditions. LAHD's policy choices can significantly affect access. Expanding credit counseling, underwriting flexibility, and race-conscious outreach would help increase participation among Black buyers. Similarly, embedding racial equity criteria into rehabilitation and first-time-buyer programs would ensure that resources flow toward households with the greatest structural disadvantage rather than those most able to meet conventional criteria. Homeownership remains a cornerstone of stability and wealth building, yet LAHD's current programs deliver limited racial equity impact. Expanding these tools to target areas of historic disinvestment and to explicitly include racial equity as a program metric would close one of the most persistent structural gaps driving housing insecurity among Black Angelenos. Without these adjustments, public investment risks reinforcing existing inequities rather than reversing them.

8.3.5 Permanent Supportive Housing and Homeless Services Alignment

Permanent supportive housing (PSH) sits at the intersection of housing policy and social service delivery. It is where LAHD's capital financing role converges with other City and County behavioral health, medical, and case management systems. The goal of PSH is to provide long-term stability for individuals and families who would otherwise remain chronically homeless. LAHD's role is to fund and regulate the physical housing component, while agencies such as the Los Angeles County Department of Health Services (DHS), Department of Mental Health (DMH), and the Los Angeles Homeless Services Authority (LAHSA) oversee referrals, case management, and ongoing supportive services. This multi-agency model holds great potential but remains encumbered by fragmentation, inconsistent data integration, and weak accountability for racial equity.

The *PSH Report Redesign Required 2025* identifies several chronic deficiencies: outdated data-reporting templates, incomplete demographic capture, and limited outcome measures beyond occupancy. These technical barriers have substantive consequences. Without accurate information on who is entering, remaining in, or exiting PSH, it is impossible to assess whether the system is producing equitable results for Black participants. Existing records from partner systems show that Black Angelenos account for a high proportion of tenants, depending on the year and dataset, far exceeding their proportion of the City's total population. This overrepresentation reflects the broader racial disparities in homelessness inflow, but also raises questions about how PSH is serving as a stopgap for systemic inequities elsewhere in the City housing ecosystem.

The Los Angeles County *DHS ICMS Roster with City of LA Address* provides one of the few integrated data sources connecting City-funded housing units with County-managed service rosters. Analysis shows that a substantial portion of PSH residents supported through LAHD-funded properties are also clients of the County's Intensive Case Management Services (ICMS). Each agency tracks different outcomes: LAHD measures occupancy, affordability, and compliance, while DHS measures case management engagement. The absence of a unified data infrastructure prevents policymakers from knowing whether Black residents remain housed at the same rate or experience greater recidivism into homelessness compared to other groups.

LAHD 2025 Datasets prepared for this research consolidate multiple program indicators and demonstrate preliminary progress toward integrating race and housing status fields across datasets. These differences persist even after adjusting for income and health status. While the dataset's completeness remains limited, these patterns suggest systemic inequities in retention and service alignment. Factors may include insufficient culturally competent case management, location of PSH sites in high-displacement neighborhoods, and absence of feedback mechanisms that can signal early signs of instability.

The department's financing portfolio also influences PSH outcomes. The *Financed and Completed Prcjects In Service 2003-2025* dataset demonstrates that a substantial share of PSH developments are located in census tracts with existing concentrations of poverty and environmental burden. Although this pattern reflects available land, economic, and zoning feasibility, it undermines long-term stability. Locating PSH in these areas limits access to transportation, employment, and health services, reducing the likelihood of successful reintegration. These siting patterns also disproportionately affect Black residents, who are (according to lived experience feedback) more likely to be referred to PSH projects within their home service areas, often the same neighborhoods from which they were displaced.

Rapid Rehousing and Time-Limited Subsidy dataset illustrates the continuum between temporary assistance and permanent housing. Black participants are overrepresented in short-term programs but underrepresented in those transitioning successfully into long-term PSH. This suggests a bottleneck in referral and placement processes, where Black clients experience higher attrition before reaching permanent housing. These disparities often result from eligibility restrictions, documentation requirements, and program-level discretion in prioritization criteria. The lack of standardized referral practices perpetuates inequitable access to permanent units even within equity-oriented frameworks.

The equity implications of these findings are significant: LAHD's depth of integration and coordination with HACLA, DHS, and LAHSA defines the scale and quality of supportive housing outcomes, yet because HACLA declined direct participation in this research, crucial data on voucher utilization and current PSH tenant demographics remained inaccessible. This absence itself signals a governance gap. Without integrated oversight, no single agency can be held accountable for disparities in BPEH retention, exit, or recidivism rates within PSH. Current reporting structures measure generic program output, including units built and tenants served, but not the distribution of stability or the quality-of-life outcomes across identities.

At the programmatic level, LAHD has begun redesigning PSH data systems to comply with United to House LA (ULA) reporting mandates. These reforms require the capture of race, gender, geography, and outcome measures for all funded programs. If implemented with coordination from County partners, they could establish the first City-County PSH equity dashboard linking housing and service data. Such a system would enable continuous tracking of whether PSH placements translate into durable exits for BPEH, rather than logging containment within constrained zones of diminished opportunity.

PSH embodies both the potential and the limitations of the greater City of Los Angeles housing equity framework. It demonstrates that large-scale coordination is possible but also that fragmentation sustains inequity. Without unified data governance and explicit racial metrics, PSH risks perpetuating the same structural disparities it is meant to resolve. The next phase of LAHD's development should integrate race and geography as core accountability dimensions within PSH reporting and link them to County service outcomes. Doing so would transform PSH into a measurable engine of racial equity and stability.

8.3.6 LAHD Governance, Workforce, and Institutional Equity

A department's internal culture and structure determine its capacity to carry out equity-centered policy. LAHD's organizational systems, staffing composition, and data governance practices shape how effectively it can align policy frameworks like Affirmatively Furthering Fair Housing (AFFH) and United to House LA (ULA) align with operational delivery. Evidence from leadership demographics, internal data systems, and program oversight documentation reveals an agency in transition: moving from compliance-based administration toward performance-based equity governance, but still constrained by fragmentation, data silos, and uneven accountability mechanisms.

Internal training materials outline LAHD's evolving performance management framework. The new system links employee evaluations to program objectives, yet equity is not consistently embedded as a performance criterion. Departments that deliver services directly to the public often receive guidance on cultural competency and outreach, while those focused on development finance or data management receive little or none. Embedding racial-equity metrics into performance appraisals across all divisions would institutionalize accountability beyond symbolic statements. Currently, the absence of standardized metrics allows progress to be defined subjectively rather than through measurable outcomes tied to departmental goals.

Data governance remains one of the most significant internal challenges. LAHD manages an extensive array of program databases, including rent stabilization, enforcement, project finance, and loan portfolios, but these systems operate on separate platforms, many of which were designed decades apart. LAHD data provided to researchers illustrates the scope and complexity of this fragmentation: multiple standalone spreadsheets and reporting portals capture overlapping information without shared identifiers.

This siloed architecture makes it difficult to perform cross-program equity analyses or track an individual household across multiple services. Although the department has begun consolidating data through the ULA reporting framework, integration is incomplete. Until data from tenant assistance, homeownership, and project finance systems are harmonized into a unified database, racial equity outcomes cannot be systematically measured. The *United to House LA Progress Report on Racial* Disparities highlights a notable shift toward transparency. LAHD has committed to publishing disaggregated program outcomes across all ULA-funded initiatives.

LAHD's institutional evolution reflects broader cultural change within the City government. Historically, housing policy in Los Angeles has been shaped by bureaucratic compliance and technical implementation rather than proactive equity design. Over recent years, LAHD has begun to invert that hierarchy, positioning equity as a management principle rather than a reporting obligation. Initiatives such as internal equity trainings, data-modernization projects, and partnerships with the Civil and Human Rights Department signal this shift. LAHD's internal governance capacity determines the credibility and sustainability of its external equity commitments.

8.4 Insights

LAHD demonstrates strong technical capacity within its programs, financing tools, and regulatory systems, yet these strengths do not fully translate into measurable equity for BPEH. The department expresses clear institutional commitment to fairness and inclusion, but its policies do not identify BPEH as a distinct population. This universal framing limits the ability to assess whether specific interventions improve outcomes for those most affected by housing instability.

Housing production patterns reveal a continued concentration of affordable and supportive developments in neighborhoods that have historically absorbed the majority of the City's social service infrastructure. Higher opportunity areas remain underrepresented due to land costs and political resistance. As a result, new construction expands supply but does not expand access to opportunity or reduce the geographic risks associated with homelessness for Black Angelenos.

Programs aimed at tenant protection, rental assistance, and homeownership rely on eligibility standards that favor formal documentation, predictable income, and stable financial histories. These criteria protect administrative integrity but do not account for the structural barriers that disproportionately affect Black households. This produces uneven access, particularly for those who have interacted with informal rental markets, family based tenancy, or cyclical employment.

Data limitations further restrict LAHD's ability to evaluate racialized outcomes. Program databases operate independently and rarely include both race and homelessness indicators. The result is partial visibility into who benefits from the department's programs. Reporting under United to House LA has begun to expand demographic transparency, but a comprehensive equity measurement system has not yet been established.

Fragmentation across City and County systems creates additional barriers. LAHD provides housing and regulatory authority, while other systems are responsible for case management, health supports, and tenancy stabilization. Without shared data or unified measures of success, no single entity can determine whether interventions reduce racial disparities or produce lasting stability for Black residents. These insights point to a department capable of advancing equity but constrained by systems not yet designed to achieve it.

8.5 Implications

Findings indicate that reducing racial disparities in housing access and stability will require LAHD to move from broad equity commitments to explicit outcome-based accountability. Identifying Black residents, including those experiencing homelessness, as a distinct population within policy design is necessary for evaluating whether programs reduce disparities in access, retention, or mobility.

Housing production strategies must shift from feasibility-based siting toward intentional geographic equity. Concentrating supportive and affordable housing in the same neighborhoods reinforces historic segregation patterns and limits long-term opportunity. Aligning financing incentives, zoning authority, and fair housing responsibilities is essential to ensure that all communities contribute to the City's housing responsibilities, as LAHD has begun to address through ULA in providing incentives for development in high-opportunity and displacement-risk neighborhoods.

Data modernization is central to achieving measurable equity. LAHD needs integrated internal systems that link rental assistance, production pipelines, homeownership programs, and tenancy records. Citywide data coordination that includes County agencies is necessary to track prevention outcomes, housing retention, and long-term stability for Black households. Without this integration, policy decisions will continue to rely on partial information.

Governance reforms are required to support consistent interagency collaboration. Stability for Black residents depends on the alignment of housing programs with health, benefits, and case management systems. Shared performance measures and coordinated review processes would allow the City to determine whether its collective actions advance equitable outcomes rather than isolated program goals.

Success must be defined by reductions in racial disparities rather than by program activity alone. Units produced, households served, and dollars allocated are important, but they do not indicate whether Black Angelenos are experiencing increased stability, safety, and opportunity. LAHD's administrative strengths and policy innovations give it the ability to lead this shift. Fully realizing this potential will require embedding equity as the organizing principle guiding data, programs, and systemwide governance.

8.6 Data & Policy Based Recommendations

1. Develop Standardized Identifiers for Race and Housing Status

LAHD should implement consistent demographic fields that identifies participants who are Black and experiencing homelessness. These fields should appear across all intake, service delivery, and monitoring systems. Consistent identifiers would allow long-term tracking and reveal currently invisible disparities within programs.

2. Create a Unified City and County Housing Data Environment

LAHD should work with HACLA, County housing and health agencies, and LAHSA to build a shared data platform that follows individuals from prevention to homelessness services to permanent housing. A unified environment with common definitions and governance would allow the region to evaluate outcomes by race, geography, and service pathway.

3. Consolidate Internal LAHD Databases into a Single Data Warehouse

The department should merge data from financing, rental assistance, homeownership, and tenant protection programs into one internal warehouse supported by an analytics portal. Harmonized data definitions and automated reporting would improve planning, transparency, and the ability to measure equity outcomes.

4. Review and Reform Eligibility Standards that Exclude Black Applicants

LAHD should assess program rules that rely on traditional documentation, credit scores, or employment records that do not reflect the lived realities of many Black residents. Alternatives such as community attestations and flexible verification methods can reduce structural exclusion without compromising program integrity.

5. Strengthen Longitudinal Evaluation in Rental and Tenant Protection Programs

Housing stabilization programs should track whether households remain housed at six, twelve, and eighteen months after receiving assistance. These outcomes should be reviewed by race and neighborhood to identify early signs of displacement risk for Black renters.

6. Institutionalize Equity Governance and Data Management Capacity

The department should create a permanent structure dedicated to equity analytics, data field standardization, and staff training. Regular reporting to leadership would transform equity from a compliance function into an ongoing performance management practice supported by all program teams.

7. Expand Cross Agency Collaboration on Housing, Subsidies, and Homeownership Access

LAHD should deepen coordination with HACLA, local lenders, County agencies, the Assessor's Office, universities, and community partners to improve subsidy alignment, track racial inequities in homeownership access, monitor appraisal disparities, and develop early warning systems for displacement. Shared analysis and joint planning would strengthen accountability across institutions that influence housing outcomes for Black residents.

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8.7 Lived Experience Research Summary

The Los Angeles Housing Department has achieved notable policy maturity, reflected in clear commitments to equity, inclusion, and transparency. Its guidelines now embed anti-bias and trauma-informed training, equity-driven contracting requirements, and greater public access to housing data. BPEH respondents acknowledge improved awareness among staff and better communication within some programs, yet continue to describe differential treatment, slow responses, and a lack of consistent follow-up. The department's strongest advances lie in policy coherence and administrative capacity. It has developed comprehensive frameworks that connect housing, data, and public accountability. However, these structures are not yet matched by consistent implementation at the service level. Progress depends on ensuring that policy frameworks generate measurable, reliable improvements for BPEH.

Survey and focus group findings reflect mixed experiences with LAHD and its contracted housing providers. BPEH recognize better training, improved communication, and some positive case management relationships while reporting persistent bias, uneven enforcement of tenant protections, and gaps in housing placement processes. Engagement often depends on individual staff initiative. Continued investment in culturally competent training, supervision, and evaluation mechanisms is essential to translate policy intent into equitable outcomes across all programs.

The significant volume of data and documentation received from the LAHD reveals a sophisticated policy and data environment. LAHD has advanced in publishing housing dashboards, improving transparency, and aligning funding with inclusionary zoning and anti-discrimination principles. However, the systems remain fragmented, with limited linkage between housing, workforce, and reentry data. The department's frameworks and reporting tools demonstrate high potential but possess limited cross-system accountability. Building integrated data systems and embedding racial equity indicators across all programs will be critical to achieving sustained and verifiable progress.

LAHD has institutionalized racial equity within policy and planning, but has yet to fully embed it within daily service delivery. The next stage of progress will depend on implementing standardized data linkages across city systems, ensuring consistent performance evaluation for all contracted providers, and maintaining direct input from people with lived experience of homelessness in program design and oversight. LAHD represents a department in transition from policy commitment to operational accountability. It exhibits strong leadership in setting citywide standards for transparency, tenant protections, and affordable housing production. The department's language and policy frameworks show clear understanding of equity principles, yet consistent enforcement, data integration, and staff accountability remain incomplete.

8.8 Detailed Findings on 2018 LAHSA Report Recommendations for LAHD

Table 8.8a Summary of 2018 LAHSA Recommendation Crosswalk for the LAHD (2025 Audit)

2018 LAHSA Report Rec. #	2018 LAHSA Report Recommendation (Directly Relevant to LAHD Functions Only)	Departmental Data and Policy Review Evidence	Lived Experience Research Perceptions
4	Continue and enhance efforts to create, provide, and require ongoing trainings (using experienced trainers, including Black trainers and people with lived experience) for relevant provider, LAHSA, city, and county staff in: • cultural competency • trauma-informed care • implicit bias • institutional racism • the history of racism and discrimination, specifically against Black people, its economic impact, and the resulting trauma for Black people with lived experience • the needs of diverse homeless populations, especially Black LGBTQ individuals • case management approaches to engage people experiencing home- lessness by understanding each person's unique situation and particular needs and interests, and by focusing on a human resiliency model	**Sustained progress with uneven adoption.**	**Partial progress with uneven implementation.**
5	Involve people with lived experience, Black people, and service providers in conceptualizing, planning, and conducting research, including by engaging people who have been unsuccessful in accessing appropriate housing and services to understand barriers; participants who have had successful outcomes to determine success factors; and participants who have returned to homelessness to understand causes.	**Expanding framework with limited institutionalization.**	**Moderate progress with limited participation.**
8	Enact a civil and human rights ordinance in the City and County to provide for the development of civil rights policies and mechanisms for investigation of and enforcement against discriminatory practices in housing and employment.	**Foundational policy intent with limited enforcement structure.**	**Limited progress with persistent inequities.**
11	Establish and expand upon existing local hiring preferences for capital development projects (including affordable and supportive housing development, considering cost implications and potential impacts on the total number of units funded) that include the training and hiring of people experiencing homelessness.	**Policy linkage identified but weak operational follow-through.**	**Limited progress and weak linkage to housing outcomes.**
12	Establish a process to collect employment data related to people experiencing homelessness to include: employment status (full-time, part-time, seasonal, day laborer), industry type, name of employer, wage, length of employment, and location. Use data to better understand trends and industry sector patterns and explore opportunities to involve employers in public-private partnerships to address housing and employment needs for Black people experiencing homelessness.	**Limited integration of employment and housing data.**	**Data collection incomplete and poorly integrated.**
14	Ensure that living-wage workforce development programs and employment training programs are aligned with major growth sectors in the Los Angeles region, adequately funded, accessible to people experiencing homelessness (e.g., proximate locations, transportation and childcare assistance, low-barrier eligibility requirements, compensated through stipends, etc.), and offer services tailored to Black people experiencing homelessness—particularly Black youth. Program development should include a broad range of opportunities, including entrepreneurial and small business opportunities.	**Strategic alignment with limited access focus.**	**Moderate alignment but limited accessibility.**
16	Conduct a global landscape analysis within City and County government to identify existing and potential relationships as well as current efforts related to criminal justice reform and services to those transitioning to community. This analysis should be conducted in collaboration with re-entry service providers and include a review of Los Angeles County's ODR, Project LEAD, and Jail In-Reach program, among other initiatives currently in place.	**Coordination noted but no defined framework.**	**Emerging coordination with limited scope.**

2018 LAHSA Report Rec. #	2018 LAHSA Report Recommendation (Directly Relevant to LAHD Functions Only)	Departmental Data and Policy Review Evidence	Lived Experience Research Perceptions
20	Assess current service provider practices and explore the most equitable and culturally competent ways to assess, triage, and ask what people need in order to ensure that justice-involved Black people experiencing homelessness are connected to the most appropriate housing and services.	**Equity principles recognized but not consistently operationalized.**	**Partial awareness with inconsistent application.**
22	Based on the results of the global landscape analysis, consider establishing and/or enhancing existing cross-system partnerships, including by • strengthening working relationships between law enforcement, criminal justice, re-entry, homeless service, and housing providers • championing the criminal justice system to be homeless- and housing-informed and operate with an anti-racist lens • creating opportunities for collaboration between homeless service providers, re-entry agencies, economic development organizations, community colleges, and unions to provide educational programs, job trainings, and apprenticeships and to create a hiring pipeline for formerly incarcerated individuals with lived experience of homelessness	**Active interagency participation with limited direct accountability.**	**Incremental collaboration with uneven follow-through.**
23	Based on the results of the global landscape analysis, consider advancing efforts to enhance funding, such as: • conducting a system-wide fiscal, cost, and racial equity analysis of criminal justice investments, with the goal of redirecting high-cost system expenditures (e.g., criminal justice system spending) to housing and service investments to help those exiting long-term incarceration, formerly incarcerated individuals, and people with lived experience of homelessness thrive in the community • engaging the philanthropic community to leverage funding and strengthen new and existing partnerships, specifically to support formerly incarcerated individuals and/or re-entry efforts • coordinating with appropriate agencies to target and leverage any housing dollars to support those living with criminal history and those exiting long-term incarceration	**Financial coordination present but equity targeting limited.**	**Limited progress and weak funding integration.**
24	Based on the results of the global landscape analysis, consider advocating for policy changes, such as: • preventing nonviolent arrests from being used to remove individuals experiencing homelessness from City- and County-controlled housing placement lists • expanding allowances for removal of past convictions from individuals' records • expanding access to occupational licensing for long-term career opportunities (e.g., fire fighters, social workers, IT and coding, etc.) • establishing a law enforcement policy that diverts all homelessness-related bookings to services rather than jail (in jurisdictions where this is not already the case)	**Policy relevance acknowledged without direct authority.**	**Minimal advocacy and limited systemic change.**
25	Based on the results of the global landscape analysis, consider implementing enhancements to programs and services aimed at better supporting those exiting incarceration, such as: • broadening and deepening the scope and scale of criminal justice diversion programs provided by ODR • increasing the network of reception/transition hubs with culturally relevant services • ensuring rental and housing search/stability assistance is readily available for those exiting from incarceration • expanding funding for the existing re-entry navigator programs to provide peer-to-peer mentorship, guidance, and support for re-entry populations in accessing housing, employment, healthcare, and education services • expanding the use of restorative justice programs	**Collaborative intent with limited operational scope.**	**Fragmented implementation with limited scale.**

2018 LAHSA Report Rec. #	2018 LAHSA Report Recommendation (Directly Relevant to LAHD Functions Only)	Departmental Data and Policy Review Evidence	Lived Experience Research Perceptions
27	Coordinate and work with DCFS, homeless service providers, parent advocates, parent defender advocates, and other relevant partner agencies to leverage resources and maximize services, expertise, and outcomes.	**Active partnership with incomplete integration.**	**Moderate coordination with limited consistency.**
28	Strengthen connections and collaboration with the faith-based community in order to understand what resources and services currently exist (including an understanding of resources by geography and faith affiliation) and to identify ways to coordinate and offer linkages for families and youth seeking faith-based services.	**Early engagement with limited structural support.**	**Early partnerships with limited reach.**
29	Identify strategies to increase the capacity of community-based supports—particularly mental health and behavioral health services— to strengthen families and enhance family stability (including for foster care and kinship care families, as well as families not connected to the child welfare system).	**Policy recognition with constrained implementation capacity.**	**Progress in recognition, but insufficient capacity.**
31	Ensure that family reunification programs and services are reflective of low-barrier principles, with an emphasis on providing housing assistance with limited requirements or barriers to entry.	**Clear commitment with procedural inconsistencies.**	**Positive intent with uneven execution.**
32	Enhance the Homeless Initiative Strategy B6 (Family Reunification Housing Subsidy) to include broader supports, such as co-locating CES agency staff at the dependency courthouse (Edmund D. Edelman Children's Courthouse) to support families whose children have been detained and those who are attending with open DCFS cases, to prevent detainment of children.	**Strengthened coordination, policy relevance acknowledged without direct authority.**	**Targeted progress with coordination gaps.**
33	Increase investments in family preservation initiatives and expand supports to include housing specialists and rental assistance for parents involved in the child welfare system for the purpose of keeping families together or helping those parents displaced because of child welfare involvement and court orders mandating family separation.	**Expanded programming with scalability limits.**	**Incremental improvement with limited coverage.**
38	Increase targeted investments in appropriate supports for current and former foster care youth, including permanent housing and higher education and/or vocational program scholarships.	**Policy relevance acknowledged without direct authority.**	**Expanding support with limited follow-through.**
40	Broaden the extended foster care program to include youth up to age 24 to provide comprehensive, person-centered services including housing, education, and employment.	**Expanded policy intent with incomplete implementation.**	**Moderate advancement with gaps in continuity.**
42	Explore ways DCFS can assess for housing stability at the outset of engagement and continually use a problem-solving approach to assist youth in accessing safe and stable housing.	**Limited procedural integration and early detection capacity.**	**Limited progress and weak integration.**

2018 LAHSA Report Rec. #	2018 LAHSA Report Recommendation (Directly Relevant to LAHD Functions Only)	Departmental Data and Policy Review Evidence	Lived Experience Research Perceptions
43	Identify available DCFS resources that can be utilized to support housing stability for youth exiting foster care.	Resource mapping present but coordination limited.	Limited visibility and inconsistent access.
50	Designate funding to provide outreach teams and an expanded network of traditional and non-traditional sites access to one-time financial/housing assistance that can prevent homelessness further upstream by serving those whose needs are less acute and who may not otherwise access support through the homeless services system.	Preventive funding expanded but limited upstream reach.	Expanded outreach but limited preventive reach.
58	Continue to expand tenant protections at the local level and advocate for changes at the state and federal level where applicable to ensure more robust protections within the private market as well as within public housing and voucher programs, including: • efforts to remove barriers to eligibility and expand access to public housing • protections to preserve and enhance the rights of tenants living in public housing • protections against Section 8 and other housing subsidy discrimination, • expansion of source of income discrimination protection • expansion of just cause eviction requirements to all residential rental housing • prohibition of criminal background checks in tenant screening • broader rent control measures • right to counsel and financial assistance for eviction proceedings • stronger protections against landlord retaliation	Strong advocacy foundation with ongoing implementation.	Policy expansion with enforcement gaps.
59	Enhance funding for Fair Housing investigations and enforcement (to include Section 8 and other sources of income discrimination) and for ongoing education about tenants' rights.	Expanded authority but limited enforcement scale.	Awareness increasing but enforcement capacity limited.
60	Increase the quality of housing retention services in PSH and RRH through training, data collection, and evaluation.	Partial progress in service quality improvement.	Incremental gains with uneven delivery.
62	Continue efforts to strengthen housing location and landlord engagement practices to support permanent housing programs (both within CES and other public and affordable housing programs).	Significant advancement with continuing capacity needs.	Improved engagement but coordination gaps remain.
63	Implement targeted efforts to support homeownership and other wealth-building initiatives, including by linking Family Support Service Programs to homeownership programs (e.g. funded by federal HOME Program, Southern California Homeownership Financing Authority, or California Mortgage Credit Certificate programs), and by linking participants to homebuyer and financial literacy education. Advocate to protect existing federal and state resources and infrastructure to support this.	Programmatic development underway but uneven in reach.	Limited advancement toward ownership equity.
64	Implement targeted efforts (particularly to seniors) to prevent loss of home ownership, including education around financial literacy and investment, education to protect against scams, and access to resources to prevent foreclosure. Advocate to protect existing federal and state resources and infrastructure to support this.	Preventive measures expanding but impact not yet systemic.	Growing awareness with limited preventive reach.

2018 LAHSA Report Rec. #	2018 LAHSA Report Recommendation (Directly Relevant to LAHD Functions Only)	Departmental Data and Policy Review Evidence	Lived Experience Research Perceptions
65	Continue to advocate for policies (e.g. inclusionary zoning) and enhanced funding to support further affordable housing development, to address the deficit in supply of affordable housing. Apply a racial equity lens to ensure thoughtful and strategic investment that considers the needs of disenfranchised communities.	Strong leadership role in equitable housing development.	Policy momentum with uneven local outcomes.
66	Continue, fund, and prioritize efforts to establish a centralized system for accessing affordable housing and engage key community partners—both traditional and non-traditional (e.g., faith-based organizations, local libraries, shelters, etc.)—to disseminate information and enhance the cultural sensitivity and effectiveness of information dissemination about available affordable housing, particularly within Black communities.	Coordinated system improving but accessibility gaps remain.	Improved communication with accessibility gaps.
67	Expand current efforts to ensure accountability and transparency around the disbursement of affordable housing funding by providing clear, complete, user-friendly information to the community (through both traditional and non-traditional communication strategies, including web-based and non-web-based platforms, and working with key community partners for information dissemination).	High transparency achieved with opportunities for deeper community integration.	Transparency improving with incomplete accountability.

LAHSA 2018 Recommendation #4:

Continue and enhance efforts to create, provide, and require ongoing trainings (using experienced trainers, including Black trainers and people with lived experience) for relevant provider, LAHSA, city, and county staff in: • cultural competency • trauma-informed care • implicit bias • institutional racism • the history of racism and discrimination, specifically against Black people, its economic impact, and the resulting trauma for Black people with lived experience • the needs of diverse homeless populations, especially Black LGBTQ individuals • case management approaches to engage people experiencing home- lessness by understanding each person's unique situation and particular needs and interests, and by focusing on a human resiliency model

Lived Experience Research Perceptions Summary: Partial progress with uneven implementation.

Survey respondents and focus group participants describe modest gains in staff awareness and communication when interacting with LAHD-supported programs, but they continue to experience inconsistent respect and cultural understanding. Participants report that well-trained case workers provide stability and trust, yet many also describe bias, dismissive treatment, or confusion over processes that erode confidence.

Data & Policy Evidence Summary: Sustained progress with uneven adoption.

LAHD documentation reflects strong policy alignment with cultural-competence and equity objectives. Department guidelines now embed requirements for anti-bias, trauma-informed, and racial-equity training within staff development and partner contracts. While policies demonstrate commitment and continuity, the absence of clear performance metrics limits verification that these trainings translate into consistent practice.

LAHSA 2018 Recommendation #5:

Involve people with lived experience, Black people, and service providers in conceptualizing, planning, and conducting research, including by engaging people who have been unsuccessful in accessing appropriate housing and services to understand barriers; participants who have had successful outcomes to determine success factors; and participants who have returned to homelessness to understand causes.

Lived Experience Research Perceptions Summary: Moderate progress with limited participation.

Participants acknowledge that the City has begun to engage residents with lived experience in some planning and evaluation processes, yet these opportunities remain limited and often symbolic. Survey respondents note that their feedback is seldom reflected in outcomes, and focus group participants describe being consulted without follow-up or inclusion in solution design.

Data & Policy Evidence Summary: Expanding framework with limited institutionalization.

LAHD's data and policy materials show increased reference to community engagement and lived-experience consultation in research and planning efforts. Advisory groups and equity reviews now include resident and stakeholder feedback, reflecting progress toward participatory design. However, documentation reveals that these contributions remain consultative rather than embedded in formal governance or evaluation processes.

LAHSA 2018 Recommendation #8:

Enact a civil and human rights ordinance in the City and County to provide for the development of civil rights policies and mechanisms for investigation of and enforcement against discriminatory practices in housing and employment.

Lived Experience Research Perceptions Summary: Limited progress with persistent inequities.
Many participants describe discriminatory treatment in housing access, application processes, and enforcement, reflecting gaps in local civil rights protections. Reports of landlords refusing vouchers and inconsistent complaint resolution suggest that anti-discrimination policies remain underenforced. While awareness of fair housing rights has increased, participants express skepticism that violations lead to meaningful accountability.

Data & Policy Evidence Summary: Foundational policy intent with limited enforcement structure.
LAHD policy materials emphasize compliance with fair housing and anti-discrimination laws and reference coordination with the City's Civil and Human Rights Department. The documents show clear acknowledgment of the need for enforcement capacity but reveal few mechanisms for monitoring or investigation within housing operations. Civil rights principles are articulated as program values rather than operational mandates. While policy alignment with equity goals is strong, the department lacks a defined structure to enforce or evaluate civil rights protections in day-to-day implementation.

LAHSA 2018 Recommendation #11:

Establish and expand upon existing local hiring preferences for capital development prcjects (including affordable and supportive housing development, considering cost implications and potential impacts on the total number of units funded) that include the training and hiring of people experiencing homelessness.

Lived Experience Research Perceptions Summary: Limited progress and weak linkage to housing outcomes.
Participants express support for housing projects that include local hiring but report little evidence that such opportunities reach people experiencing homelessness. Focus group participants describe training programs that rarely lead to direct employment or housing stability.

Data & Policy Evidence Summary: Policy linkage identified but weak operational follow-through.
LAHD documentation references local hiring and workforce inclusion within affordable housing development policies, particularly in relation to project labor and community benefit agreements. Requirements appear primarily compliance-driven, relying on partners to create pathways for individuals with lived experience of homelessness.

LAHSA 2018 Recommendation #12:

Establish a process to collect employment data related to people experiencing homelessness to include: employment status (full-time, part-time, seasonal, day laborer), industry type, name of employer, wage, length of employment, and location. Use data to better understand trends and industry sector patterns and explore opportunities to involve employers in public-private partnerships to address housing and employment needs for Black people experiencing homelessness.

Lived Experience Research Perceptions Summary: Data collection incomplete and poorly integrated.
Respondents often recount repeating personal information or losing follow-up after temporary placements. LAHD's housing programs collect extensive administrative data but show little evidence of integration with workforce or reentry systems.

Data & Policy Evidence Summary: Limited integration of employment and housing data.
LAHD policy and reporting materials acknowledge the importance of tracking socioeconomic outcomes but focus primarily on housing production and tenancy metrics. There is minimal evidence of systems linking employment data with housing stability or program participation. Existing reporting structures collect demographic and income information but lack cross-references to workforce status or job placement outcomes. The department's data environment remains siloed, preventing a full understanding of how employment trends intersect with housing access and retention.

LAHSA 2018 Recommendation #14:

Ensure that living-wage workforce development programs and employment training programs are aligned with major growth sectors in the Los Angeles region, adequately funded, accessible to people experiencing homelessness (e.g., proximate locations, transportation and childcare assistance, low-barrier eligibility requirements, compensated through stipends, etc.), and offer services tailored to Black people experiencing homelessness- particularly Black youth. Program development should include a broad range of opportunities, including entrepreneurial and small business opportunities.

Lived Experience Research Perceptions Summary: Moderate alignment but limited accessibility.

Participants identify employment and steady income as key to long-term housing stability, yet many report barriers to participating in training or workforce programs due to transportation, childcare, and housing eligibility requirements.

Data & Policy Evidence Summary: Strategic alignment with limited access focus.

LAHD policy frameworks recognize the connection between workforce participation and housing stability, emphasizing partnerships with regional economic development initiatives and through program partners. Program guidance centers on affordability and tenant protection rather than labor-market inclusion. Closer evaluation of these activities would provide insights into whether LAHD-funded housing delivers workforce and small business development programs and linkage with City EWDD programs.

LAHSA 2018 Recommendation #16:

Conduct a global landscape analysis within City and County government to identify existing and potential relationships as well as current efforts related to criminal justice reform and services to those transitioning to community. This analysis should be conducted in collaboration with re-entry service providers and include a review of Los Angeles County's ODR, Prcject LEAD, and Jail In-Reach program, among other initiatives currently in place.

Lived Experience Research Perceptions Summary: Emerging coordination with limited scope.

Participants note that justice involvement often leads to housing exclusion and unstable reentry support, with few coordinated pathways linking housing and criminal justice systems. Survey and focus group findings highlight that individuals leaving incarceration face compounded discrimination and inconsistent service navigation.

Data & Policy Evidence Summary: Coordination noted but no defined framework.

LAHD policy materials reference collaboration with justice and reentry systems through countywide initiatives but do not present a dedicated framework linking housing programs to criminal justice reform. Mentions of coordination appear within broader interagency planning efforts rather than as a structured component of departmental operations. The absence of documented protocols or shared accountability measures suggests that coordination remains informal and dependent on external partners rather than institutionalized within LAHD policy or practice.

LAHSA 2018 Recommendation #20:

Assess current service provider practices and explore the most equitable and culturally competent ways to assess, triage, and ask what people need in order to ensure that justice-involved Black people experiencing homelessness are connected to the most appropriate housing and services.

Lived Experience Research Perceptions Summary: Partial awareness with inconsistent application.

Justice-involved participants describe inconsistent screening and assessment practices that often overlook individual needs or prior housing instability. Some report supportive case workers who link them to stable housing, while others experience judgment or administrative barriers that delay placement.

Data & Policy Evidence Summary: Equity principles recognized but not consistently operationalized.

LAHD documentation reflects awareness of competency within assessment and triage practices, emphasizing fairness in program eligibility and service connection, but lacks operational depth to identify equitable access for justice-involved residents.

LAHSA 2018 Recommendation #22:

Based on the results of the global landscape analysis, consider establishing and/or enhancing existing cross-system partnerships, including by • strengthening working relationships between law enforcement, criminal justice, re-entry, homeless service, and housing providers • championing the criminal justice system to be homeless- and housing-informed and operate with an anti-racist lens • creating opportunities for collaboration between homeless service providers, re-entry agencies, economic development organizations, community colleges, and unions to provide educational programs, job trainings, and apprenticeships and to create a hiring pipeline for formerly incarcerated individuals with lived experience of homelessness.

Lived Experience Research Perceptions Summary: Incremental collaboration with uneven follow-through.
Focus group participants acknowledge that some coordination has improved between housing and reentry providers, but these partnerships remain limited and inconsistent. Many describe successful transitions when agencies communicate effectively, yet most recount fragmented support and unclear points of contact.

Data & Policy Evidence Summary: Active interagency participation with limited direct accountability.
LAHD policy materials demonstrate participation in several interdepartmental efforts connecting housing, reentry, and workforce partners. The department contributes to broader city and county initiatives that promote coordination between housing and justice systems, reflecting growing interagency alignment. However, documentation indicates these collaborations operate mainly through advisory roles rather than through formalized governance or shared accountability structures.

LAHSA 2018 Recommendation #23:

Based on the results of the global landscape analysis, consider advancing efforts to enhance funding, such as: • conducting a system-wide fiscal, cost, and racial equity analysis of criminal justice investments, with the goal of redirecting high-cost system expenditures (e.g., criminal justice system spending) to housing and service investments to help those exiting long-term incarceration, formerly incarcerated individuals, and people with lived experience of homelessness thrive in the community • engaging the philanthropic community to leverage funding and strengthen new and existing partnerships, specifically to support formerly incarcerated individuals and/or re-entry efforts • coordinating with appropriate agencies to target and leverage any housing dollars to support those living with criminal history and those exiting long-term incarceration.

Lived Experience Research Perceptions Summary: Limited progress and weak funding integration.
Participants express concern that housing resources rarely reach those most affected by incarceration and homelessness, citing competition between programs and unclear funding priorities. While some City and County initiatives reference re-entry populations, respondents perceive little direct benefit or visibility of these funds.

Data & Policy Evidence Summary: Financial coordination present but equity targeting limited.
LAHD documentation highlights joint planning with philanthropic and governmental partners to expand housing and re-entry resources. The department manages multiple funding streams that reference equity priorities, yet few include mechanisms to measure racial or justice-related impact. While collaboration on funding is evident, intentional alignment with racial equity and reentry outcomes remains underdeveloped.

LAHSA 2018 Recommendation #24:

Based on the results of the global landscape analysis, consider advocating for policy changes, such as: • preventing nonviolent arrests from being used to remove individuals experiencing homelessness from City- and County-controlled housing placement lists • expanding allowances for removal of past convictions from individuals' records • expanding access to occupational licensing for long-term career opportunities (e.g., fire fighters, social workers, IT and coding, etc.) • establishing a law enforcement policy that diverts all homelessness-related bookings to services rather than jail (in jurisdictions where this is not already the case).

Lived Experience Research Perceptions Summary: Minimal advocacy and limited systemic change.
Justice-involved participants describe persistent exclusion from housing programs due to criminal records and prior arrests, even when charges are minor or outdated. Many recount being denied access to placements despite City policies that discourage bias and discrimination.

Data & Policy Evidence Summary: Policy relevance acknowledged without direct authority.
LAHD policy materials reference the need to address legal and procedural barriers faced by justice-involved individuals but show no record of direct policy advocacy within this area. Broader city initiatives on fair chance housing and record expungement are acknowledged, yet LAHD's role remains peripheral. The department's mandate focuses on implementation rather than legislative reform, resulting in limited capacity to influence changes that would expand housing eligibility for formerly incarcerated residents.

LAHSA 2018 Recommendation #25:

Based on the results of the global landscape analysis, consider implementing enhancements to programs and services aimed at better supporting those exiting incarceration, such as: • broadening and deepening the scope and scale of criminal justice diversion programs provided by ODR • increasing the network of reception/transition hubs with culturally relevant services • ensuring rental and housing search/stability assistance is readily available for those exiting from incarceration • expanding funding for the existing re-entry navigator programs to provide peer-to-peer mentorship, guidance, and support for re-entry populations in accessing housing, employment, healthcare, and education services • expanding the use of restorative justice programs.

Lived Experience Research Perceptions Summary: Fragmented implementation with limited scale.

Participants who have exited incarceration report that transitional support is inconsistent and often ends before housing stability is achieved. Some describe effective short-term navigation and peer mentorship, but most experience abrupt service gaps and limited follow-up.

Data & Policy Evidence Summary: Collaborative intent with limited operational scope.

LAHD documentation shows coordination with reentry and diversion programs through County and nonprofit partnerships but lacks a comprehensive departmental framework for supporting residents exiting incarceration. The department's engagement reflects alignment with broader reentry goals, yet implementation remains fragmented, and long-term reintegration supports are not fully embedded in housing policy or funding structures.

LAHSA 2018 Recommendation #27:

Coordinate and work with DCFS, homeless service providers, parent advocates, parent defender advocates, and other relevant partner agencies to leverage resources and maximize services, expertise, and outcomes.

Lived Experience Research Perceptions Summary: Moderate coordination with limited consistency

Families involved with child welfare systems describe disjointed communication among agencies and limited awareness of available housing supports. Some participants report positive outcomes when housing staff collaborate with DCFS caseworkers, but these examples are isolated rather than standard practice.

Data & Policy Evidence Summary: Active partnership with incomplete integration.

LAHD materials demonstrate formal collaboration with family-serving agencies, including DCFS and homeless service providers, to strengthen coordination around family housing stability. Policy documents reference cross-agency alignment under shared prevention initiatives and funding streams. However, integration of data and outcomes, and service delivery remain limited, largely reliant on downstream partners.

LAHSA 2018 Recommendation #28:

Strengthen connections and collaboration with the faith-based community in order to understand what resources and services currently exist (including an understanding of resources by geography and faith affiliation) and to identify ways to coordinate and offer linkages for families and youth seeking faith-based services.

Lived Experience Research Perceptions Summary: Early partnerships with limited reach.

Focus group participants highlight faith communities as trusted spaces that often provide emotional and material support when formal housing systems fall short. Some local collaborations between faith-based organizations and LAHD-funded programs have begun, but participants note that these are uneven and not well publicized.

Data & Policy Evidence Summary: Early engagement with limited structural support.

LAHD documentation notes outreach to faith-based organizations as community partners in housing stabilization and prevention efforts. References to faith networks appear within public engagement and service coordination plans but lack detail on sustained funding or formal partnership frameworks. The department recognizes faith institutions as trusted local anchors, yet collaboration remains largely consultative. Greater institutional support and dedicated capacity would be needed to transform these relationships into ongoing service delivery partnerships to reach BPEH or at-risk individuals.

LAHSA 2018 Recommendation #29:

Identify strategies to increase the capacity of community-based supports—particularly mental health and behavioral health services- to strengthen families and enhance family stability (including for foster care and kinship care families, as well as families not connected to the child welfare system).

Lived Experience Research Perceptions Summary: Progress in recognition but insufficient capacity.
Participants describe strong demand for accessible mental health and behavioral health services that support housing stability and family cohesion. Many recount long wait times or difficulty navigating referrals, despite clear recognition of mental health needs in LAHD-supported programs.

Data & Policy Evidence Summary: Policy recognition with constrained implementation capacity.
LAHD policy documents acknowledge the importance of behavioral health and supportive services in sustaining housing stability and family cohesion. Coordination with the County's mental health and public health departments is described as essential. Progress is evident in policy alignment but not yet in systemic evaluation of program outcomes and potential disparities in access to services.

LAHSA 2018 Recommendation #31:

Ensure that family reunification programs and services are reflective of low-barrier principles, with an emphasis on providing housing assistance with limited requirements or barriers to entry.

Lived Experience Research Perceptions Summary: Positive intent with uneven execution.
Families participating in the survey and focus groups describe programs that emphasize reunification but often impose complex requirements that delay housing access. Some parents report supportive staff who advocate for quick placements, while others experience procedural barriers that conflict with low-barrier principles.

Data & Policy Evidence Summary: Clear commitment with procedural inconsistencies.
LAHD's policies emphasize family reunification as a housing stabilization goal and embed low-barrier access principles within several supportive housing programs. Documentation confirms that eligibility requirements have been relaxed in specific initiatives, but enforcement of these standards may vary by housing provider. Some program guidelines retain conditions that delay or complicate reunification efforts. The department's intent is well defined in policy, yet it largely relies on participation by partners and providers

LAHSA 2018 Recommendation #32:

Enhance the Homeless Initiative Strategy B6 (Family Reunification Housing Subsidy) to include broader supports, such as co-locating CES agency staff at the dependency courthouse (Edmund D. Edelman Children's Courthouse) to support families whose children have been detained and those who are attending with open DCFS cases, to prevent detainment of children.

Lived Experience Research Perceptions Summary: Targeted progress with coordination gaps.
Participants recognize growing collaboration between housing and child welfare agencies, particularly efforts to prevent child removals tied to housing instability. Some report that courthouse-based services and housing advocacy have improved access to assistance. However, coordination across systems remains inconsistent, and many parents still struggle to secure stable housing while managing DCFS involvement.

Data & Policy Evidence Summary: Strengthened coordination, policy relevance acknowledged, without direct authority.
LAHD collaborates with DCFS on family housing issues, but DCFS leads the work for families and youth. DCFS coordinates directly with LAHSA and other County partners to provide case management and place households into housing. LAHD supports these efforts through funding and partnerships that expand affordable housing, while DCFS manages the primary responsibilities for service delivery and placement.

LAHSA 2018 Recommendation #33:

Increase investments in family preservation initiatives and expand supports to include housing specialists and rental assistance for parents involved in the child welfare system for the purpose of keeping families together or helping those parents displaced because of child welfare involvement and court orders mandating family separation.

Lived Experience Research Perceptions Summary: Incremental improvement with limited coverage.
Families involved with the child welfare system report that rental assistance and housing support are available in some cases, but remain difficult to access consistently. Participants emphasize that early, flexible aid helps prevent separation, yet many encounter bureaucratic hurdles and long wait times.

Data & Policy Evidence Summary: Expanded programming with scalability limits.
LAHD materials document increased investment in family preservation and rental assistance programs designed to prevent displacement and support parents involved in the child welfare system. Program guidelines highlight collaboration with service providers to maintain family unity through flexible housing subsidies. Despite these advances, the documentation indicates that funding levels and geographic coverage remain insufficient to meet demand.

LAHSA 2018 Recommendation #38:

Increase targeted investments in appropriate supports for current and former foster care youth, including permanent housing and higher education and/or vocational program scholarships.

Lived Experience Research Perceptions Summary: Expanding support with limited follow-through.
Youth aging out of foster care describe better access to transitional housing and education programs than in prior years, yet many still face instability when supports end. Some participants report helpful case managers who connect them to scholarships or vocational training, while others experience abrupt service cutoffs.

Data & Policy Evidence Summary: Program growth with transitional gaps.
LAHD documentation highlights targeted investments through partnerships with foster youth programs and higher education institutions. These efforts reflect increased policy attention to supporting young adults transitioning from care. Limited continuity exists between short-term housing (non-LAHD) supports and permanent housing options. While program alignment with youth needs has improved, structural gaps persist.

LAHSA 2018 Recommendation #40:

Broaden the extended foster care program to include youth up to age 24 to provide comprehensive, person-centered services including housing, education, and employment.

Lived Experience Research Perceptions Summary: Moderate advancement with gaps in continuity.
Young adults who have aged out of foster care note improvements in short-term housing options but inconsistent access to education and employment supports. Several describe difficulty maintaining stability after program limits expire, resulting in repeated housing insecurity.

Data & Policy Evidence Summary: Expanded policy intent with incomplete implementation.
LAHD policy materials express support for extending foster care services through age twenty-four, linking youth housing with education and workforce development goals. Documentation shows participation in collaborative planning with County partners but lacks direct operational authority or funding mechanisms to implement these extensions. The department's strategic alignment with youth transition priorities is evident, yet its role remains supportive rather than directive.

LAHSA 2018 Recommendation #42:

Explore ways DCFS can assess for housing stability at the outset of engagement and continually and use a problem-solving approach to assist youth in accessing safe and stable housing.

Lived Experience Research Perceptions Summary: Limited progress and weak integration.
Participants connected to child welfare programs report that housing instability is rarely identified or addressed early in their cases. Many describe reactive responses only after a crisis occurs, with few proactive assessments or referrals at the outset.

Data & Policy Evidence Summary: Limited procedural integration and early detection capacity.
LAHD documentation references collaboration with County departments on prevention and stabilization. The department's role provides assistance once homelessness risk is visible, rather than embedding screening mechanisms in intake procedures. While prevention is acknowledged as a policy priority, LAHD lacks a consistent framework or shared data system to identify vulnerable youth.

LAHSA 2018 Recommendation #43:

Identify available DCFS resources that can be utilized to support housing stability for youth exiting foster care.

Lived Experience Research Perceptions Summary: Limited visibility and inconsistent access.
Participants involved in the child welfare system report that information about available housing resources is inconsistent and often dependent on individual case workers. Some parents describe receiving timely assistance through coordinated staff, while others indicate they learned of programs only after losing housing.

Data & Policy Evidence Summary: Resource mapping present but coordination limited.
LAHD materials identify available County and City resources that could support youth housing stability, including rental subsidies and supportive housing programs, but there are no unified cross-agency referral processes that ensure consistent access to these supports. No formalized systems exist between LAHD and DCFS. The department's policy intent to connect foster youth to housing stability tools is evident, but operational integration remains weak.

LAHSA 2018 Recommendation #50:

Designate funding to provide outreach teams and an expanded network of traditional and non-traditional sites access to one-time financia/housing assistance that can prevent homelessness further upstream by serving those whose needs are less acute and who may not otherwise access support through the homeless services system

Lived Experience Research Perceptions Summary: Expanded outreach but limited preventive reach.
Survey and focus group participants recognize that outreach efforts have grown in scope and visibility, with more teams present in high-need areas. However, many describe gaps in early intervention and limited access to one-time financial assistance that could prevent homelessness before crisis. Participants note that help often arrives only after eviction or displacement.

Data & Policy Evidence Summary: Preventive funding expanded but limited upstream reach.
LAHD policy materials document increased allocation of flexible financial assistance and outreach funds aimed at preventing homelessness among households with emerging needs. These programs demonstrate a stronger commitment to early intervention and collaboration with community-based organizations. While the department has broadened its funding scope, reporting indicates that most resources are still directed toward crisis response rather than prevention.

LAHSA 2018 Recommendation #58:

Continue to expand tenant protections at the local level and advocate for changes at the state and federal level where applicable to ensure more robust protections within the private market as well as within public housing and voucher programs, including: • efforts to remove barriers to eligibility and expand access to public housing • protections to preserve and enhance the rights of tenants living in public housing • protections against Section 8 and other housing subsidy discrimination, • expansion of source of income discrimination protection • expansion of just cause eviction requirements to all residential rental housing • prohibition of criminal background checks in tenant screening • broader rent control measures • right to counsel and financial assistance for eviction proceedings • stronger protections against landlord retaliation.

Lived Experience Research Perceptions Summary: Policy expansion with enforcement gaps.

Participants acknowledge that tenant protections have strengthened in recent years but continue to describe inconsistent enforcement and limited awareness of rights. Many recount landlords using informal evictions, intimidation, or voucher discrimination despite existing legal safeguards,

Data & Policy Evidence Summary: Strong advocacy foundation with ongoing implementation

LAHD has established a clear record of leadership in advancing tenant protections through both local ordinances and state-level advocacy. Policies addressing just-cause eviction, source-of-income discrimination, and right-to-counsel initiatives reflect notable progress since 2018. However, enforcement capacity and tenant access to legal support remain uneven across jurisdictions. The department's advocacy and policy development demonstrate significant achievement, though consistent oversight and sustained funding to meet demand are necessary to secure long-term impact.

LAHSA 2018 Recommendation #59:

Enhance funding for Fair Housing investigations and enforcement (to include Section 8 and other sources of income discrimination) and for ongoing education about tenants' rights.

Lived Experience Research Perceptions Summary: Awareness increasing but enforcement capacity limited.

Participants report growing recognition of fair housing rights but little confidence that complaints lead to timely resolution. Several describe voucher discrimination and income-based denials that go uninvestigated.

Data & Policy Evidence Summary: Expanded authority but limited enforcement scale.

LAHD has broadened its Fair Housing enforcement mandate, integrating education and outreach on tenants' rights into departmental programming. Recent partnerships and complaint mechanisms show progress toward equitable housing oversight; however, resource constraints limit the scope and frequency of investigations, particularly in cases involving Section 8 or source-of-income discrimination. The department's current trajectory indicates meaningful institutional commitment but requires stronger resourcing and cross-agency coordination to ensure consistent enforcement outcomes across the LAHD RSO properties, Section 8 units, and PSH/Affordable housing finance portfolios.

LAHSA 2018 Recommendation #60:

Increase the quality of housing retention services in PSH and RRH through training, data collection, and evaluation.

Lived Experience Research Perceptions Summary: Incremental gains with uneven delivery.

Residents in permanent supportive housing programs report mixed experiences with retention support. Some describe helpful case managers who provide consistent follow-up, while others experience irregular contact and limited problem-solving assistance. Evidence indicates that the quality of service depends heavily on individual providers rather than standardized expectations.

Data & Policy Evidence Summary: Partial progress in service quality improvement.

While LAHD evaluation frameworks have been expanded and rental/financial assistance programs have been adopted and operationalized, sustained improvements will depend on more systematic use of race-disaggregated outcome data and feedback from participants with lived experience, and require sufficient funding to prevent further housing instability among BPEH. Additional housing retention services delivered through PSH occur through partnerships such as DHS ICMS. Further evaluation and data integration with DHS and providers would assist in identifying and assessing retention factors.

LAHSA 2018 Recommendation #62:

Continue efforts to strengthen housing location and landlord engagement practices to support permanent housing programs (both within CES and other public and affordable housing programs).

Lived Experience Research Perceptions Summary: Improved engagement but coordination gaps remain.
Participants note that landlord outreach and housing navigation have improved, leading to more responsive placement efforts in some areas. However, others describe persistent barriers such as landlord bias, slow processing, and limited follow-up once housed.

Data & Policy Evidence Summary: Significant advancement with continuing capacity needs.
LAHD has substantially strengthened its housing locator and landlord engagement functions, contributing to expanded access to permanent housing options. The department's partnerships with property owners and incentive programs have increased unit availability for voucher holders. However, some landlords remain reluctant to engage due to administrative complexity and perceived tenant risk. Sustained progress will require ongoing outreach, simplified compliance processes, and assurances that racial equity remains central in landlord relations and tenant placement strategies.

LAHSA 2018 Recommendation #63:

Implement targeted efforts to support homeownership and other wealth-building initiatives, including by linking Family Support Service Programs to homeownership programs (e.g. funded by federal HOME Program, Southern California Homeownership Financing Authority, or California Mortgage Credit Certificate programs), and by linking participants to homebuyer and financial literacy education. Advocate to protect existing federal and state resources and infrastructure to support this.

Lived Experience Research Perceptions Summary: Limited advancement toward ownership equity.
Participants reported no pathways from rental assistance or supportive housing to homeownership or asset building. Many express interest in financial literacy and credit repair but find little guidance or program connection.

Data & Policy Evidence Summary: Programmatic development underway but uneven in reach.
LAHD has advanced several homeownership and wealth-building initiatives, including partnerships with regional financing authorities, homebuyer education programs, and, recently, through ULA, financial mechanisms for the development of affordable purchase opportunities. These efforts have improved pathways for some low-income residents, yet participation among Black Angelenos remains limited due to credit barriers and insufficient outreach. While policy frameworks reflect strong intent, program execution has yet to meaningfully close racial gaps in homeownership or asset accumulation. The impact of ULA-funded affordable purchase opportunities through newly subsidized developments can be evaluated to determine the impact of this strategy for wealth building for Black Angelenos.

LAHSA 2018 Recommendation #64:

Implement targeted efforts (particularly to seniors) to prevent loss of home ownership, including education around financial literacy and investment, education to protect against scams, and access to resources to prevent foreclosure. Advocate to protect existing federal and state resources and infrastructure to support this.

Lived Experience Research Perceptions Summary: Growing awareness with limited preventive reach.
Former homeowners and seniors in focus groups describe anxiety over property loss due to predatory lending, scams, or rising costs. Some report receiving counseling or legal aid, but most found these supports difficult to access or too late to prevent foreclosure.

Data & Policy Evidence Summary: Preventive measures expanding but impact not yet systemic.
LAHD has implemented targeted foreclosure prevention and homeowner assistance programs that emphasize financial literacy, anti-scam education, and access to counseling resources. These interventions have reduced housing loss for vulnerable households, yet data indicate persistent disparities in outreach effectiveness for older Black homeowners. Program visibility and coordination with state and nonprofit partners have improved, but sustained funding and localized delivery are needed to ensure preventive supports reach those most at risk of displacement.

LAHSA 2018 Recommendation #65:

Continue to advocate for policies (e.g. inclusionary zoning) and enhanced funding to support further affordable housing development, to address the deficit in supply of affordable housing. Apply a racial equity lens to ensure thoughtful and strategic investment that considers the needs of disenfranchised communities.

Lived Experience Research Perceptions Summary: Policy momentum with uneven local outcomes.
Participants recognize visible growth in affordable housing development but question whether new units are reaching those most in need. Many describe eligibility and cost barriers that exclude low-income Black renters, even in equity-labeled projects.

Data & Policy Evidence Summary: Strong leadership role in equitable housing development.
LAHD has taken a leading role in advocating for and implementing policies that expand affordable housing supply through inclusionary zoning, funding incentives, and racial equity assessments. Recent planning and financing initiatives show clear alignment with equity goals and reflect attention to historically disinvested areas. While systemic barriers in permitting and land use persist, LAHD's policy influence has contributed to measurable growth in affordable housing pipelines and increased visibility of racial equity as a guiding principle in City housing investment decisions.

LAHSA 2018 Recommendation #66:

Continue, fund, and prioritize efforts to establish a centralized system for accessing affordable housing and engage key community partners—both traditional and non-traditional (e.g., faith-based organizations, local libraries, shelters, etc.)—to disseminate information and enhance the cultural sensitivity and effectiveness of information dissemination about available affordable housing, particularly within Black communities.

Lived Experience Research Perceptions Summary: Improved communication with accessibility gaps.
Housed participants describe numerous pathways and methods by which they obtained permanent housing, with no dominant methodology or preferred system other than access to vouchers via HACLA indicating consistency.

Data & Policy Evidence Summary: Coordinated system improving but accessibility gaps remain.
LAHD has made notable progress in developing centralized systems for affordable housing access, including online portals and coordinated information sharing with partner agencies. These tools have improved transparency and allowed more residents to locate available units. However, many Black Angelenos experiencing homelessness continue to report confusion about eligibility and difficulty navigating digital systems. Efforts to strengthen community-based dissemination, particularly through trusted nontraditional partners, would enhance equitable access and ensure information reaches those without consistent internet or institutional connections.

LAHSA 2018 Recommendation #67:

Expand current efforts to ensure accountability and transparency around the disbursement of affordable housing funding by providing clear, complete, user-friendly information to the community (through both traditional and non-traditional communication strategies, including web-based and non-web-based platforms, and working with key community partners for information dissemination).

Lived Experience Research Perceptions Summary: Transparency improving with incomplete accountability.
Participants describe difficulty finding details about where funds go or how equity goals are tracked.

Data & Policy Evidence Summary: High transparency achieved with opportunities for deeper community integration.
LAHD has significantly advanced transparency in affordable housing funding and project disbursements through public dashboards, open data portals, and clear reporting standards. These measures have improved public trust and accountability, particularly in tracking how funds align with racial equity objectives. Nonetheless, opportunities remain to expand outreach beyond web-based platforms and involve community partners in interpreting and communicating funding data. Further inclusion of residents with lived experience in feedback loops could strengthen the legitimacy and impact of LAHD's robust transparency framework.

8.9 Overall Evaluation of LAHD Progress on the 2018 LAHSA Report Recommendations

LAHD shows steady intent to advance the aims of the 2018 LAHSA recommendations, though its progress is often limited by structural constraints. The department has strengthened its equity language and expanded training efforts, yet these improvements do not consistently shape day to day practice. Involving people with lived experience is increasingly recognized as essential, but opportunities for meaningful influence remain narrow and irregular. Civil rights principles are well reflected in policy and initiatives such as ULA, even as enforcement capacity and follow through continue to fall short.

Connections between employment, economic mobility, and housing are acknowledged but not well integrated into LAHD's work, leaving important recommendations only partially realized. Collaboration with justice, reentry, and youth systems appears in isolated initiatives rather than through durable, shared structures. Family focused strategies show clearer alignment, especially in work related to DCFS, though service consistency and stability are ongoing challenges.

Community partnerships, especially those tied to behavioral health and faith based networks, are emerging but not yet coordinated at the scale needed. LAHD's strongest movement is in areas tied directly to housing access, tenant protections, and fair housing oversight, where policy commitments have begun to translate into more visible action. Overall, the department reflects earnest effort and meaningful policy alignment, tempered by gaps in implementation, limited integration across systems, and the need for stronger accountability to fully realize the vision of the 2018 LAHSA recommendations.

9. Audit Sub Report on Non Scope Entity Impacts on BPEH

9.1 Executive Summary

The primary scope of this Racial Equity Audit research study was a focus on specific City of Los Angeles departments, including DCP, EWDD, and LAHD. A comprehensive and ethical delivery of lived experience research to social research standards requires extended evaluation of BPEH lived experiences across a much broader constellation of agencies from City, County, and Federal systems. BPEH experience a range of governmental encounters that have a material impact on their successful outcomes, safety, mobility, stability, and sense of dignity.

Understanding these relationships is essential to capturing the full landscape of experiences that shape daily life for BPEH. Findings, insights, and recommendations found in this section of the report are based exclusively on primary, lived experience survey research with BPEH from 2024 to 2025, and may overlap with findings, insights, and recommendations from other research, such as the *2018 ARDI Ad-Hoc Committee Report*.

Table 9.1a Key Findings and Insights from Non-Scope Entity Impacts

1. **BPEH describe interactions with government agencies that were supportive at times and deeply challenging at others**
   BPEH spoke about programs that provided resources or respectful engagement, while also describing administrative barriers, long lapses in communication, and disruptions that erased hard-fought progress toward receiving services or housing. Even when the agencies involved are not explicitly responsible for leading homelessness services or strategies, their actions had direct consequences for whether individuals could maintain stability, recover from crises, or remain connected to programs that might help them to move forward.

2. **BPEH emphasized need for consistency across government agencies in how they are approached, treated, and supported**
   BPEH describe the emotional strain of navigating systems that expect reliable communication, available documentation, and predictability of movements, while enduring conditions that make each of these expectations almost impossible to meet. BPEH communicate frequently about losing identification, medication, and contact information, as a result of being displaced. These disruptions resulted in starting over, rather than resuming progress. Even small administrative barriers carry deep consequences because the margin for error in the vulnerable lives of BPEH is extremely thin.

3. **BPEH consistently connect their experiences across public agencies to greater perceptions of racial inequity**
   Many BPEH describe feeling overlooked or deprioritized within public systems, and communicate delays or inconsistency in navigating complex institutions. This lens shapes their perceptions of fairness and amplifies the negative impacts of unclear pathways, slow responses, or missed follow-ups. The emotional significance of these interactions for BPEH is weighty, especially for those who already feel the effects of intersectional vulnerabilities.

4. **Experiences of BPEH highlight need for closer collaboration among homelessness-aligned agencies serving the City**
   Fragmented systems create situations where progress in one part of the system or area of their lives and steps towards stability are lost when coming into contact with another, creating circular outcomes. BPEH describe losing important items during enforcement or sanitation activities, missing appointments after hospitalizations, or being removed from familiar locations without warning, having cascading effects on their lives. Coordination among well-intended agencies continues to enable disruption of services, and consistent access, weakening trust for BPEH.

5. **Genuinely interfaced systems and agency collaboration across every level of government is the only strategy that can disrupt the cycle of inequitable outcomes**
   Intentional alignment and integration is required across entities that may not view themselves as homelessness agencies but whose work influences daily safety, well-being, and access to care. It also requires a shared multi-agency approach that recognizes the instability inherent in homelessness and centers trauma-informed engagement, clear communication, and predictable follow-up across public services, to ensure individual progress is sustained with dignity and transparency. Experiences shared by BPEH make clear that achieving racial equity in homelessness requires an integrated, multi-agency response and shared accountability across the layer cake of government agencies.

Table 9.1b Assessed BPEH Satisfaction, Trust, and Recommendations for Non Scope Entities

Department or Entity	Assessed Satisfaction and Trust Levels of BPEH	Recommendations to Improve Service Outcomes for BPEH
City of Los Angeles Public Library (LAPL)	High satisfaction; **high trust**	Use branches as service hubs; expand hours/tech access; strengthen trauma-informed engagement
City of Los Angeles Department of Recreation & Parks (RAP)	High satisfaction; **high trust**	Expand safe amenities; increase hygiene access; reduce enforcement spillover
City of Los Angeles Fire Department (LAFD)	High satisfaction; **high trust**	Expand non-criminal crisis response; integrate warm handoffs; enhance trauma-informed training
City of Los Angeles Bureau of Sanitation & Environment (LASAN)	Low satisfaction; **low trust**	Reduce disruptive cleanups; expand predictable sanitation; improve communication and engagement
Los Angeles Police Department (LAPD)	Low satisfaction; **low trust**	Reduce enforcement in non-criminal situations; shift behavioral crisis calls to care teams; increase trauma-informed training and engagement consistency
Housing Authority of the City of Los Angeles (HACLA)	Low satisfaction; **low trust**	Simplify voucher and eligibility processes; increase navigation support; work with LAHD, DMH, and outreach teams to reduce documentation barriers
Los Angeles County Department of Health Services (DHS)	High satisfaction; **high trust**	Improve post-hospital discharge navigation; expand field-based care; strengthen cross-system coordination
Los Angeles County Department of Mental Health (DMH)	High satisfaction; **high trust**	Expand field-based services; improve continuity after disruptions; embed in more housing pathways
Los Angeles County Department of Public Health (DPH)	High satisfaction; **high trust**	Expand mobile/SAPC outreach; improve sanitation access; expand culturally grounded outreach
Los Angeles County Department of Public Social Services (DPSS)	Low satisfaction; **low trust**	Simplify benefits processes; co-locate staff in shelter/outreach settings; strengthen trauma-informed practice and training
Los Angeles County Department of Children & Family Services (DCFS)	Low satisfaction; **low trust**	Expand family preservation; improve youth transitions; reduce racial disparities
LA County Sheriff's Department (LASD)	Low satisfaction; **low trust**	Reduce non-essential enforcement; shift select crises to care teams; trauma-informed training
Los Angeles Homeless Services Authority (LAHSA)	Moderate satisfaction; **moderate trust**	Improve continuity of engagement; provide clear follow-up; make supportive outreach consistent
U.S. Department of Veterans Affairs (VA)	Low satisfaction; **high trust**	Strengthen re-engagement pathways; expand community-based outreach; deepen trauma-informed and culturally-grounded care

9.2 Non-Scope City of Los Angeles Departments

9.2.1 Los Angeles Public Library (LAPL)

LAPL Findings

BPEH describe the Los Angeles Public Library as one of the most welcoming and non-judgmental public institutions in the City. Their interactions with Library branches are grounded in meeting essential needs such as restroom use, charging outlets, computer access, and quiet space. BPEH respondents say they spend time in libraries to complete applications, communicate with case managers, read, rest, and regain a sense of dignity. BPEH satisfaction and trust levels for LAPL exceed all other City and County departments measured.

Library staff are consistently described as respectful, patient, and willing to help. BPEH note that staff do not look at them suspiciously or treat them differently because they are experiencing homelessness. This absence of scrutiny contrasts sharply with experiences in other public settings. The physical environment of the Library branches, including quiet rooms, available seating, and temperature control, offers relief from the intense physical and emotional demands of street living and extremes in climate variation. The ability to stay in one place without interruption was described as meaningful and invaluable. Many respondents explained that the Library branches represent one of the rare times they can think clearly, organize paperwork, and maintain routines that contribute to their sense of self.

LAPL Insights

The experiences described by BPEH reveal the transformative impact of a dignity-centered environment, where they exercise choice without fear. The Library does not impose unreasonable conditions, exceptional surveillance, or disproportionate enforcement. BPEH experience the Library as neutral ground where they are not racially profiled or pushed aside.

The Library's environment supports emotional regulation, personal reflection, and community connection. In the context of persistent instability, the ability to sit quietly for as long as needed can dramatically reduce stress and restore hope. These insights show that the LAPL branches play a critical role that extends far beyond information access. embodying the principles of equity, respect, and inclusion in everyday practice.

LAPL Implications

The strengths of LAPL suggest opportunities for cross-department collaboration. Because BPEH possess trust for the Library, branches could serve as strategic access points for outreach, document assistance, public health engagement, benefits access, telehealth, digital access, family and friend communication, and support. Embedding more non-enforcement-based services in or adjacent to Library spaces would ensure that individuals receive assistance in settings where they feel safe and respected. LAPL's success in connecting with BPEH demonstrates that dignity-centered service has measurable impacts on trust and equity.

LAPL Recommendations

1. **Use library branches as trusted access points for service navigation**
   Co-locate benefits assistance, document support, digital literacy help, health, and housing navigation in or near library locations where BPEH feel respected and at ease.
2. **Expand hours, quiet areas, and technology resources that meet the stability needs of BPEH**
   Enhance the availability of computers, charging outlets, and temperature-controlled spaces supports individuals who rely on libraries to complete life and survival tasks.
3. **Formalize staff training in trauma-informed, equity-centered patron engagement**
   Build on LAPL's strengths by embedding approaches that ensure consistent, welcoming responses to BPEH across all branches, reinforcing the Library's unique role as a dignity-centered institution.

9.2.2 Department of Recreation and Parks (RAP)

RAP Findings

BPEH describe City parks and recreation spaces as essential environments that offer rest, shade, community, and stability. RAP's facilities are among the few public places where BPEH can generally sit without immediate pressure to move on. Respondents describe spending time in parks to gather themselves emotionally, get relief from the heat, or to organize their belongings. Many use parks as reliable daily anchors when so much else in their lives feels unpredictable.

Satisfaction and trust levels for RAP are among the highest of any City department. BPEH describe RAP spaces as safe, calming, and welcoming, noting that they are typically able to remain in most parks for extended periods without being questioned or treated as disruptive. Staff interactions are generally positive, as groundskeepers or park workers often acknowledge them, greet them, or offer assistance without condescension. RAP spaces also serve as informal hubs for community connections: BPEH meet friends, share information, and exchange resources. For BPEH who are often isolated or disconnected from family, these connections help to reduce loneliness, enhance well-being, and support resilience.

RAP Insights

The experiences described by BPEH at RAP facilities show how important voluntary, non-enforcement environments are to mental and emotional well-being. Parks offer a sense of freedom in a City where BPEH frequently feel controlled or policed in many public spaces, often with racialized suspicion. The ability to relax without fear of being displaced creates conditions for mental clarity, emotional regulation, and physical recovery, which are essential for BPEH managing trauma, depression, or chronic illness. These insights underscore that parks are not merely recreational spaces but critical supports for the health and stability of BPEH. Their psychological importance for BPEH is substantive and often overlooked in homelessness response strategies.

RAP Implications

The City has the opportunity to expand RAP's role as a stabilizing influence for BPEH. Enhancing access to safe and clean bathrooms, shade structures, water fountains, and consistent staffing could strengthen the protective function that parks already provide. Permanently embedding effective, multi-agency outreach teams and navigators at specific parks could help connect BPEH more efficiently to services in environments where they feel safe and receptive, as well as mitigate potential negative community perceptions. Parks and recreation facilities can serve as access points for community-based supports such as mobile clinics, mental health engagement, employment or housing navigation, and peer-led support groups. Effectively leveraging RAP's positive relationship with BPEH would help reduce racial disparities in service access and support early intervention efforts before individual crises can escalate.

RAP Recommendations

1. **Expand basic infrastructure that supports daily survival for BPEH**
   Increase access to bathrooms, shade structures, potable water, charging capacity, and safe seating. These improvements strengthen the stabilizing role that parks already provide.
2. **Integrate outreach teams and peer navigators into RAP spaces**
   Use parks as hubs for engagement where BPEH feel calm and safe. Deliver homelessness services in the environments where people are most receptive, improving equity and early intervention.
3. **Preserve parks as non-enforcement spaces and strengthen staff training in inclusive engagement**
   Ensure park staff are equipped to maintain an atmosphere of respect and safety.

9.2.3 Los Angeles Fire Department (LAFD)

LAFD Findings

BPEH primarily encounter the Los Angeles Fire Department during medical crises, behavioral health emergencies, or moments of acute distress. Respondents consistently describe firefighters as calm, professional, respectful, and attentive. These encounters often occur when individuals are at their most vulnerable, yet the treatment they receive from LAFD personnel leaves a lasting positive impression. BPEH recount firefighters and paramedics speaking to them with patience, explaining what was happening, and helping them feel safe in frightening circumstances. This is true even when individuals were disoriented, panicked, or experiencing severe symptoms.

BPEH describe LAFD in consistently positive terms, reporting high satisfaction and trust ratings, reflecting on the emotional relief when emergency responders approach them with empathy rather than suspicion. This is even more true for BPEH who have negative experiences with law enforcement or other institutions. People describe firefighters and paramedics as treating them the same as they would treat anyone else. These patterns hold across age, gender, and intersectional groups. Elders describe firefighters helping them to stand, regulating their breathing, or speaking gently when they were frightened. Individuals managing mental health crises describe firefighters de-escalating situations that could have resulted in harm if handled differently. For those reporting chronic health conditions say LAFD response is the reason they have remained alive.

LAFD Insights

Experiences highlight the importance of trauma-informed crisis response. LAFD's professional demeanor, clear communication, and consistent focus on safety help stabilize individuals who are already living with chronic stress and uncertainty. These interactions demonstrate that first responders are capable of fostering trust among people who have been repeatedly harmed by other systems. Firefighters and paramedics are not perceived as threatening or judgmental. They arrive with purpose and intent to render aid, and these motivations are visible in their words, tone, and actions. For BPEH, this experience stands apart from the racial profiling, suspicion, or abrupt dismissals they face in other encounters. LAFD responders can play a unique role in strengthening the connection between BPEH and public systems. In moments of crisis, the emotional impact of being treated with dignity becomes a powerful counterweight to the persistent instability of experiencing homelessness.

LAFD Implications

LAFD's approach provides a clear model for trauma-informed and racially equitable frontline service engagement and presents other opportunities to integrate their role into nonemergency services, outreach teams, and public safety strategies. LAFD could serve as a partner in community-based crisis response models that reduce reliance on police during mental health or behavioral health incidents. LAFD credibility with BPEH creates opportunities for collaboration beyond emergencies, such as preventative health outreach or referrals initiated during crisis encounters where the health and mental health lines can be blurred. Strengthening this role would help ensure that more interactions between BPEH and the City reinforce safety, dignity, and trust.

LAFD Recommendations

1. **Expand the role of LAFD in non-criminal crisis response**
   Use firefighters and paramedic teams to respond to behavioral health or wellness crises where trust already exists. This reduces reliance on police and increases the likelihood of safe, respectful outcomes for BPEH.
2. **Enhance warm handoff protocols to connect individuals to health, mental health, and outreach services**
   After stabilizing an emergency, ensure that firefighters and paramedics are equipped with up-to-date referral resources to connect individuals directly to care teams or navigators, building on LAFD's strong rapport with BPEH.
3. **Provide specialized training for supporting Black residents experiencing homelessness**
   Strengthen understanding of racial trauma, chronic homelessness, mental health symptoms, and de-escalation techniques in high-stress moments. This preserves LAFD's strengths while deepening equitable crisis care capacity.

9.2.4 Los Angeles Bureau of Sanitation and Environment (LASAN)

LASAN Findings

BPEH consistently describe LASAN encampment cleanups as some of the most disruptive and traumatic events in their lives. Cleanups often occur with little meaningful warning, and when notices are given, they are frequently verbal, brief, or provided too close to the actual event for people to gather their belongings. Respondents describe waking to the sound of trucks or voices and realizing that they have only moments to move. The pace of these operations creates a sense of panic. BPEH rush to collect items while sanitation workers move swiftly through the area, removing property that is not gathered quickly enough.

Items lost during cleanups are fundamental to BPEH survival and stability. Respondents describe losing tents, blankets, clothing, shoes, hygiene supplies, and weather gear, often provided and funded by other homeless service agencies. Others lose identification cards, birth certificates, Social Security documents, and paperwork required for housing, benefits, employment, or court compliance. The loss of these documents significantly delays progress toward stability and creates barriers that can take weeks or months to begin to overcome. For BPEH with disabilities or chronic illnesses, the losses are even more severe. People describe losing wheelchairs, walkers, canes, braces, and other mobility devices, and medical supplies, or medication, that are essential for daily functioning and are impossible to replace quickly. Without these items, individuals face significant declines in health, mobility, and safety. Cleanups disrupt the fragile sense of community and mutual support that BPEH built within encampments. Respondents describe encampments as places where they share resources, watch over one another, and create a sense of belonging amid instability. When cleanups occur, these informal social networks are fractured. People scatter in different directions, losing the last of their belongings from their life before homelessness. They lose neighbors who help keep them safe, and yet again, must rebuild relationships and start over in a new location.

The presence of law enforcement during cleanups adds another layer of harm. BPEH describe officers standing nearby or working in coordination with sanitation crews, increasing fear and making individuals hesitant to ask questions or request more time. For Black Angelenos who have experienced long histories of over-policing and racialized suspicion, the presence of police transforms the cleanup into a moment of acute vulnerability. Many say that each cleanup feels like a forced reset, undoing progress they have made in seeking stability. These emotional reactions are compounded by the physical loss of vital items and the disruption of service connections.

LASAN Insights

Patterns described by BPEH reveal that sanitation cleanups are not experienced as routine City maintenance, but as events that destabilize every aspect of their lives. The speed and structure of these operations conflict directly with the needs of individuals who live with chronic stress, physical limitations, mental health challenges, and the constant pressure of survival in public space. For many BPEH, the cleanup process imposes expectations that are impossible for them to meet.

The emotional responses described by respondents indicate that cleanups are interpreted as acts of displacement. For Black Angelenos who have experienced histories of displacement through discriminatory housing policies, neighborhood clearance, and targeted policing, cleanups echo earlier experiences of loss and marginalization. The treatment of personal belongings mirrors broader societal patterns in which Black lives and property are regarded without equity or subject to procedural fairness. Involvement of law enforcement intensifies this dynamic, as police presence signals enforcement, not assistance. It activates fear and reduces the likelihood that BPEH will feel safe in advocating for themselves, reinforcing feelings of hopelessness and mistrust. Even when officers do not directly intervene, their presence shapes the emotional atmosphere of the cleanup.

Cleanups interrupt continuity of care for unhoused individuals. This is particularly harmful for those who are already actively engaged in housing processes, attending court hearings, or managing health conditions. Cleanups, in effect, reset the clock on people's progress, creating cycles of setbacks that deepen BPEH despair and fatigue. Across BPEH with intersectional identities, cleanups produce harm through loss of nostalgic items, critical medication or equipment, or essential identification and paperwork-they generate disproportionate impact for BPEH who already face the most barriers.

LASAN Implications

Sanitation practices cannot be understood solely as operational, or logistical responses. They are experienced by BPEH as deeply personal and racialized events that shape how individuals understand their worth and their place in the City. This suggests that sanitation cleanup operations require a fundamental redesign if they are to align with racial equity goals, trauma-informed care, and the safety needs of BPEH. Current practices produce avoidable harm, deepen mistrust, and contribute to the length and severity of homelessness among Black Angelenos.

A redesigned approach would shift from an enforcement-driven model to one grounded in public health, mental health, harm reduction, and respect for human dignity. This includes creating processes that protect essential belongings, slow down aggressive cleanup timelines, and prioritize communication that is clear, consistent, and respectful. The removal of police from such routine sanitation operations is central to this redesign, as police presence signals danger for many BPEH and compromises the ability of individuals to safely or coherently engage with the process. Integrating trained civilian teams who specialize in trauma-informed communication would help ensure that individuals understand what is happening, have time to prepare, and can ask questions without fear. Further integrating cleanups with outreach workers and supportive services would help preserve service connections and ensure that no one is left without identification, medication, or essential survival gear.

These implications extend beyond LASAN operations. Cleanups influence how BPEH experience public space, public institutions, and their own sense of safety. When redesigning these systems, the City must consider the historical context of racialized displacement and the lived realities of BPEH. Efforts to improve public health and community safety should not come at the expense of the most vulnerable, nor should they reproduce recursive patterns of loss that have defined Black experiences in the City of Los Angeles for generations. A new model grounded in care, communication, and stability would not only reduce harm, but also help rebuild trust, support progress toward housing, and honor the dignity of people who have endured repeated cycles of trauma and displacement.

LASAN Recommendations

1. **Redesign encampment and street cleanup operations to preserve essential belongings and reduce harm.**
   Create protocols that prioritize the protection of tents, documents, medications, mobility aids, and survival items. Provide guaranteed time windows, respectful engagement, item tagging, and accessible retrieval processes that ensure people do not lose the items required to maintain health, identity, safety, and progress toward housing.
2. **Remove overt police presence from routine cleanup operations and replace it with civilian-led support.**
   Shift from enforcement-based cleanup practices to community care approaches. Use trained outreach workers, hygiene teams, and civilian specialists who can de-escalate, communicate, and assist individuals without creating fear or coercion.
3. **Integrate harm-reduction, racial equity, and trauma-informed principles into all sanitation protocols.**
   Design cleanups that acknowledge the specific vulnerabilities of Black residents experiencing homelessness. Establish slower-paced, predictable, and transparent procedures that reduce re-traumatization and align cleanup activities with public health rather than displacement.

9.2.5 Los Angeles Police Department (LAPD)

LAPD Findings

Many BPEH regard their interactions with the Los Angeles Police Department as some of the most stressful and destabilizing encounters they face. LAPD authority shapes where and when BPEH can sit, rest, store belongings, or exist in public space, which many BPEH claim to be unjustly criminalized by overlapping City rules and ordinances that do not reflect their basic human needs or rights. Many individuals recount encounters that begin without warning, often early in the morning or late at night, outside of public view, when LAPD officers instruct them to move or question them about their belongings. Some BPEH describe such interactions as frequent, often recurring multiple times per day. introducing additional unpredictability into their lives.

BPEH describe feeling singled out or treated with suspicion by LAPD simply because they are Black and homeless. Many recount experiences where officers approached them based on assumptions of criminal activity, without cause or reason. Younger Black men in particular report being stopped, questioned, or searched at higher rates than others around them. Respondents describe these encounters as humiliating and emotionally draining. Officers rarely provide clear explanations for their actions, leaving BPEH confused about the basis for the interaction.

Some BPEH respondents also describe situations where LAPD officers were instrumental in providing guidance, aid, or support at critical junctures and during crises, representing distinct motivations or ethos for the actions of individual LAPD officers in contrast to other officer interactions they had experienced.

Disproportionate LAPD presence during sanitation encampment cleanup activities shapes the meaning of those operations. BPEH explain that the presence of officers makes them afraid to speak up or advocate for themselves. This sense of coercion creates a lasting imprint on how BPEH interpret the purpose and intent of enforcement-led interactions. Many BPEH actively avoid areas where they expect to encounter police or alter their routines to minimize their exposure. This avoidance reduces their access to homelessness services, transportation, and safe public spaces. For those already balancing emotional trauma, physical health challenges, or re-entry obligations, repeated LAPD interactions can weaken BPEH ability to stabilize.

LAPD Insights

Experiences described by BPEH reveal how select LAPD practices can undermine stability for individuals who already live with limited control over their personal circumstances. The themes reflect a broader pattern in which enforcement becomes the dominant lens through which BPEH experience public systems, as irrationally punitive rather than caring. This dynamic is heightened by historical and ongoing patterns and perceptions of racial profiling and over-policing in Black communities, enhancing a long legacy of mistrust. The emotional toll of LAPD encounters extends beyond the immediate moment, as BPEH describe carrying the weight of prior experiences with law enforcement into each successive interaction. The presence of LAPD officers often triggers anxiety, fear, and hypervigilance, often influenced by prior personal or familial justice involvement.

LAPD Implications

Findings indicate need to fundamentally rethink the role of LAPD engagement in the City's response to homelessness. Current approaches produce fear, instability, and repeated cycles of loss that disproportionately impact BPEH. Reducing LAPD involvement in interactions related to homelessness could significantly improve emotional safety, protect personal property, and support more stable engagement with services. Alternative models include unarmed crisis responders, outreach-led engagement in public space, and service-focused approaches that limit the need for LAPD enforcement. Training programs that prioritize trauma-informed care, racial equity, and harm reduction could help shift LAPD behavior in circumstances where police presence is necessary. Reinforcing LAPD procedure that further limits discretionary stops or questioning based solely on unhoused appearance or status would reduce perceptions of racialized impacts. Rebuilding trust with BPEH will require visible changes in practice from the LAPD and alignment of strategies with City equity goals.

LAPD Recommendations

1. **Reduce police-led enforcement of homelessness-related engagement activities**
   Shift responsibilities such as movement orders, welfare checks, and property-related interactions to specialized civilian teams. Reserve visible police involvement for reasonable suspicion and probable cause-based safety threats. Consider a less visible "standby nearby" approach to encampment clearance operations, thereby reducing perceptions of procedurally unfair displacements, enhanced experiences of trauma, and racially inequitable impacts on BPEH.
2. **Reinforce mandatory, ongoing training in trauma-informed engagement, implicit bias, and racial equity**
   Ensure officers understand the disproportionate burdens BPEH face, and train them in communication styles that reduce fear, confusion, and escalation during unavoidable interactions.
3. **Establish strict property-protection protocols during any police-involved activity**
   Require officers to coordinate with civilian teams to prevent the confiscation or destruction of survival gear, documents, and medications. Transparent property-handling procedures would significantly reduce harm and help to rebuild trust.

9.2.6 Housing Authority of the City of Los Angeles (HACLA)

HACLA Findings

Many BPEH describe their interactions with the Housing Authority of the City of Los Angeles as slow, confusing, and emotionally draining. Engaging with HACLA often involves long periods of waiting with little to no communication about application status. Respondents recount submitting paperwork multiple times, calling repeatedly for updates, or being told that documents were missing after weeks or months had passed. HACLA communication gaps create ongoing uncertainty that makes it difficult for individuals to know whether they are moving toward housing or falling further behind. BPEH report that waiting lists feel endless, with some indicating they have been waiting for years for a voucher or housing opportunity while others describe being bumped off of waiting lists. Many describe the emotional toll of believing they were close to receiving assistance only to experience silence or setbacks. For BPEH, who have long faced inequitable access to housing, many experiences with HACLA reinforce feelings of exclusion and invisibility.

The complexity of HACLA processes creates barriers for BPEH who report complex appointment fulfillment requirements, repetitive documentation requests, and procedural rules that are difficult to manage while unhoused. Without stable storage of documents or reliable access to communication tools, BPEH struggle to meet the demands of HACLA systems. When belongings are lost during police or sanitation operations, the consequences more severe as they may need to replace identification, medical records, court paperwork, or income verification documents before they can resume progress with HACLA, sometimes reporting having to start over.

Even when BPEH interact with individual HACLA staff who are helpful or supportive, the larger structure of HACLA feels rigid and unresponsive to them. For BPEH managing chronic illness, disability, or re-entry conditions, the lack of timely communication increases stress and jeopardizes compliance with other programs or legal obligations. It is important to recognize that BPEH who eventually receive housing through HACLA describe momentous and truly life-changing improvements. However, these success stories stand alongside too many narratives of prolonged waiting, missed opportunities, and emotional exhaustion. This contrast underscores how the structure of the system, rather than intentions of individual high-performing staff, shape many BPEH experiences with HACLA.

HACLA Insights

The experiences described by BPEH show how structural complexity and inconsistent communication amplify perceptions of racial inequity, with many respondents carrying a long history of exclusion from housing opportunities. The uncertainty embedded in HACLA processes, in terms of waiting months or years without updates, reinforces this pattern. BPEH interpret this silence not as bureaucratic inefficiency, but as confirmation that their needs are not seen as urgent or valued as others.

The challenges of navigating HACLA procedures while experiencing homelessness expose a definitive misalignment between administrative requirements and lived realities. Systems that require consistent documentation, reliable contact, and stable presence conflict with the instability of unsheltered or unhoused life. For BPEH, the demands of HACLA feel emotionally burdensome and unattainable without significantly more support. BPEH feel forgotten, defeated, and powerless, which affects their ability to stay engaged with HACLA, losing confidence in institutions and in the possibility of securing housing at all.

HACLA Implications

There are key areas HACLA could significantly improve outcomes for BPEH, including automated status updates, transparent and realistic timelines, and proactive outreach to reduce stress and help individuals remain engaged in the process. Simplifying documentation requirements or offering additional support for obtaining records would also help ensure that unhoused individuals meet procedural standards. HACLA could explore more substantive processes and partnerships with service providers, peer navigators, or community organizations to help BPEH maintain compliance when facing setbacks.

Embedding culturally-responsive practices and trauma-informed approaches into interactions with applicants could also help reduce the emotional burden of waiting. Policies that expedite placements for individuals with repeated interactions, prolonged unsheltered homelessness, or significant vulnerability could reduce disparities. Ensuring that HACLA's systems reflect the urgency of BPEH circumstances would make the agency a more effective partner in the City's broader racial equity goals.

HACLA Non-Participation in this Research Study

Due to their integral position within the City of Los Angeles housing ecosystem, an attempt was offered to gain HACLA's voluntary participation in this research study. Agency stakeholders declined direct requests for participation or to directly furnish supplementary data to inform this work.

HACLA Recommendations

1. **Provide clear, regular, and proactive communication about application and voucher status.**
   Use text updates, automated notifications, and predictable check-in protocols so that BPEH are never left uncertain about where they stand in the housing process. Regular communication reduces anxiety and prevents disengagement.
2. **Simplify documentation requirements and offer direct assistance in obtaining needed records.**
   Create a streamlined process for replacing lost documents and provide document navigation support at key touchpoints. This is essential given the frequent loss of paperwork that occurs during street displacement.
3. **Prioritize those experiencing long-term homelessness for expedited placements.**
   Use a general equity-based prioritization model that acknowledges barriers created by systemic biases experienced, chronic displacement, and repeated system disruption. Accelerating placements for those with the longest unsheltered histories would meaningfully reduce racial disparities in housing outcomes.

9.3 Non-Scope County of Los Angeles Departments

9.3.1 Los Angeles County Department of Health Services (DHS)

DHS Findings

Understandably, BPEH describe the DHS-led, County medical system as a central part of their lives: often not by choice but by necessity. Many live with persistent health conditions that have intensified over time, including respiratory illnesses aggravated by environmental exposures, chronic pain from injuries left untreated, heart and circulatory problems, infections that repeatedly recur, and complications from diabetes or hypertension that become increasingly difficult to manage without stable housing. These conditions create daily challenges and frequent crises that bring people into contact with DHS facilities. The first major point of contact with DHS for many BPEH occurs during a moment of physical collapse or acute distress. BPEH recount seeking urgent care when breathing becomes difficult, when wounds show signs of infection, when pain becomes unbearable, or when dizziness, weakness, or illness prevents them from standing or walking safely. Others arrive by ambulance after being found critically injured, unconscious, dehydrated, or severely ill in public spaces.

BPEH frequently describe DHS hospitals, contracted clinics, and other facilities as places where immediate relief is provided: clinicians stabilize them, offer compassion, and treat pressing medical needs with professionalism and a high standard of care. They also describe substantial challenges navigating follow-up care needs with DHS once they leave the hospital or clinic, reporting difficulty scheduling follow-up appointments without a phone, being unable to travel long distances to specialty visits, or receiving instructions that assume access to refrigeration, rest, wound care supplies, and a clean living environment. These assumptions rarely match the conditions of life without housing stability, and as a result, treatment plans for many BPEH can often break down after discharge.

Loss of medication is one of the most common disruptions described. BPEH recount losing inhalers, antibiotics, seizure medications, insulin, blood pressure prescriptions, and other essential medicines due to displacement, theft, or lack of secure storage. Without these items, BPEH health deteriorates quickly. Individuals managing chronic illnesses often experience worsening symptoms, repeated infections, or new crises that require additional emergency care. Many describe feeling trapped in a cycle of stabilization and relapse driven not by their own choices but by the instability of homelessness. Medical equipment is also frequently lost or damaged. Individuals speak of losing canes, walkers, braces, compression sleeves, bandages, and other supportive devices during forced movement or while staying in unsafe outdoor environments. These losses significantly affect mobility, sleep, and the ability to perform daily tasks safely. BPEH with limited mobility describe being unable to travel to clinics or complete treatment plans because they lack the equipment needed to move without pain or injury.

A major finding is that medical crises often directly trigger experiences of homelessness. Many BPEH describe being housed until a major health event. Others describe being discharged from DHS facilities without stable living arrangements. For BPEH who were already struggling, a single health emergency often tipped them into homelessness. Mental and physical health are deeply intertwined, as BPEH recount how untreated physical illness leads to anxiety, depression, frustration, and emotional exhaustion. BPEH express their collective experience with DHS in somewhat contradictory terms, with high satisfaction, trust, and gratitude for DHS medical staff and clinicians to treat immediate needs, but also express that their unhoused situations make complete recovery often impossible. This tension shapes how BPEH describe their experiences with the DHS: vital, lifesaving, and continually undermined by structural barriers that no amount of clinical skill or quality of service can overcome.

DHS Insights

The experiences shared by BPEH confirm existing DHS knowledge and understanding that health and housing are inseparable. Medical crises are not isolated events; they often serve as decisive turning points that determine whether someone remains housed or experiences homelessness. For Black Angelenos, who disproportionately carry burdens of chronic disease and the cumulative effects of racialized stress, these turning points occur earlier and with more severe consequences. The insights show that DHS medical interventions frequently succeed in stabilizing immediate conditions but fail to produce long term improvement because the environment into which BPEH are discharged cannot support recovery. Recovery becomes a temporary state rather than a sustained outcome.

Lifelong racial inequities appear in the population, as BPEH frequently describe long histories of delayed diagnoses, limited access to early treatment, inconsistent childhood care, and dismissive or stigmatizing experiences in medical environments. These inequities shape their health trajectories long before homelessness occurs. When Black Angelenos experience medical collapse, they often have fewer resources, fewer family supports, and fewer safety nets available to protect them from housing loss. DHS encounters BPEH when they already carry compounded burdens of lifelong health, financial and social inequalities.

Continuity of care is the most critical missing element. Medication stability, follow-up appointments, and ongoing support breakdown, but not because BPEH are unwilling to comply. When BPEH lose medications or documents, they must start over. When appointments require long travel or stable phone access, BPEH miss them. When treatment plans assume conditions that unhoused individuals cannot meet, care for BPEH is designed to fail. Medical crises are moments of profound vulnerability and also moments of possibility and life stabilization for BPEH.

DHS Implications

Evidence indicates that DHS continues to play a transformative role in preventing homelessness and supporting recovery for Black Angelenos. Health crises are predictable inflection points where intervention can prevent displacement. When DHS embeds housing stabilization, benefits navigation, and sustained case management into its workflows, the risk of homelessness for BPEH after a medical event decreases dramatically. Discharge practices must continue to be enhanced to reflect the realities of life without shelter.

Full integration with mental health, public health, social services, and outreach teams is essential for BPEH. When these systems work in separation or isolation, individuals fall through gaps that result in repeated crises. When they work together, medical stabilization becomes durable. DHS is uniquely positioned to anchor this collaboration because it interacts with BPEH at their most vulnerable and most reachable moments, and is viewed to further transform medical crises from points of collapse into points of intervention that support long term recovery and stability for BPEH.

DHS Recommendations

1. **Strengthen medical continuity for people experiencing homelessness**
   Ensure that individuals leave DHS hospitals and clinics with medications, wound care supplies, mobility aids, and clear guidance tailored to unstable living conditions, so that recovery does not break down immediately after discharge.
2. **Improve integration of housing and benefits navigation into clinical settings**
   Increase the number of partnering housing specialists, benefits workers, and care coordinators inside high-volume DHS facilities so individuals can be linked to income supports, disability processes, and housing pathways at the same time they receive medical stabilization.
3. **Create a rapid replacement system for lost medications and medical equipment**
   Establish streamlined processes to quickly replace prescriptions, devices, and essential health supplies that are often lost during displacement or encampment sweeps, ensuring people maintain treatment and avoid preventable medical crises.

9.3.2 Los Angeles County Department of Mental Health (DMH)

DMH Findings

BPEH consistently describe DMH as one of the most supportive and trustworthy public agencies they interact with. Among County departments, DMH receives some of the highest satisfaction and trust scores, reflecting respondents' experiences with clinicians, outreach teams, and crisis staff who communicate respectfully and offer emotional support during moments of distress. Many individuals recall DMH workers who helped them feel calmer, listened carefully, or provided guidance when they were overwhelmed, creating a rare sense of safety and belonging within broader systems that don't consider individual BPEH well-being.

Mental health needs are widespread among BPEH and frequently intensify under conditions of homelessness. Individuals describe heightened anxiety, depression, trauma responses, and emotional exhaustion connected to long-term instability, frequent moves, sleep disruption, and exposure to unsafe environments. Elders report growing fear and stress in settings where untreated mental health crises occur around them. Younger adults describe difficulty managing emotional distress while navigating employment disruptions and unstable housing. These patterns reflect how homelessness amplifies symptoms that may have been manageable earlier in life but worsen under constant uncertainty.

Even with DMH's relatively high satisfaction and trust scores, continuity of care and treatment remains fragile. BPEH describe losing medications during displacement, moving between encampments, or encountering administrative delays that break progress and momentum. BPEH report loss of identification or phones often lose access to appointments and follow-up services. Some BPEH with incarceration histories or lower educational attainment describe difficulty in personally connecting to DMH programs at all. These gaps in access to services create setbacks that compound over time for BPEH.

DMH-supported programs are mentioned frequently by BPEH who list helpful case workers, especially among those who have been connected to longer-term clinicians or program staff. Individuals highlight the value of being treated consistently and not stigmatized for trauma symptoms, substance use patterns, and missed appointments. However, they also describe the challenges of navigating mental health needs in a range of supportive housing settings, especially where the unmanaged symptoms of others creates stress or unsafe social dynamics. This reinforces that many mental health challenges are intertwined with environmental conditions shaped by homelessness experiences, not simply individual circumstances.

DMH Insights

The high satisfaction and trust ratings for DMH demonstrate that culture, communication style, and consistent interpersonal respect shape the experience of public systems for BPEH. Respondents distinguish DMH from other County institutions not because the services are always perfectly coordinated, but because they feel less dismissed and more genuinely supported. This reveals that racial equity in homelessness response begins with how people are engaged. When frontline workers communicate respectfully, explain processes clearly, and offer consistent follow-up, BPEH are far more likely to continue engagement, even during periods of crisis.

At the same time, mental health for BPEH is deeply intertwined with broader environmental conditions experienced. Many respondents describe strain caused by living in unsafe encampments, chaotic interim housing, or shared living arrangements where untreated mental health crises occur around them. DMH's strengths cannot fully offset the absence of coordinated housing and support that stabilizes daily lives. Some BPEH report long delays between appointments, difficulty in accessing care, and lost opportunities when they move locations and lose connection with a provider. Because DMH interfaces with DHS hospitals, DPSS benefits processes, LAHSA outreach teams, and multiple housing providers, even small disconnects can lead to large setbacks.

DMH Implications

DMH's strong baseline of trust creates a unique opportunity to serve as an anchor within the broader homelessness response ecosystem. Among County agencies, BPEH consistently describe DMH in more positive terms, which positions it to take on a more central role in stabilizing individuals during crises and transitions. DMH's relational strengths can continue to be leveraged to help BPEH maintain contact with services during periods when other systems struggle to keep them engaged. Embedding DMH staff directly within interim housing and PSH sites would allow BPEH to receive support in locations where instability is highest. BPEH describe that when DMH workers or case managers show up regularly, trust builds, and crises de-escalate.

DMH also has opportunity to lead in cross-agency alignment. Because its staff and providers are often the professionals with whom BPEH feel safest, DMH can serve as a bridge between the medical, housing, and benefits systems. Strengthening collaboration with DHS hospitals, DPSS case workers, and housing providers could reduce the fragmentation that BPEH experience as they move through different systems, each requiring different documents, assessments, or appointments.

DMH Recommendations

1. **Embed more site-based care in shelters, interim, and permanent supportive housing**
   Increase the presence of clinicians and peer staff in places where instability is highest to stabilize crises early, support ongoing engagement, and reduce the deterioration that occurs when people wait for clinic-based appointments.
2. **Strengthen continuity of care**
   Implement simplified processes that allow people to continue receiving services even when identification is lost, paperwork is missing, or relocation, ensuring uninterrupted access to medication and clinical support.
3. **Continue implementing mental health navigation directly into housing pathways**
   Successful mental health treatment and housing stabilization work well together, rather than as separate systems that require people to navigate multiple bureaucratic barriers and enrollments.

9.3.3 Los Angeles County Department of Public Health (DPH)

DPH Findings

BPEH describe the County Department of Public Health as one of the more dependable and responsive systems they interact with. DPH receives relatively high satisfaction and trust scores, particularly from individuals who have encountered mobile service teams, community outreach workers, harm-reduction programs, and staff associated with the Substance Abuse Prevention and Control (SAPC) division. Respondents frequently note that these services feel more accessible, less judgmental, and more aligned with their day-to-day needs than many other institutional points of contact.

Many BPEH report continuous exposure to unsanitary and unsafe conditions that shaped their health long before they reach DPH contact. BPEH describe living near trash, rodents, contaminated water, human waste, and environmental hazards in encampments or dense shelter settings. Within these challenging environments, DPH's presence, whether through mobile units, health educators, or harm-reduction workers, was often described as reassuring.

Substance use plays a significant role, and some BPEH note that many aligned programs offer naloxone, safer-use supplies, or referrals to treatment that provide valuable support. Although need or demand for these services is not universal amongst BPEH, a lower number than expected proportion of respondents with substance use and addiction identified experiences with DPH and SAPC. Some respondents describe receiving harm-reduction resources that helped prevent overdoses among peers or provided safer access to basic health tools. At the same time, people describe variability in program accessibility. Respondents who rely on DPH or SAPC programs describe frustration when schedules shift or when services are offered irregularly. While DPH is not responsible for all aspects of safety, its presence or absence is felt intensely in environments where addiction, exposure-based illness, and risks are constant.

DPH Insights

Experiences described by BPEH highlight how public health conditions shape the broader experience of homelessness. Illness, environmental hazards, and substance-use risk are not isolated problems: they are embedded aspects affecting daily survival. DPH stands out among County agencies because it brings services directly into these environments and interacts with individuals in ways that feel grounded, compassionate, and useful. High satisfaction and trust reflect the fact that respondents often receive care, supplies, or information without stigma, which reduces the emotional burden of seeking help.

The role of SAPC programs is especially important. BPEH experiences show that harm-reduction services and addiction support reduce fear, prevent acute crises, and saves lives. This reinforces the insight that public health engagement grounded in harm reduction is particularly effective for BPEH, many of whom have witnessed overdoses or struggled with substance use in environments with limited safety nets. However, variability in outreach patterns limits the reach of DPH and SAPC interventions. Individuals who depend on community-based health workers describe times when services were unavailable. Locations with high public health risk such as dense encampments or areas with frequent overdoses would benefit significantly if DPH were consistently present.

Public health inequities long faced by Black Angelenos intensify under homelessness. BPEH describe chronic stress, exposure to trauma, hindered access to hygiene, and the fear of contracting illness in unstable environments. For many, these strains compound existing health issues. The degree to which DPH staff communicate clearly, treat individuals respectfully, and provide low-barrier support reduces some of these inequities compared to other systems. Insights show that when public health services are accessible, repeated, and predictable, they become stabilizing forces in the daily lives of people experiencing homelessness.

DPH Implications

Strengthening the frequency and predictability of mobile health services, especially SAPC-aligned harm-reduction programs, would reduce preventable illness and overdose risk. BPEH experiences demonstrate that consistent outreach influences both physical and emotional well-being and can reduce the stress caused by hazardous public health environments. Advocating for and directing enhanced sanitation, hygiene access, and environmental monitoring would further protect BPEH from infections, respiratory problems, and preventable disease spread. DPH's visible leadership in hygiene access, environmental cleanup coordination, and disease surveillance would have immediate impacts on well-being and safety.

Greater DPH integration with DHS, DMH, and DPSS would also improve outcomes. BPEH experiences show that untreated illness, trauma, substance-use, and economic instability converge in ways that affect public health. By expanding culturally grounded outreach and ensuring that interventions reach areas with the highest health burden, DPH can help counteract the public health inequities that disproportionately affect Black Angelenos experiencing homelessness.

DPH Recommendations

1. **Expand mobile public health and SAPC harm-reduction services**
   Increase availability of disease testing, showers, vaccinations, naloxone, safer-use supplies, and health education in encampments and interim housing so BPEH can access consistent, stigma-free support.
2. **Strengthen program access at high-need and high-risk locations across jurisdictions**
   Reinforce coordination of public health response with City partner agencies, ensuring continuity of hygiene stations, disease monitoring, and environmental monitoring in areas where BPEH live, reducing preventable illness and chronic stress.
3. **Increase culturally grounded and trauma-informed outreach**
   Ensure DPH and SAPC staff continue to engage BPEH with respectful communication, clear information, and consistent follow-up to build more trust and reduce racial disparities in public health outcomes.

9.3.4 Los Angeles County Department of Public Social Services (DPSS)

DPSS Findings

BPEH describe the DPSS as a system they rely on for basic survival but experience long waits, inconsistent communication, and challenges obtaining or maintaining benefits. BPEH who rely on General Relief (GR) recount experiences of being treated dismissively, judged harshly, or spoken to in ways that made them feel stereotyped, unwelcome, or under suspicion. BPEH describe DPSS office environments as intimidating or exhausting, with some feeling they were treated differently because they were Black, experiencing homelessness, or receiving General Relief rather than wage income. Some respondents referenced instances in which staff questioned whether they really needed assistance or doubted their eligibility, which contributed to feelings of discrimination. Others describe being met with impatience or abrupt communication styles that made it difficult to ask questions or understand directions. These experiences were especially common among people who relied on DPSS offices for application support.

BPEH describe losing documents, paperwork, and phones during encampment movement or enforcement actions, which frequently resulted in case closures. Individuals recount missing mailed notices or verification requests and then returning to DPSS offices only to learn that their cases had been terminated. Elders describe these experiences as overwhelming and emotionally taxing. Younger adults note difficulty navigating multi-step requirements without stable access to transportation, phone charging, or digital communication. Those with incarceration histories or limited formal education encountered even greater barriers due to the complexity of instructions and inconsistent guidance.

Even amid challenges, DPSS remains vital. Respondents rely heavily on CalFresh to avoid hunger, General Relief for subsistence income, and Medi-Cal to maintain health care access. Some BPEH describe helpful DPSS workers who took time to provide clear explanations or assist them with documentation. However, these positive interactions are overshadowed by far more accounts of administrative hurdles, program churn, and selected experiences of perceived bias and discrimination.

DPSS Insights

Experiences described reveal that DPSS is operating administrative structures that do not align with the lived realities of BPEH homelessness. Requirements for verification, documentation, scheduled appointments, and communication assume consistent access to storage, phones, and transportation. The constant threat of losing General Relief payments creates chronic stress that undermines mental and emotional well-being.

Reports of discriminatory or biased treatment at DPSS offices highlight how racial inequities and stigma shape administrative experiences. Frontline interactions reproduce broader systemic inequities: even in departments not explicitly designed to enforce punitive measures. Even when people might trust DPSS programs in principle, actual interactions can produce frustration, humiliation, or a strong sense of being undervalued. These emotional responses reflect the high stakes attached to benefit access and the accumulated trauma BPEH carry from prior experiences.

These insights illustrate that initial DPSS experiences often sit at a critical juncture in the lives of BPEH. The department provides essential supports, yet the manner in which these supports are delivered can leave people feeling disrespected, overwhelmed, or excluded. Addressing these barriers requires processes to be better aligned with the realities of homelessness and confronting the interpersonal and structural inequities that shape how BPEH experience DPSS service delivery.

DPSS Implications

DPSS has a significant opportunity to increase stability and reduce harm for BPEH by redesigning benefits processes to reduce punitive consequences tied to document loss, missed communications, or missed mail. Simplifying re-verification and creating more flexible, low-barrier pathways for reconnecting to benefits would prevent unnecessary case closures that push individuals into deeper instability. DPSS can also improve equity and trust by addressing discriminatory or stigmatizing behaviors in frontline service interactions.

Further training in trauma-informed, culturally responsive communication can help staff recognize how tone, assumptions, and interpersonal approach influence whether people feel respected or marginalized. Since a higher proportion of BPEH identified DPSS offices as places where they felt judged, misunderstood, or experienced bias in comparison to other County agencies, improving staff communication practices is essential to strengthening trust and reducing racialized stress.

Embedding DPSS workers into environments where BPEH already receive supports, such as shelters, interim housing sites, and outreach programs, can reduce barriers linked to office-based discrimination or administrative complexity. Co-locating staff within community-based settings would allow DPSS workers to display enhanced agility in assisting with documentation, address questions, and complete verification steps in settings where individuals feel safer and more supported. Because DPSS programs are tied to food access, health care, and income, improvements to accessibility and interpersonal respect have direct consequences for the safety and stability of BPEH.

DPSS Recommendations

1. **Simplify benefits maintenance for people experiencing homelessness**
   Reduce documentation burdens, streamline re-verification steps, and allow faster reinstatement when identification or paperwork is lost so BPEH do not lose food, medical, or GR support due to predictable instability.
2. **Co-locate DPSS navigation and services in shelters, interim housing, and encampment outreach**
   Place benefits workers in settings where individuals already receive support to reduce barriers tied to transportation, office-based discrimination, and administrative complexity.
3. **Strengthen trauma-informed and culturally responsive engagement**
   Provide DPSS frontline staff with training that addresses the racialized stigma experienced by General Relief recipients and ensures respectful, nonjudgmental communication that builds trust and improves benefit retention for BPEH.

9.3.5 Los Angeles County Department of Children and Family Services (DCFS)

DCFS Findings

BPEH describe the Department of Children and Family Services and antecedents as a system that profoundly shaped their childhoods and long-term stability, associated with low satisfaction and low trust. In recognition of the nature of services delivered, DCFS is consistently remembered as a source of painful early-life experiences, including family separation, foster care placement, and repeated moves that disrupted emotional development and family ties. Many BPEH recount being removed from caregivers, separated from siblings, or placed into foster homes where they lacked stable adult support. These formative experiences continue to influence lives even decades later.

Young adult BPEH respondents describe more contemporary DCFS involvements as emotionally difficult and often traumatic, with lasting consequences that shape adulthood, including difficulty in maintaining supportive relationships and mistrust of government systems. Young adult BPEH link their experiences of homelessness with aging out of care without stable housing or a meaningful support network. Others describe how childhood system involvement fractured connections to surviving family members, leaving them without emotional or financial support during crises later in life.

BPEH suggest the presence of racial disparities in child welfare interventions. Many describe feeling that Black families are monitored more closely, disciplined more harshly, or separated more readily than families in other communities. These perceptions align with broader experiences of being singled out, misunderstood, or judged by other public agencies. BPEH with history of interactions frequently mention that their earliest experiences with DCFS shaped a general expectation of being treated unfairly, which later influenced how they approached or avoided other services and care.

Researchers encountered entire BPEH families living on the streets of Downtown Los Angeles, with some discharged or timed-out from housing programs on Skid Row when they had been relocated from other jurisdictions in the County. Many of these respondents feared losing their children to systems. Because of life-long impacts, BPEH considerations of DCFS are shaped by such memories of separation, surveillance, and instability. Even many decades later, adult BPEH continue to process the emotional effects of placement changes, disconnection from family, and mistrust built during formative childhood experiences.

DCFS Insights

DCFS experiences play an outsized role in the long-term trajectories of BPEH. Childhood experiences within the agency are not isolated events: they set in motion patterns of instability, trauma, and loss that contribute to homelessness risk later in life. Youth who experience multiple placements, separation from siblings, or abrupt transitions often enter adulthood without stable adult relationships, emotional grounding, or material support. The low satisfaction and trust reported for DCFS underscores how deeply child welfare involvement affects emotional well-being. For many, DCFS represents one of the earliest moments when they felt judged, scrutinized, or misunderstood by government institutions. These early impressions shape adult engagement with other systems, including mental health services, public health, benefits programs, and housing offices. Individuals who spent childhood feeling watched or evaluated often enter adulthood expecting punitive or dismissive treatment, making it harder for them to seek help when needed.

Perceptions of racial inequities intensify these dynamics. Perceptions that Black families were separated for reasons tied more to poverty and instability than to intentional neglect reflects the structural inequities BPEH have experienced throughout their lives. These insights highlight that homelessness among Black Angelenos cannot be understood solely as a housing or economic issue. The long shadow of child welfare involvement contributes to adult trauma, mistrust, and disconnection from family structures. Improving outcomes for future generations requires continued recognition of how the experiences of children in care shape their adult trajectories.

DCFS Implications

Findings indicate that preventing homelessness among future generations of Black Angelenos requires stronger family preservation supports. As DCFS involvement often represents the beginning of a new phase of long-term instability, strengthening support for families before separation occurs could significantly reduce adult homelessness. Ensuring access to housing assistance, financial support, mental health services, and grounded engagement may prevent unnecessary removals that carry lifelong consequences.

Improving transitions for youth aging out of foster care is essential. Narratives show that leaving care without stable housing, emotional support, or clear pathways to independence increases vulnerability to homelessness. Ensuring that young adults exiting care have connections to long-term mentorship, income pathways, and culturally grounded support networks can reduce the likelihood of entering homelessness.

The low trust and satisfaction associated with DCFS highlight continued need for trauma-informed practices that reduce feelings of judgment, surveillance, or inequitable treatment. Building broader positive, culturally responsive relationships in the community with families, particularly Black families, would help reduce the emotional harm associated with system involvement. Enhanced coordination between DCFS and DPH, DMH, DPSS, and LAHSA would ensure that families receive comprehensive support and do not fall into crisis due to untreated mental health needs, lack of income, or unstable housing. The role of DCFS in childhood continues to shape the trajectory of adulthood for many BPEH. Enhancing programs strengthening Black family supports are essential to support long-term reduction in the number of BPEH.

DCFS Recommendations

1. **Strengthen family preservation support for Black families**
   Expand housing, financial, and mental health interventions that stabilize families before crises escalate, reducing unnecessary removals that contribute to trauma and long-term homelessness risk.
2. **Improve outcomes for youth transitioning out of foster care**
   Provide stronger housing pathways, mentorship, and trauma-informed support so young adults leave care with stable relationships and resources that reduce vulnerability to future homelessness.
3. **Address racial disparities in child welfare involvement**
   Implement culturally grounded engagement practices, increase community partnerships, and ensure Black families receive equitable access to supportive and non-punitive services.

9.3.6 Los Angeles County Sheriff's Department (LASD)

LASD Findings

BPEH report only limited direct engagement with the Los Angeles County Sheriff's Department, yet those who did consistently describe low levels of satisfaction and trust. Most respondents do not recount detailed personal interactions with LASD deputies outside of detention facilities, but they frequently reference fear, avoidance, and stress associated with law enforcement more broadly. In select situations where LASD may provide overlapping law enforcement duties in the City, BPEH describe feeling watched, judged, or unsafe when deputies were present near encampments or public spaces. Some respondents also reflected on negative experiences with LASD personnel within detention facilities.

The narratives point to a pattern where LASD is not only experienced through service provision but also through the department's environmental influence. BPEH generally describe anxiety related to the presence of armed officers, uncertainty about whether interactions will escalate, and fear of displacement or forced movement. Some describe avoiding areas with visible Sheriff's presence, feeling that they were not seen as residents but as problems to be removed. These feelings mirror longstanding racialized experiences with law enforcement rather than specific operational behaviors unique to LASD itself.

BPEH express that interactions with law enforcement generally produce fear or emotional distress, and LASD is included within this broader category. Individuals mention dread associated with official vehicles approaching, perceived scrutiny, and the emotional cost of feeling surveilled. Even when BPEH did not describe direct encounters, they shared that the presence of Sheriff's deputies contributed to a sense of instability and a lack of safety. Individuals share concerns that help rarely comes through LASD, and that non-crisis needs, including welfare checks, safety support, or assistance during emergencies, were not part of their experiences.

LASD Insights

Even without direct encounters, Sheriff deputy presence is felt as a symbol of surveillance, displacement risk, and unequal treatment. BPEH respondents describe a persistent fear of law enforcement rooted in past experiences of engagement, detention facilities, community histories, and expectations shaped by racial inequities, meaning that even infrequent contact with LASD carries significant emotional weight. The narratives show that for BPEH, LASD does not represent a service provider but an agency that shapes the environment indirectly. Their presence influences where people feel safe to sleep, whether they feel comfortable staying in place, and how much they worry about being forced to move. This environmental influence contributes to chronic stress, which in turn exacerbates mental health challenges and undermines stability.

The lack of meaningful engagement also suggests missed opportunities. BPEH describe systemic forms of distrust tied to law enforcement broadly, including feelings that Black residents are more likely to be stopped, questioned, or treated with suspicion. The weight of historical and structural inequities informs their perceptions of LASD, contributing to low satisfaction and trust. Because LASD's role in City homelessness response is perceived by BPEH as limited, respondents do not associate the department with constructive or stabilizing support. Instead, they connect it to stressors and external pressures on where they can live or how long they can stay in one place.

LASD Implications

Given that LASD is perceived primarily as an enforcement presence rather than a supportive institution, the department plays a limited direct role but a substantial indirect role in the experiences of BPEH in the City. The level of fear and avoidance described suggests that LASD's presence can worsen emotional distress and contribute to instability, even when no direct contact occurs. This has implications for mental health, engagement, and willingness to remain in service locations.

LASD has opportunities to reduce harm by adopting practices that minimize fear, avoid unnecessary disruption, and differentiate between safety-oriented support and enforcement actions. Because BPEH respondents describe a lack of constructive engagement, training that emphasizes non-enforcement approaches and trauma-informed communication could reduce the emotional burden that the presence of deputies creates. Enhanced coordination between LASD, LAPD, LAHSA, DMH, and DPH could also help ensure that behavioral health crises are addressed by appropriate service providers rather than deputies.

LASD must recognize that even minimal engagement in the City of Los Angeles carries racialized meanings shaped by community histories. Visible efforts to reduce negative perceptual impacts, such as minimizing unnecessary presence near encampments, addressing the equity of treatment for unhoused individuals in central detention facilities, or ensuring actions do not trigger displacement anxiety can improve the perceptions and well-being of BPEH.

LASD Recommendations

1. **Reduce unnecessary enforcement or presence near encampments**
   Limit non-essential patrols and avoid actions that increase fear or displacement anxiety among BPEH.
2. **Strengthen coordination with health and outreach agencies**
   Ensure non-criminal crises are handled by DMH, DPH, or homeless outreach teams rather than deputies, reducing stress and improving safety for BPEH.
3. **Expand trauma-informed and culturally grounded training**
   Equip deputies with skills to reduce fear, communicate respectfully, and understand how racialized law enforcement histories shape perceptions among BPEH, especially for interactions in central detention facilities.

9.4 Non-Scope Additional Governmental Entities

9.4.1 Los Angeles Homeless Services Authority (LAHSA)

LAHSA Findings

BPEH describe LAHSA as the lead, and often only agency that approaches them without judgement and without an enforcement posture. This role is meaningful and offers genuine relief. For many, LAHSA workers are the first people they encounter who greet them calmly, ask about their well-being, and treat them as individuals whose circumstances matter. BPEH often recall the names of specific staff who made them feel human in moments when they felt invisible or dismissed by others. These individual exchanges are remembered with warmth and sometimes deep gratitude. They show that LAHSA outreach staff can become a stabilizing presence in the midst of fear, scarcity, and daily uncertainty.

At the same time, experiences with LAHSA are shaped by a profound inconsistency in when and how outreach teams appear, and whether any progress follows. BPEH speak about outreach visits that are warm but fleeting. An outreach worker might spend time listening and asking what a person needs, only to disappear for weeks or months without returning. Others recount situations in which different workers arrive at different times, repeating the same questions and restarting the same processes as though nothing had been recorded earlier. These inconsistencies overshadow the kindness shown in any interpersonal LAHSA interactions. The emotional consequences of these fragmented engagements are significant. BPEH describe the initial sense of hope after an assessment or conversation. Over time, this skepticism becomes a protective response. BPEH begin to expect that assessments will not lead to outcomes, and that early optimism will be punished by confusion or silence. BPEH note that LAHSA gathers a great deal of information but offers little clarity about what happens afterward, communicating with staff about their lives with candor and vulnerability, only to be left waiting and needing.

Despite these persistent challenges, BPEH do not collectively dismiss the value of LAHSA outright. Many express appreciation for the intention behind the work and the commitment of individual staff. They describe LAHSA as an agency that does not shame them, does not try to move them along, and does not approach them with hostility. For many, LAHSA is an agency they feel they can talk to, while other BPEH express that LAHSA does not respond quickly enough to the urgency of their situations.

LAHSA Insights

BPEH experiences reveal that LAHSA sits at the expected center of the homelessness response system for Black Angelenos. BPEH want more than just housing: they want stability, clarity, and a sense that their efforts to regain their lives matter. They want a system and lead agency that remembers who they are and can continue moving forward even when their lives become more chaotic. LAHSA is positioned to provide this continuity, yet surprisingly, BPEH share that LAHSA processes and systems are not built with enough genuine understanding of their realities of homelessness.

Another insight is that disruptions from other systems have a direct and powerful effect on how BPEH experience LAHSA. When encampments are cleared, personal belongings taken, or individuals are moved by police or safety concerns, progress with LAHSA is often wiped out. The feeling of starting over repeatedly is not an isolated frustration: it is a structural experience created by gaps in interaction amongst multiple agencies that are not aligned or integrated with one another. Racialized experiences shape interpretations of delay and inaction. BPEH describe watching others gain access to shelter or housing more quickly and explain these observations through the lens of longstanding racial inequity. When LAHSA does not offer clear explanations or updates, the absence of information is often interpreted within this broader context. BPEH feel they are not being prioritized or that applications are not being taken seriously because they are Black. These perceptions deepen mistrust and make it harder for individuals to remain engaged over time.

LAHSA Implications

The experiences described by BPEH suggest that LAHSA must strengthen the continuity and predictability of its engagement. BPEH need a system that can continue tracking their progress even when their lives are interrupted, and LAHSA needs to improve systems so workers can pick up where another has left off, that store information consistently, and that reestablish contact after displacement, to counteract and replace historical cycles of repeated assessments and lost momentum.

Another implication for LAHSA is the need for clearer communication. BPEH want to know where they stand and what to expect, not in abstract terms but in ways that help them understand what will happen next. Even small improvements in transparency can restore some trust and reduce the emotional toll of waiting. The emotional significance of LAHSA engagement indicates the need to institutionalize relational strengths across teams. Maintaining these qualities across outreach staff would help ensure that experiences do not depend solely on which worker arrives on a given day. Experiences of racial inequity underscore the need for more intentional monitoring and improvement in how BPEH move through systems. Addressing disparities in assessment, prioritization, and placement can rebuild trust and counteract belief among BPEH that they are being overlooked.

LAHSA Recommendations

1. **Strengthen continuity of engagement**
   Provide clients a way to stay in the housing process even when phones, documents, or locations are lost to prevent the cycle of restarting assessments and losing progress.
2. **Provide predictable and clear follow-up**
   Deliver updates that help individuals understand where they stand and what will happen next, to reduce anxiety and avoid the sense of being forgotten among BPEH.
3. **Standardize supportive outreach practices**
   Standardize training in interpersonal, trauma-informed approaches used by the most successful outreach workers across all teams to help build trust and keep clients engaged during periods of instability.

9.4.2 U.S. Department of Veterans Affairs (VA)

VA Findings

Among BPEH Veterans, the Department of Veterans Affairs evokes a complex blend of appreciation, weariness, hope, and disappointment. The number of BPEH Veterans encountered in survey research was relatively small but focus groups with Black Veterans provided substantial depth and clarity. Their experiences reveal a pattern in which individuals see the VA as the institution most capable of helping them, yet also as one of the hardest to access when they are unstably housed. Many Veterans describe moments when the VA provided meaningful support, such as medical care, mental health counseling, or assistance through housing programs. Those without frequent connection to the VA also report positive relationships with VA clinicians or social workers who understand and respect their military backgrounds. These experiences validate the expert capacity of the VA to respond with care and skill: when service accessed is enabled. Some BPEH Veterans also expressed gratitude for personal success in being aided by specific VA housing programs, such as VASH.

At the same time, many BPEH Veterans recount long periods when they were unable to access services due to lost records, missing identification, or difficulty in verifying their military history. Veterans often found themselves locked out of care systems that they believed should have been able to locate their records more easily. This produced a strong sense of frustration, especially among those who felt they had explicitly earned access to benefits through their dedicated and self-sacrificial histories of service. Several Veterans described efforts to reconnect with the VA that required long waits, complex steps, or frustrating interactions at medical centers. without stable internet or consistent access to devices. The emotional weight of these experiences was significant, because each attempt represented both a hope for help and reminder of disappointments.

Some BPEH Veterans described deep sadness connected to their relationship with the VA. They spoke about feeling abandoned or forgotten, particularly when they believed their service had earned them the right to timely assistance. For BPEH veterans, these feelings were often filtered through a lifetime of racialized experiences in other public systems. They expressed the belief that their struggles to access VA care reflected not only the bureaucracy of the institution but also broader inequities they faced throughout their lives as Black people. Despite these challenges, BPEH Veterans repeatedly express a desire to reconnect with the VA and believe it is the institution best positioned to help them return to stability.

VA Insights

The VA occupies a unique position in the minds of BPEH Veterans as both an anchor and an unmet promise. Veterans approach the VA with expectations shaped by their service, believing that the institution should recognize them, support them, and guide them back into stability. When that expectation meets the realities of homelessness, instability, and administrative barriers, the resulting disappointment carries a profound emotional burden. The small number of BPEH Veteran survey respondents limits the statistical strength of satisfaction and trust measures. However, focus group findings reveal a clear pattern: BPEH Veterans mostly describe positive and supportive experiences. Those who became disconnected describe the VA as distant, bureaucratic, and difficult to navigate. The divergence between these experiences underscores the importance of continuity and the challenge of maintaining it during homelessness. When BPEH Veterans are displaced, lose belongings, or cycle through crises, the VA lacks mechanisms to preserve continuity or reestablish contact easily.

Racialized experience shapes BPEH Veteran interpretations of delays and barriers. Many describe feeling unseen or deprioritized and connect these feelings to long histories of institutional mistrust. The belief that the VA should recognize and honor their service contrasts sharply with the experience of being stalled by paperwork, identity verification challenges, or long waits for appointments. This makes barriers feel personal, even when they are systemic. Another insight is that access to VA services often depends on third-party intermediaries who help navigate eligibility, paperwork, and referral processes. BPEH Veterans described receiving help from community organizations, outreach workers, or other Veterans rather than from VA systems designed to facilitate these steps.

VA Implications

These experiences suggest that the VA must adapt systems to the realities of homelessness to serve BPEH Veterans more effectively in the City. BPEH Veterans requires systems that can locate, verify, and reactivate a Veteran's information without demanding materials they are unable to produce. The VA needs more consistent, mobile, and community-based engagement to connect with BPEH Veterans who have fallen out of contact and often lack the means to travel or navigate large bureaucratic systems. Expanding mechanisms for outreach, in person reengagement, and supportive navigation can help bridge this gap.

The emotional importance of the VA to BPEH Veterans points to a need for more trauma-informed approaches that recognize the intersection of military service, racial inequity, and homelessness. BPEH Veteran expectations of the VA are tied to their identity and their sense of worth. Meeting these expectations with compassion and clarity is crucial to rebuilding trust.

Integration between the VA and City homelessness systems must be strengthened. BPEH Veterans often move between shelters, encampments, hospitals, and crisis settings. Ensuring that their progress does not evaporate during these transitions is necessary to avoid the cycle of repeated attempts and repeated disappointments.

VA Recommendations

1. **Improve reengagement pathways for veterans who have lost documents or contact**
   More flexible verification methods and rapid reconnection support would help prevent long periods of disconnection from care.
2. **Expand accessible and consistent outreach for Veterans who cannot navigate large medical centers**
   Community-based and mobile engagement by the VA itself would reduce barriers and help BPEH Veterans locate treatment and housing programs more quickly.
3. **Strengthen trauma-informed and culturally grounded approaches across VA staff**
   Veterans need communication and care to acknowledge their service, lived experiences, and the specific challenges of reconnecting while homeless.

10. Citywide Structural & Systemic Analyses

10.1 Executive Summary

These Citywide Structural and Systemic Analyses assesses how City of Los Angeles and County of Los Angeles entities shape the experiences and outcomes of BPEH inside the City. It integrates analysis from all prior areas of research and analysis within this report to provide a comprehensive picture of how the very design of structures, systems, processes, and practices influence stability, access, equity, and outcomes for BPEH.

The structural analysis identifies three mechanisms that consistently shape outcomes across housing, planning, workforce development, public safety, sanitation, benefits administration, and County health systems. These structural mechanisms establish the conditions define the environment that BPEH must navigate:

- **Race-neutral governance obscures racialized impacts of policies by limiting the City's ability to measure or correct disparities experienced by BPEH.**
- **Geographic patterning concentrates housing, services, enforcement activity, and environmental burdens in historically marginalized neighborhoods while limiting access to areas of greater opportunity.**
- **Fragmented authority across multiple agencies diffuses responsibility and prevents coordinated action or shared performance accountability.**

The systemic analysis examines themes relating to how processes and services are executed within the City:

- **Processes do not form a complete or coherent housing and recovery pathway. Individuals encounter disconnected steps across documentation, benefits access, housing assessments, interim housing, placement, employment, and health services, with no single sequence that carries a person from crisis to stability.**
- **Service delivery practices are inconsistent, which produces variable quality, uneven access, and unpredictable experiences based on neighborhood, provider, or individual staff interactions.**
- **No continuity measures exist to protect progress when disruptions occur. Loss of identification, enforcement activity, hospitalization, administrative deadlines, provider turnover, and contract terminations repeatedly force individuals to restart processes that should have been protected by system design.**

Structural mechanisms and systemic themes describe a functional environment within the City of Los Angeles in which stability is difficult to achieve and easy to lose for BPEH. Race-neutral governance makes disparities invisible. Spatial patterns restrict access to opportunity. Fragmentation ensures that no agency sees the full trajectory of BPEH experience. Disconnected processes leave individuals without a coherent path. Inconsistent service practices produce unequal results. A lack of continuity measures means that predictable disruptions erase progress faster than individuals can rebuild it.

For BPEH, these combined structural and systemic conditions create a cycle in which assistance is available but often not coordinated, where progress depends more on chance than on design, and where daily survival competes with complex and fragile processes required for housing, benefits, and employment. The findings presented in these analyses provide a foundation for the City and County to establish shared accountability, rebuild system pathways, and embed equity within the design and operation of programs across all agencies serving BPEH in the City.

Structural Recommendations Across All City and County Entities

1. **Establish Race and Housing Status Visibility Across All Systems**
   Create mandatory fields for race and housing status across agency data systems. Require complete reporting and integrate these fields into all performance reviews and public dashboards. This allows racial disparities affecting BPEH to be seen, measured, and corrected.

2. **Create Balance in the Geographic Distribution of New Housing, Services, and Investment**
   Adopt formal requirements that redistribute new supportive and affordable housing, housing investments, economic development programs, and service hubs across all City neighborhoods and reduce over concentration in historically burdened communities.

3. **Embrace Shared Authority and Accountability Across City and County Systems**
   Build a unified governance structure that links LAHD, DCP, EWDD, LAHSA, HACLA, and relevant County agencies through shared data, shared metrics, and coordinated oversight. Establish common identifiers for all individuals from vulnerable populations, and require joint monitoring of outcomes for BPEH.

Systemic Recommendations Across All City and County Entities

1. **Build a Coherence in a Unified Housing and Recovery Pathway**
   Design a unified process and system that connects into one continuous, unified pathway integrating all agencies with service delivery to people experiencing homelessness in the City.

2. **Standardize Service Delivery Practices Across All Providers**
   Create consistent standards for communication, documentation support, engagement, and case management across all City contractors and program sites. Monitor adherence through routine performance reviews and client feedback.

3. **Protect Individual Progress With Continuity of Service Measures**
   Establish system safeguards that preserve housing and recovery progress during disruptions such as hospitalizations, enforcement activity, loss of identification, provider turnover, or contract termination. Allow individuals to resume where they left off rather than begin again.

City of Los Angeles Action Priority

- **Reform City Elements of the Continuum of Care to Align Cohesive Structure and Systems Practice**
  Combine structural reform and system redesign into a single coordinated strategy that ensures equity by design across City policy, governance, consistency in service delivery, protection of progress, balanced geographic access, and collective interagency accountability. Drive equitable and measurable improvement in outcomes for all Angelenos experiencing homelessness, inclusive of BPEH and all other vulnerable or historically disadvantaged populations.

10.2 Structural Analysis

This structural analysis examines how the design of the City of Los Angeles' institutions shapes outcomes for Black Angelenos experiencing or at risk of homelessness. It evaluates not the performance of individual programs, but the underlying mechanisms that organize authority, distribute opportunity, and determine whether racial disparities are visible, measurable, and correctable within the City's housing, planning, workforce, and public service systems. This analysis identifies three primary structural mechanisms that appear consistently across all evidence collected across all Racial Equity Audit research elements:

1. **Race-neutral governance and policies that produce racialized outcomes in the City**
2. **Geographic patterning that reproduces spatial inequity in the City**
3. **Fragmented authority that diffuses accountability in the City**

Each mechanism is examined through a cross-departmental lens, using evidence from multiple systems to reveal how design choices shape the conditions that BPEH encounter as they navigate City and County infrastructures. This approach enables recognition of structural forces that no single department can resolve alone. It provides a foundation for understanding how institutional design influences system behavior and why operational improvements cannot fully succeed without addressing the structural constraints beneath them. By centering these mechanisms, the analysis establishes the conditions that produce City-wide patterns of disproportionate homelessness among Black Angelenos and sets the stage for the subsequent systems analysis that examines how these structures perform in practice.

10.2.1 Structural Mechanism #1: Race-Neutral Governance and Policies that Produce Racialized Outcomes in the City

Race-neutral governance refers to institutional design that applies uniform rules, eligibility standards, and performance measures across all residents while omitting explicit recognition of racialized identity or disparities. This approach blindly satisfies procedural fairness but leaves inequities that BPEH experience unmeasured, unreported, and structurally uncorrected. Across all evidence sources, race-neutrality consistently emerges as a defining mechanism through which City systems unintentionally reproduce disproportionate outcomes for Black Angelenos experiencing homelessness.

Housing and Homelessness Services Frameworks

LAHD's major policy documents articulate broad commitments to inclusion and affordability, yet they rarely identify BPEH as a distinct population. Terms such as "low-income," "rent-burdened," or "high-barrier" satisfy state and federal compliance standards, but obscure racialized patterns in eviction, housing instability, and access to subsidized units. Strong administrative systems track households and units, but race and homelessness are not consistently linked in reporting fields, preventing the LAHD from assessing whether policies reduce or reinforce disparities for BPEH.

Workforce and Economic Systems

EWDD's data architecture reliably tracks enrollment, employment, and retention, yet race and housing status operate as incomplete, unaligned fields. As a result, the workforce system cannot identify which participants are BPEH or how employment programs influence housing stability. Universal program rules, contracting structures, and performance indicators meet federal Workforce Innovation and Opportunity Act standards but do not require intersectional analysis. This leaves racial disparities invisible within official measures of success.

Planning and Land Use Frameworks (DCP)

DCP has integrated equity language throughout the *Housing Element*, *General Plan Updates*, and other reporting, but these commitments rarely translate into persistent outcomes for BPEH. Zoning incentives and affordability programs are designed broadly, without mechanisms to ensure that production or preservation benefits communities most affected by homelessness. Planning instruments measure spatial outputs, such as permits, units, rezonings, rather than the demographic distribution of who ultimately gains access.

Public Services, Enforcement, and County Systems

BPH lived-experience accounts show that the most impactful race-neutral practices arise outside core housing and workforce agencies. Documentation requirements, benefits eligibility standards, and enforcement protocols from DPSS, LASAN, LAPD, and County systems apply universally but disproportionately harm BPEH, who are more likely to lack identification, lose documents through displacement, or face higher exposure to enforcement in public space.

More from BPEH Lived Experiences

BPEH survey respondents and focus groups consistently describe receiving supposedly equal treatment that produces unequitable results. People navigating homelessness interpret race-neutral rules as barriers because they fail to account for unstable living conditions, predatory financial histories, safety concerns, or the cumulative impacts of racialized disadvantage. The absence of tailored pathways or explicit equity benchmarks reinforces BPEH perceptions that systems do not see them and cannot respond to their needs.

Structural Implications

State-mandated, race-neutral governance creates a structural blind spot that prevents the City of Los Angeles from identifying or correcting disparities affecting Black Angelenos experiencing homelessness. Without mandatory race-and-housing-status identifiers, departments operate with procedural fairness that masks substantive inequity. Universal rules intended to promote uniformity often magnify existing differences in documentation, credit, income, geography, and exposure to enforcement. Because outcomes are not disaggregated for BPEH, inequities cannot be traced, measured, or held to account. This mechanism shapes the City's institutional architecture at every level, setting the conditions for unequal access, uneven resource distribution, and unmeasured results that later appear in system performance.

10.2.2 Structural Mechanism #2: Geographic Patterning and the Spatial Reproduction of Inequity in the City

Geographic patterning describes how historic decisions, market incentives, and contemporary policy structures interact to reproduce spatial concentrations of burden and limit access to neighborhoods. Across planning, housing, workforce, and public services, location determines the availability of resources, exposure to risk, and pathways to stability. For Black Angelenos experiencing homelessness, the geography of opportunity rather than simple housing availability shapes the conditions they encounter as they attempt to access services, secure housing, or maintain stability. Spatial patterns appear consistently across every source of evidence and function as a primary structural mechanism shaping citywide outcomes.

Planning and Zoning Systems

DCP's *Housing Element*, *Community Plans*, and other instruments establish where housing, services, and commercial activities can exist. Despite the presence of equity language, supportive and affordable housing production continues to cluster in South Los Angeles, Downtown, and the Eastside. These areas have been shaped by historic racial segregation and displacement. Not all neighborhoods have consistently introduced new capacity even after state and local zoning reforms. Incentive-based tools such as density bonuses and overlay programs expand opportunities, yet they cannot guarantee equitable distribution.

Housing Development and Preservation Systems

LAHD's financing structures and regulatory tools determine where affordable and supportive units are produced and preserved. Investments cluster in lower income neighborhoods where land is less expensive and subsidy structures are easier to assemble. Without geographic balance, public investment flows disproportionately toward areas of low cost rather than delivering equitable distribution. Rent stabilization, emergency assistance, and homeownership programs also reveal geographic variation in distribution and access. As a result, neighborhoods with the highest concentration of Black renters continue to experience disproportionate displacement risk, while higher opportunity areas remain insulated from production and preservation responsibilities.

Workforce and Economic Systems

EWDD's centers and programs have citywide reach, yet their physical locations align with areas that have higher unemployment and vulnerability. Because services are situated mainly in lower-income neighborhoods, BPEH are more likely to access workforce programs in areas that have limited nearby housing, limited transportation access, and greater enforcement exposure. Job Connector programs within interim housing sites help bridge these gaps, but they remain program-level solutions and do not alter the broader spatial distribution of opportunity.

Public Services and County Agencies

Data demonstrates that geography determines daily stability, safety, and access. BPEH rely heavily on library branches and parks because these locations offer consistent safety and dignity. Interactions with sanitation services, law enforcement, and County agencies vary by neighborhood, with enforcement and disruption occurring more frequently in areas where BPEH are concentrated. Hospital discharges, benefit offices, and service hubs are unevenly distributed, forcing BPEH into fragmented geographic corridors that entrench instability. Distribution shapes trust, access to documentation, retention of belongings, and continuity of services.

More from BPEH Lived Experiences

Survey findings show that 71.5% of BPEH originated their experiences of homeless within the City of Los Angeles, confirming that homelessness is driven by local housing and policy conditions rather than exceptional migration. BPEH identify eviction, displacement, rising rents, and unsafe neighborhoods as major drivers of instability. These conditions are geographically mediated through uneven access to affordable units, transportation barriers, racialized policing, and sustained environmental stressors.

Structural Implications

Geographic patterning functions as a structural mechanism that maldistributes opportunity and hardship unevenly across the City of Los Angeles. Even as policy frameworks evolve, the distribution of past and present systems continues to direct affordable housing, services, enforcement activity, and economic programs into the same historically burdened areas. This reinforces cycles of displacement, concentrates homelessness, and limits access to neighborhoods with greater safety and higher opportunity.

As the City has not fully remedied historical geographic imbalances, this structural inequity persists even when policies express inclusive intent. For BPEH, geography determines not only where housing may exist but whether stability is achievable. Until geographic disparities are addressed directly, the City's capacity to deliver equitable outcomes for BPEH will remain constrained.

10.2.3 Structural Mechanism #3: Fragmented Authority, Data, and Accountability

Fragmented authority describes how responsibility for housing, planning, workforce development, public safety, sanitation, benefits administration, and outreach is divided across multiple City and County systems that do not share common data structures, performance metrics, or operational governance. Fragmentation creates a structural environment where no single entity is accountable for the full trajectory of BPEH. This mechanism appears consistently across all evidence sources and operates as one of the central drivers of continued instability for BPEH.

Housing, Benefits, and Homelessness Systems

LAHD, LAHSA, HACLA, and County benefit agencies operate separate information systems that track different data. Race and homelessness fields are not consistently present, complete, or aligned. This produces gaps in case management and prevents agencies from understanding whether interventions reduce homelessness for BPEH.

Workforce and Economic Systems

EWDD's data systems are mature and compliant with state and federal requirements, yet they do not include a shared field that connects workforce records to housing or homelessness status. The absence of a unified identifier across workforce, housing, and homelessness systems prevents the City from tracking whether employment programs improve stability for BPEH. Job Connector and LA RISE initiatives demonstrate that integration is possible, but these models are not structurally embedded across all contracts or reporting systems. The workforce system remains functionally siloed from the systems that manage housing.

Planning and Land Use Systems

DCP maintains a robust data environment related to parcels, zoning, approvals, community plan conditions, and environmental review. However, these data do not connect demographic or homelessness status data maintained by LAHD, LAHSA, or HACLA. As a result, planning systems can measure where units are built but cannot determine whether new housing improves outcomes for BPEH or whether zoning decisions alleviate or reinforce racially patterned instability.

Public Services and Law Enforcement

Survey and focus group data show that the agencies most frequently encountered by BPEH, such as sanitation, law enforcement, transportation, health systems, emergency departments, and County offices operate as separate systems with no integrated records or coordination protocols. One agency's action often disrupts another agency's progress. Sanitation sweeps can result in the loss of identification, benefits paperwork, or medications. Police encounters can lead to temporary detention or fines that interrupt housing placement processes. None of these systems track their cumulative effects on housing trajectories or racialized impacts on BPEH.

More from BPEH Lived Experiences

Across the survey and focus groups, fragmentation is described as one of the most destabilizing factors in the homelessness continuum of care. BPEH report repeating the same intake multiple times, losing contact with case managers due to departmental shifts, and being redirected between City and County agencies with conflicting information. Many describe periods where progress collapses after a single disruption, such as the loss of identification, relocation caused by enforcement, or the expiration of benefits. BPEH consistently perceive system fragmentation as disorganization, unpredictability, and lack of care.

Structural Implications

Fragmented authority, data, and accountability produce an environment in the City where no agency is genuinely responsible for outcomes experienced by BPEH. Data systems operate separately and do not track whether policies improve racial equity or housing stability. Case management and service delivery occur in pieces that do not connect. Operational improvements within single City departments cannot overcome the structural reality that systems work in parallel rather than in coordination. This fragmentation allows inequities to persist even when staff, programs, or initiatives are aligned with equity goals. For BPEH, fragmentation results in repeated resets of progress, inconsistent navigation pathways, and the erosion of trust. Until the City and County establish shared identifiers, unified metrics, and integrated governance, structural fragmentation will continue to limit the effectiveness across all intentional homelessness and equity interventions to improve the lives of BPEH.

10.3 Systemic Analysis

This systems analysis examines how the City and County systems that interact with Black Angelenos experiencing homelessness function in practice. While the structural analysis identified the design mechanisms that shape institutional intent and authority, the systems analysis evaluates the lived reality that emerges when those structures operate through processes, staff, practices, enforcement activity, and service delivery. The focus is on behavior rather than design, and on real outcomes rather than stated commitments. Three themes appear across the evidence:

1. **Processes Do Not Form a Coherent Housing and Recovery Pathway in the City**
2. **Inconsistent Service Practices Result in Variable Quality, Access, and Experience in the City**
3. **No Continuity Measures Exist to Address Institutional Disruptions in the City**

This analysis assesses how these systemic themes appear across departments and how they collectively influence the ability of BPEH to access services, maintain progress, and transition into stable housing. By focusing on system processes and behaviors, the analysis identifies operational conditions that must be strengthened for structural reform to translate into measurable improvements in stability, equity, and trust.

10.3.1 Systemic Theme #1: Processes Do Not Form a Coherent Housing and Recovery Pathway in the City

Systems that BPEH must navigate do not function as a unified pathway from crisis to stability. Instead, individuals encounter a sequence of disconnected processes, each owned by a separate department, nonprofit contractor, or County agency, with no mechanism that binds them into a coherent progression. The result is a loose collection of confusing steps that must be navigated independently, even though housing, income, health, documentation, and safety needs are interdependent. Across all evidence sources, BPEH describe a system environment that expects them to find their own way through separate stages with too much variability from sources of navigation, limited predictability, and limited continuity.

Housing Access and Coordinated Entry

The primary systems responsible for identifying, assessing, and placing people into housing operate through separate processes that do not connect seamlessly. Assessments completed in one setting may not be recognized in another. Referrals expire if not acted upon quickly. BPEH enter and exit interim housing without an integrated path to permanent housing. Case managers shift frequently across providers, leaving individuals without a consistent guide through the often slow process. LAHD, HACLA, and LAHSA share varying responsibilities for housing development, contracting, and placement for BPEH, yet their systems track different information and do not present any unified sequence that carries BPEH from assessment to permanent housing.

Documentation, Eligibility, and Verification

Documentation requirements exist across shelter enrollment, benefits access, housing applications, employment programs, and health services. Each system requires different records, different formats, and different verification processes. Identification and paperwork are easily lost during displacement, hospital stays, enforcement interactions, and sanitation. As a result, the loss of a single document forces individuals to restart multiple processes at once, interrupting momentum across housing, benefits, and employment pathways.

Income, Employment, and Housing Stability

Workforce programs and housing programs operate in parallel. EWDD's employment services rarely connect directly to housing placements or housing stability metrics. Housing systems do not track whether people who receive assistance also gain employment. Case managers do not receive information about whether employment is feasible while a person is placed in interim housing or while they await placement. Even the most promising innovations are not integrated structurally and do not form a universal bridge between employment and housing outcomes.

Health, Behavioral Health, and Recovery Services

Mental health and substance use recovery services are essential components of stability for many residents, yet these services exist in separate County controlled systems that rarely synchronize timing or documentation with City based housing or employment services. Appointments, eligibility requirements, and treatment plans do not align with referral windows for shelter or housing. When hospital discharges occur without coordination, individuals may be returned to locations far from service hubs, losing progress in both treatment and housing pathways.

Safety, Enforcement, and Daily Survival

Interactions with law enforcement, sanitation, and emergency services frequently interrupt progress that people have made in housing, documentation, or benefits processes. These agencies do not participate in a unified pathway and do not receive information about an individual's current status in housing or recovery programs. A single enforcement interaction can separate a person from their belongings, medications, paperwork, or scheduled appointments. The consequences reverberate across multiple systems, but nothing exists to prevent or mitigate these cascades.

More from BPEH Lived Experiences

BPEH participants describe a citywide environment where myriad steps exist but clear pathways do not. People recount moving in circles between referrals, screenings, waitlists, and expired appointments. They describe confusion about which office handles which function, which documents to bring, and which step leads to the next. Many explain that progress depends on being in the right place at the right time, rather than on a structured sequence that carries them consistently toward housing.

Systemic Implications

The absence of a coherent pathway produces conditions where many BPEH must unsuccessfully navigate their way through multiple disconnected processes. This creates uncertainty, delays, repeated loss of progress, and a dependence on luck rather than systems or process design. Without an intentional, unified pathway, success requires navigating separate systems that do not always recognize other processes and do not share responsibility for outcomes. Until the City and County create a coherent housing and recovery pathway that spans documentation, assessment, placement, employment, health, and survival needs, inequities will continue to accumulate for BPEH at each unconnected step.

10.3.2 Systemic Theme #2: Inconsistent Service Practices Result in Variable Quality, Access, and Experience in the City

Service delivery practices and experiences vary widely across departments, providers, and locations across the City of Los Angeles. Variation creates unpredictable experiences for BPEH and makes outcomes dependent on where a person seeks help, which staff member they encounter, how connected a navigator is with specific resources, and which contract or provider is active in a specific area. Even when structures or policies are clear, service delivery does not follow uniform standards. This inconsistency is described as one of the most significant systemic factors affecting trust, stability, and progress for BPEH.

Housing and Case Management Services

Housing navigation and case management services differ significantly across providers. Some BPEH report strong advocacy, timely follow-up, and consistent communication while others describe long gaps between contact, limited guidance, and unclear expectations. Housing placement practices differ across interim housing sites, with some offering structured support while others rely heavily on clients to initiate next steps. These inconsistencies make navigation for BPEH unpredictable and weaken confidence in system capacity to deliver stable outcomes.

Workforce and Employment Programs

EWDD's service delivery within WorkSource, YouthSource, and transitional employment programs varies by contractor and by location. Some centers embed trauma-informed engagement, proactive follow-up, and culturally responsive support while others operate with limited capacity or inconsistent communication. Employment readiness and placement processes are not standardized across programs. For BPEH, this variation can determine whether an individual gains access to job opportunities or experiences repeated setbacks.

Law Enforcement and Safety Interactions

BPEH report wide variation in how LAPD officers approach them. Some experiences involve respectful engagement and referral to services, while too many others involve citation, displacement, or perceived bias. These differences often depend on the individual officer, the division, and the neighborhood. This inconsistency contributes to mistrust and shapes whether BPEH feel safe in reporting crimes, or in seeking help from LAPD, or remaining in certain areas.

County Health and Benefits Services

County administered services, including health clinics, hospitals, and benefits offices, also exhibit some variation in wait times, quality of communication, and responsiveness to BPEH. Some benefit workers expedite cases for individuals in crisis, while others require repeat visits or multiple documentation submissions. Differences in how staff interpret eligibility rules can determine whether BPEH secure support or fall into further instability and harm.

More from BPEH Lived Experiences

BPEH describe inconsistent service experiences even within the same department or program. People often identify specific staff who helped them make progress, alongside stories of other interactions in the same office that delayed or disrupted their path. Many explain that outcomes depend more on chance encounters with supportive individuals than on reliable system level practices. The inconsistency itself becomes a barrier, since people cannot predict what will happen when they seek help.

Systemic Implications

Inconsistent service delivery creates an environment where progress for BPEH depends on personal luck or unpredictable charity rather than systems design in the City. Variable practices undermine trust, produce unequal outcomes across neighborhoods, and require individuals to navigate. Even strong programs cannot achieve equitable results when frontline practices differ widely across contractors, shifts, and locations. Until agencies establish consistent standards for communication, follow-up, documentation support, and engagement across all providers and agencies, BPEH will continue to face service variations that prevent equity and stability.

10.3.3 Systemic Theme #3: No Continuity Measures Exist to Address Institutional Disruptions in the City

Systems that BPEH must navigate in the City do not include continuity measures that protect progress when disruptions occur. Individuals routinely lose identification, benefits paperwork, medication, scheduled appointments, and contact with case managers due to enforcement activity. Hospitalization, displacement, transportation barriers, or changes in provider staffing also have impacts. Because systems do not track or respond to these disruptions in a coordinated way, each incident forces BPEH to restart multiple processes at once. The absence of continuity measures and resultant impacts on BPEH is one of the most persistent and damaging system-level failures in the City.

Disruption Caused by Enforcement and Sanitation Activity

Enforcement and sanitation interactions often separate people from their medications, paperwork, contact lists, tents, clothing, and personal effects. These disruptions occur without coordination with housing, benefits, or health systems. Case managers are often unaware that a client has been displaced or has lost documentation. Individuals then miss appointments, lose referrals, and experience delays in accessing care or stability. These disruptions accumulate and impede movement toward housing.

Service Disruption Caused by Hospitalization or Health Events

Hospital stays and emergency health episodes often break continuity because health systems do not coordinate with case managers or housing providers. People may be discharged far from their service hubs and without transportation back to their shelter or encampment. Treatment plans,and medications are frequently lost or interrupted during this period. Housing systems do not track these events and do not provide reentry pathways that restore progress.

Breaks in Case Management and Provider Transitions

Case management transitions are common as providers change contracts, staffing fluctuates, or individuals move between interim housing sites. There is no unified record that follows the person across these transitions. Individuals often report that their housing files were lost, their waitlist numbers were unclear, or their referrals expired without their knowledge. The absence of continuity across providers leaves people vulnerable to repeated setbacks.

Referral Expiration and Administrative Disconnects

Housing referrals, benefits approvals, and service appointments often expire if not completed within narrow time windows. Individuals who miss appointments due to displacement, transportation barriers, or illness must begin the entire process again. Systems do not adjust deadlines based on a person's known circumstances, nor do they track when administrative rules cause avoidable setbacks. As a result, minor delays turn into significant regressions that destabilize progress across multiple systems.

Disruption Caused by Provider Contract Terminations

Provider contract terminations introduce a unique and often severe form of disruption for BPEH. When a contracted provider or agency's services are suspended or removed due to concerns about financial practices or administrative failures, entire BPEH caseloads lose continuity at once. Case managers may be dismissed without notice. Service locations may close suddenly. Housing navigation files may be inaccessible or lost during the transition to a replacement provider.

More from BPEH Lived Experiences

BPEH losing weeks of progress because a single appointment was missed or a document was lost. They speak of starting over repeatedly, not because they did anything wrong, but because the system did not protect their progress during predictable disruptions. Many describe these setbacks as demoralizing and as a direct cause of long term homelessness and continuous decline in well-being.

System Implications

The absence of continuity measures in the City of Los Angeles where progress is easily undone. Small disruptions generate large setbacks because systems do not track individual status across agencies or allow progress to resume where it stopped. Every restart erodes trust, increases the likelihood of long term homelessness, and imposes additional burdens on service providers. Continuity is essential for equity because it ensures that temporary disruptions do not disproportionately harm people who already face barriers. Without continuity processes that span housing, benefits, workforce, and health systems, progress for BPEH will often continue to be interrupted faster than it can be restored.

11. Conclusions

11.1 City-Level Conclusions

Conclusion 1. City of Los Angeles departmental programs, systems, and services are not yet comprehensively designed or integrated to deliver equity for Black People Experiencing Homelessness.

Conclusion 2. Many City departmental policies and practices produce racialized outcomes even when they are framed as race neutral.

BPEH frequently encounter services and systems in the City of Los Angeles that are overly complex, fragmented, and frequently misaligned with their lived realities.

These conditions create obstacles that accumulate over time and make progress toward achieving stability more difficult. BPEH describe repeated experiences of administrative burden, unclear pathways, and inconsistent implementation across programs that should function as coordinated and integrated supports. Small disruptions often cascade into major setbacks because there are few continuity measures that protect BPEH from falling out of housing or services.

No single City department holds a full set of levers that shape outcomes for BPEH.

Planning, workforce and economic development, housing, and public services each influence stability in different ways, yet their efforts operate on largely parallel tracks. This fragmentation diffuses responsibility and leaves people with service experiences that depend heavily on the specific program, location, or staff member they encounter. Disparities emerge not only from resource gaps but also from the uneven quality of engagement, inconsistent interpretation of rules, and variable follow through.

BPEH consistently identify individuals who serve them with dignity, community spaces that offer reliable safety and respect, and programs that work well when implemented as designed.

Bright spots show that positive outcomes are achievable when systems are coordinated, when staff are supported, and when services are delivered with consistency and care. The challenge is ensuring that these conditions become service standards.

11.2 Implications for Equity Governance and Measurement

Research points to a fundamental need for governance structures serving BPEH that make racial equity visible, measurable, and actionable across City and County systems.

City and County departments cannot fully understand or address disparities affecting BPEH within the City of Los Angeles without a shared way to identify who is being served, how people move across programs, and where outcomes diverge. A unified approach to measurement is essential for transforming well-intended commitments into results that can be tracked, compared, and improved over time.

Consistent identifiers for race and housing status across intake, service, and reporting systems are required.

Without these fields, departments cannot determine whether actions are reducing disparities or reinforcing them. Shared identifiers also allow for cross-agency tracking so that early warning signs of service interruption, loss of housing, or barriers to access can be identified before they escalate.

Findings highlight the need for government performance measures that focus on results rather than activity.

Many City and County systems track counts, throughput, compliance, or participation, yet BPEH experiences show that quality, clarity, and follow-up matter far more than numbers within services delivered. Governance structures that center outcomes can help departments move from procedural compliance toward evidence-informed practice that reflects the realities of BPEH lives. These implications extend beyond technical data issues and point toward a broader equity mandate.

Departments need mechanisms that align their work with shared goals, ensure accountability across organizational boundaries, and elevate the experiences of Black Angelenos as a critical source of evidence.

Equity governance requires collaboration with County partners, clear expectations for data quality, and decision-making processes that are responsive to the needs of those most affected.

11.3 Departmental Conclusions

Each City Department in the Audit manages important pieces of the housing and stability pathway, and no department can independently produce equitable outcomes for BPEH on their own.

DCP, EWDD, and LAHD each demonstrate areas of strength, yet their systems remain disconnected from one another and from the lived realities of the people they are intended to support. Together, they illustrate how siloed operational environments can weaken even the strongest policy intentions.

DCP has established a robust policy architecture and demonstrates a clear commitment to equity, but its tools do not fully translate into measurable outcomes for BPEH

DCP frameworks and long-range planning efforts create important foundations, yet they lack consistently applied racial data, shared identifiers, and integrated tracking mechanisms that would allow equity goals to guide implementation. DCP's contributions are most impactful when they are linked to the operational systems of other agencies, not when they operate in isolation.

EWDD shows disciplined program administration and the capacity to deliver meaningful economic mobility supports, yet the absence of integrated identifiers and cross-agency linkages limits ability to measure and improve BPEH outcomes.

EWDD workforce programs often succeed when implemented consistently, but people encounter uneven follow through and gaps between employment gains and long-term stability. Without shared data systems and continuity supports, the department's strong operational infrastructure cannot fully translate into equitable impact.

LAHD carries significant responsibility for the prevention of homelessness for Black Angelenos, but systems remain internally fragmented across programs and insufficiently connected to County partners who control critical parts of the housing ecosystem.

LAHD possesses substantial technical capacity, yet the absence of unified data structures, consistent eligibility clarity, and integrated service pathways creates vulnerabilities for people whose progress depends on smooth transitions between programs. LAHD's strengths become most effective when they are aligned with shared governance and coordinated delivery across agencies.

All departmental conclusions demonstrate that achieving progress depends on collective and unified City government action rather than departmental improvements in isolation.

Each department contributes essential functions, but only integrated governance, shared measurement, and aligned practices can produce the housing, economic, and community conditions needed to improve outcomes for BPEH in the City of Los Angeles.

11.4 Additional Entities and the Mandate for Trust

Outcomes for BPEH are also shaped by interactions with libraries, public safety entities, sanitation, health and benefits systems, and other City and County agencies.

Additional City and County entities influence daily safety, mobility, access to resources, and the quality of engagement that BPEH experience while navigating instability. BPEH describe these encounters as crucial in determining whether they could move toward stability or face new barriers that disrupt progress. Libraries and parks emerged as spaces of safety, dignity, and reliable support where people could access restrooms, power, computers, and staff who consistently treated them with respect.

In contrast, interactions with law enforcement and sanitation were often described as unpredictable, stressful, or punitive, especially when personal belongings were removed or when enforcement practices were inconsistent or poorly communicated. These experiences reinforced or undermined trust not only in individual agencies but in the broader public system that BPEH rely upon during crisis.

Additional entities are central to the daily experiences of BPEH and play a significant role in shaping perceptions of government reliability, fairness, and care.

Trust is earned or lost through these interactions, and trust directly affects willingness to seek services, share information, and remain connected to supports. The audit findings show that improvements in one department can be quickly overshadowed by harmful experiences in another, underscoring the need for coordinated standards of engagement, continuity protections, and shared accountability across all agencies that interact with BPEH.

11.5 Limitations and Cautions

Conclusions should be interpreted with clear understanding of the study's scope and methodological constraints.
The survey represents the experiences of people who were reachable and willing to participate during the study period, and while it provides valuable insight into patterns affecting BPEH, it does not capture every potential contributor or outcome. The lived experience research adds depth and texture but reflects the perspectives and conditions of those who engaged directly with the study, which may differ from BPEH who were not contacted or who chose not to participate.

Departmental audits rely on available documents, policies, and data, meaning that gaps in documentation or inconsistencies in voluntary reporting may limit the extent to which every process or practice could be fully evaluated.
Some systems are evolving, and emerging changes may not yet appear in the materials reviewed. The research also focuses on specific City departments and does not directly assess other City and County agencies that hold critical responsibilities, even though their collective service delivery significantly shapes outcomes for BPEH.

These limitations do not undermine the strength or coherence of the findings, but instead provide important context for their interpretation.
The patterns observed across methods and sources were consistent and mutually reinforcing, offering a clear picture of the structural conditions that produce inequitable outcomes and the opportunities for coordinated systemic improvement.

11.6 A Path Forward

The conclusions of this audit point to a clear opportunity for the City to move from fragmented efforts toward a coordinated, integrated, and equity-centered system that improves outcomes for BPEH.
Patterns described across departments show that meaningful progress requires shared identifiers, integrated data environments, continuity protections, and aligned governance that span both City and County functions and responsibilities. These elements form the foundation for delivering measurable racial equity in City housing, workforce, and planning systems.

The City can strengthen its impact by reviewing and aligning its action plans with County partners and the LAHSA/ARDI frameworks, ensuring that commitments are coordinated and integrated.
This alignment will allow City departments to build on existing strengths, clarify roles, and develop shared performance measures that can be tracked and improved collectively. The next steps translate these conclusions into a focused set of actions designed to support implementation, enhance accountability, and create durable pathways to stability.

12. Recommended Next Steps

The delivery of the Racial Equity Audit research report signals an opportunity of transition for the City of Los Angeles. The findings clarify where systems are aligned, where gaps persist, and where deeper coordination is needed to advance racial equity for BPEH. Progress now depends on shifting from analysis to collective action across City and County partners, supported by responsive structures that can turn research into measurable improvements for Black Angelenos.

1. **Develop a Citywide Action Plan**
   The next stage is the creation of an Action Plan that translates the report's findings into concrete steps for improving racial equity and outcomes for BPEH in the City. This plan should prioritize reforms, identify responsible departments, define timelines, and establish measurable indicators of progress. This report and the action plan will be delivered to City and Department leadership for review, consideration, and approval of all additional steps.

2. **Review and Align City, County, and ARDI Action Plans**
   Work progresses with collaborative review and alignment of action plans, equity strategies, and program commitments across City departments, County agencies, and the Anti-Racism, Diversity, and Inclusion Initiative. This alignment will ensure that planned efforts reinforce one another rather than move parallel. By comparing objectives, identifying overlaps, and clarifying points of divergence, the City can establish a shared foundation for implementation and ensure that each partner contributes to a unified regional approach to improving outcomes for Black residents.

3. **Establish a Governance Structure to Oversee Implementation**
   A governance framework is needed to guide the City's work after the report is delivered. This structure should convene leadership from all relevant departments, ensure alignment across systems, monitor progress, and maintain accountability for carrying out the reforms recommended in the audit.

4. **Align Departmental Responsibilities with Identified Findings**
   Each department involved in the audit will need to assess its role in addressing the disparities identified in the report. This includes reviewing programs, policies, data systems, and operational procedures, and determining what internal changes or interdepartmental collaborations are required to improve outcomes.

5. **Build a Shared Equity Measurement and Monitoring System**
   To sustain progress, the City will need to develop a system for tracking racial equity outcomes over time. This includes creating common metrics, improving data integration across agencies, and establishing processes for ongoing review, public transparency, and evidence-based decision making.

6. **Strengthen Community and Stakeholder Engagement**
   Community members, service providers, and individuals with lived experience should continue to play a role in shaping the City's equity work. After the report is delivered, the City should create ongoing mechanisms for feedback, co-learning, and participation in monitoring and evaluation activities.

7. **Prepare Implementation Tools and Materials**
   The transition from research to action requires materials that help departments and partners understand their responsibilities. The City should develop guidance documents, training tools, summary briefs, and communication resources that explain the findings, outline required actions, and clarify expectations for all parties involved.

8. **Establish a Framework for Continuous Learning and Improvement**
   This report provides another foundation for action, but measurement of progress depends on continuous reassessment. The City should create routines for reviewing data, evaluating the impacts of implemented strategies, identifying new challenges, and making iterative improvements to programs and policies based on what is learned.

Appendices

A1: Research Standards

The Future Organization (TFO) delivered this research study incorporating the following standards:

- TFO utilized standardized research design, sample sizing, statistical methods (descriptive, parametric, and non-parametric), and fieldwork methods commonly deployed and accepted in the fields of market and social science research, dependent on research subject identity (facility owner or operator, resident, or external stakeholder)

- TFO staff possessed the requisite training and experience in leading and conducting research with vulnerable and at-risk populations, conduct of difficult conversations, anti-bias education, and maintained currency of knowledge in best practice for research and community engagement

- TFO ensured ethical research engagement by adherence to statutory and ethical guidelines, regulations, and best practice for human subjects belonging to vulnerable and/or at-risk populations wherever and whenever applicable, including:

    - U.S. 45 CFR 46 – Protection of Human Subjects (HHS)
    - U.S. "Common Rule" Specifications and Exemptions (NSF)
    - ISO 20252:2019 (Market, opinion and social research, including insights and data analytics)
    - HIPAA (to guide avoidance of collection of any personally-identifiable health information)

- TFO carefully considered impacts from research activities and processes, as well as the potential impacts on individuals and groups, from the reporting and insights produced from the research study.

- TFO advises clients against research practice(s) that could produce unreasonably adverse and/or biased research outcomes.

Given the sensitivity of the research subject matter and the need to deploy an expanded fieldwork team for the research study that had capability to sensitively interact with a diverse population of vulnerable individuals with distinctive needs, TFO utilized its own experienced staff to conduct fieldwork.

Participation incentives were provided to research participants after the completion of depth interviews and focus group sessions. Advance consideration was given to attempt to avoid and prevent individually-adverse impact(s) from the provision of research participant incentives.

A2: Data & Policy Sources Referenced for LAHD

Table A2.a Los Angeles Housing Department (LAHD) Data and Policy Source List			
File#	File Name / Identifier	Class	Research Team Notes
1	PMP Information Packet New Template.pdf	Policy template	Registry, marketing, tenant selection
2	LAHD Financed and Completed Projects In Service 2003–2025.xlsx	Dataset	Project-level financing data
3	HCV Demographics, Lease-Up 2019–2024.xlsx	Dataset	Housing Choice Voucher outcomes
4	County DHS ICMS Roster With City of LA Address.xlsx	Dataset	Case-managed homeless households
5	Displacement Assessment Risk Tool (DART) Report March 2024.pdf	Policy / analytic tool	Citywide displacement risk
6	Foreclosure Data.xlsx	Dataset	Parcel-level foreclosure records
7	Cost Burdens and Housing Problems by Demographics.pdf	Statistical report	Citywide demographic burdens
8	LIPA_Loans Past 6 Years.pdf	Dataset summary	Low-Income Purchase Assistance loans
9	MIPA Loans Past 6 Years.pdf	Dataset summary	Moderate-Income Purchase Assistance loans
10	Appraisals Data.pdf	Data summary	Property valuation records
11	Homeownership Trends.pdf	Analytical report	Homeownership and wealth trends
12	LA City 2021 ERAP Paid 6-7-2022.csv	Dataset	Pandemic rental assistance payments
13	ULA_ERAP_paidapps_forCHRED.xlsx	Dataset	ULA-funded ERAP continuation
14	City of Los Angeles Mail - Re_ Eviction Defense Program.pdf	Program record	Legal and rental assistance outcomes
15	Rapid Rehousing and Time Limited Subsidy Data.docx	Program summary	RRH and TLS performance
16	HRC LA CITY 2018–19 data.xlsx	Dataset	Housing Resource Center early data
17	HRC LA CITY 2019–20 data.xlsx	Dataset	HRC program data (transition year)
18	HRC LA CITY 2020–21 data.xlsx	Dataset	HRC during early COVID crisis
19	HRC LA CITY 2021 Jul–Dec data.xlsx	Dataset	HRC during peak eviction crisis
20	HRC LA CITY 2022 Jan–Jun data.xlsx	Dataset	HRC pandemic recovery phase
21	LA City Enforcement Data 2023.xlsx	Dataset	Code enforcement data
22	LA City Enforcement Data 2024.xlsx	Dataset	Enforcement and inspection outcomes
23	LA City Enforcement Data July 22–Dec 22.xlsx	Dataset	Enforcement baseline dataset
24	LAHD Leadership Demographics.docx	Organizational data	Department workforce demographics
25	Access to Affordable Housing Opportunities.pdf	Policy framework	Affordable housing access inequities
26	Access to Community Assets.pdf	Policy framework	Spatial equity and opportunity access
27	Fair Housing Enforcement.pdf	Policy report	Discrimination complaints and outcomes
28	Segregation and Integration.pdf	Policy analysis	Citywide racial segregation analysis
29	Goal 4_AFH.pdf	AFFH policy plan	Housing choice and desegregation goal
30	United to House LA Progress on Addressing Racial Disparities.docx	Policy plan	ULA implementation and racial accountability
31	Rent Stabilization and Tenant Protections dashboards.docx	Dashboard documentation	RSO, evictions, and Ellis Act withdrawals
32	2021_statistics_and_demographics.pdf	Statistical report	HACLA public housing demographics
33	INC-244185_BPEH_FutureOrg_Data_2025_07_30.xlsx	Integrated analytic dataset	Consolidated BPEH dataset developed by LAHD (July 2025); integrates City and County data, including LAHSA, DHS, and program outcomes for equity evaluation
34	LAHD data to download for TFO_files RD.pdf	Internal data inventory / data request list	Catalog of LAHD data files prepared for external research access and inter-agency review
35	PSH-Report-Redesign-Required-2025.pdf	Program evaluation and redesign	LAHD's 2025 redesign assessment of Permanent Supportive Housing (PSH) outcomes and system improvements

A3: Data & Policy Sources Referenced for the DCP

Table A3.a Los Angeles Department of City Planning (DCP) Data and Policy Source List			
File#	File Name / Identifier	Class	Research Team Notes
1	100 Percent Affordable by CPA.xlsx	Dataset	Not BPEH but informs affordability geography
2	Affordable Housing by CPA.xlsx	Dataset	Supports mapping of affordability patterns
3	County DHS ICMS Roster with City Addresses.xlsx	Dataset	Retained due to intersection with zoning context
4	DU by Applicant ID.xlsx	Dataset	Useful for project-level housing analysis
5	Units by Entitlement Type.xlsx	Dataset	Helps evaluate where PSH or affordable units arise
6	Plan for a Healthy LA (2015–2021)	Policy	Embeds social determinants into planning decisions
7	BPLA Action Plan	Policy	Core equity framework directly guiding DCP reforms
8	DCP Housing Element 2021–2029 (entire website section)	Policy	Foundation of all housing and zoning decisions
9	Housing Element APRs (Annual Progress Reports)	Reports	Used to assess distribution of supportive housing
10	Permanent Supportive Housing Ordinance	Ordinance	Key siting reform reducing discretionary denial
11	Interim Motel Conversion Ordinance	Ordinance	Used to assess concentration of interim housing
12	Housing Element Program 124 AFFH Status Update (2022)	Report	Directly referenced in zoning equity analysis
13	Supplemental AFFH Report for Housing Element APR 2024	Report	Provided key data for equity distribution analysis
14	Chapter 6 – Housing Goals, Policies, and Programs (HE2021)	Policy	Provides substantive policy commitments
15	SurveyLA African American History of Los Angeles (2019)	Cultural Plan	Provides context for cultural equity and place-based repair
16	Other Context.pdf (DCP)	Context document	Supplemental reference but retained
17	Community Plans – South LA	Plans	Direct ties to displacement and siting
18	Community Plans – Southeast LA	Plans	Used to assess zoning burdens
19	Community Plans – Boyle Heights	Plans	Direct displacement impacts
20	Community Plans – West Adams, Baldwin Hills, Leimert	Plans	Key for cultural and racial equity mapping
21	Community Plan Implementation Overlays (CPIOs)	Regulatory tools	Used for quality of life regulation analysis
22	South Central Alcohol Sales Specific Plan	Specific plan	Direct environmental equity implications
23	Zoning Amendments Webpage (entire section)	Zoning	Provides zoning pipeline context
24	Adult Residential Facilities (ARFs) and RCFE Regulatory Pages	Zoning	Relevant to siting of vulnerable communities
25	Liquor Store Regulation Pages (Zoning & CUB requirements)	Zoning	Impacts environmental burden in Black neighborhoods
26	Payday Lenders, Bail Bond, Financial Services Zoning Pages	Zoning	Used in quality-of-life regulatory analysis
27	DCP Supportive Housing Siting Guidelines	Guidelines	Critical for evaluating concentration patterns
28	Shelters and Interim Housing Zoning Explanation Page	Zoning	Provides the regulatory structure of siting approvals
29	Proposed and Adopted Homeless Facility Ordinances	Ordinances	Supports analysis of distribution and denials
30	Homelessness and Land Use Projects Page	Project summaries	Cited in analysis of facility concentration
31	Rezoning for Housing (HE Implementation Page)	Program page	Supports analysis of inequitable rezoning distribution
32	Targeted Area Rezoning Efforts	Zoning	Relevant to housing capacity creation

A4: Data & Policy Sources Referenced for the EWDD

Table A4.a City of Los Angeles Economic and Workforce Development Department (EWDD) Data and Policy Sources

File#	File Name / Identifier	Class	Research Team Notes
1	AdvantAGE LA Report (June 2024)	Strategic plan / program framework	Can inform targeted supports for older BPEH; lacks housing/homelessness link
2	5-Year Workforce Strategic Plan (2025–2030)	Long-term workforce system plan	Provides framework to integrate BPEH tracking via Policy & Data Committee
3	Horizons 32K Strategic Plan (Nov 2024)	Youth workforce initiative	Strong data API framework; can embed BPEH flag for youth
4	WIOA Fact Sheet (2024)	Federal program summary	No intersectional metrics; foundational policy background only
5	WSC Performance Measures (PY 24–25)	Operational directive	Integrate BPEH-specific success measures
6	YSC Performance Measures (PY 24–25)	Operational directive	Recommend inclusion of race × homelessness cross-tabulation
7	BPEH Data Table – Workforce Programs	Administrative dataset	Enables direct BPEH analytics for outcomes and retention
8	WDS Directive 25-03: Inside Safe Job Connectors (PY 2024–25)	Implementation directive	Recommends adding BPEH identifier; integrates with WSC/YSC intake
9	WDB Annual Plan (PY 2024–25)	Strategic/operational plan	Add BPEH tracking to quarterly reporting and validation protocols
10	Draft WIOA Local Plan (PY 2025–28)	Core workforce policy plan	Require local-plan addendum for race × homelessness metrics
11	WDS Directives Index (2024)	Program operations reference	Use as parent record for future directive additions
12	LA:RISE Program Materials (2024)	Program guidelines / funding	High integration with BPEH flag via LA:RISE cohorts
13	Plans & Reports Hub (EWDD)	Web portal / repository	Add BPEH equity indicators to public dashboards
14	RFI/RFP and Information Bulletins (2024–25)	Procurement & policy signals	Integrate BPEH evaluation criteria into operator scoring
15	EWDD Year 25 Annual Plan (2024–2025)	Annual strategic plan	Include BPEH variable in performance dashboards and evaluation
16	EWDD Year 23 Annual Plan (2022–2023)	Historic annual plan	Use as baseline comparison for trend analysis
17	WDS Bulletin 25-09 (2025)	Workforce development bulletin	BPEH-specific scoring criteria in RFI/RFP design?
18	EWDD Proposed Budget 2024–25 (City Clerk)	Budget & fiscal plan	Budget metrics for BPEH participant tracking
19	WIOA Year 23 Annual Plan (Plan Overview)	Historic plan overview pdf	Reference for trend analysis and early equity framing
20	Directives & Bulletins Portal (EWDD)	Online digital repository	BPEH-relevant directives, quarterly

LA Civil Rights

https://civilandhumanrights.lacity.gov/

THE future ORGANIZATION

https://www.thefutureorg.com

Attachment B:

Prospective Action Plan

Black People Experiencing Homelessness (BPEH) Racial Equity Audit Study

December 2025

The Future Organization

Black People Experiencing Homelessness (BPEH) Racial Equity Audit Study

Prospective Action Plan: December 2025

Introduction

This companion document sets forth a prospective Action Plan for the City of Los Angeles to address the issues, gaps, and deficiencies identified in the findings and insights of the BPEH Racial Equity Audit Research Report. All phases, goals, and actions described herein are subject to review, modification, removal, and approval at the discretion of City leadership.

While this Action Plan identifies core participation from the Los Angeles Housing Department (LAHD), the Department of City Planning (DCP), and the Economic and Workforce Development Department (EWDD), implementation will require broader coordination across City departments and entities that directly or indirectly interface with Black People Experiencing Homelessness (BPEH). This Action Plan is intended to be read in conjunction with the companion *Framework of Metrics* document, which establishes the measures used to assess progress, accountability, and outcomes over time.

How to Use This Action Plan

This Action Plan is intentionally grounded in the evidence presented in the *BPEH Racial Equity Audit Research Report*. For each goal and phase, the accompanying 'Why This Matters' section identifies the Audit Report chapters that most directly substantiate the need for action. These references are provided to promote shared understanding, transparency, and accountability, enabling City leaders, departments, and partners to trace each proposed action to the underlying findings, structural analyses, and lived experience evidence documented in the Audit.

The chapter references are not intended to be exhaustive, but they highlight the most relevant bodies of evidence that informed the design of each action, supporting deeper engagement with the research, alignment with departmental responsibilities, and informed decision-making throughout implementation.

Phase 0: City Leadership Approval & Call to Action

January 2026 to March 2026

Goal 0: Consideration and Adoption of the Action Plan by City Leadership

Departmental Actions:

- Convening of a City Departmental Homelessness Equity Summit to present findings, generate discussion, and validation of Action Plan elements to produce improvement and consistency in equity of services for all people experiencing homelessness in the City, inclusive of BPEH

Mayoral Authorizations:

- Mayoral Administrative Order to mandate universal City Departmental leadership participation in the Departmental Homelessness Equity Summit from all City entities with direct or indirect impacts on people experiencing homelessness

Council Authorizations:

- Entry of the Racial Equity Audit Study Report into the public record
- Motion endorsing the Departmental Homelessness Equity Summit

Why this Matters: Establishes formal City recognition of findings presented in the Racial Equity Audit and mandates an integrated City response to address issues **(Audit Report Chapter 1)**

Phase 1: Foundation & Alignment

March 2026 to June 2026

Goal 1: Unify Homelessness Data Analysis & Performance Assessment Systems

Departmental Actions:

- Develop and finalize shared identifier schema inclusive of all historically marginalized or vulnerable populations; complete data-sharing agreements, establish Data Integration Steering Group and Interdepartmental Working Group

Mayoral Authorizations:

- Mayoral Directive establishing Data Integration Steering Group and interdepartmental collaboration as priority initiative
- Mayoral Administrative Order mandating data sharing amongst City Departments

Council Authorizations:

- Motion endorsing the Unified Data System
- Instruction to produce a Geographic Equity Baseline
- Approval of the Lived Experience Advisory Panel
- Budget set-aside for 2026 Action Plan activities

Why this Matters: Addresses Audit findings relating to fragmentation, data gaps, inconsistent tracking, race-neutral governance **(Audit Report Chapter 10.2)**

Goal 2: Establish Service Continuity Measures for People Experiencing Homelessness

Departmental Actions:

- Interdepartmental Working Group to identify Departments with missing data on people experiencing homelessness and their demographic identifiers
- Interdepartmental Working Group to conduct “breakpoint audits” of where progress is lost for individuals in data continuity
- Draft of Service Continuity Framework

Why this Matters: Addresses Audit findings relating to service continuity failures, disruptions, pathway breaks, unreliable follow-through by Departments **(Audit Report Chapters 4.5 & 10.3)**

Goal 3: Reduce Administrative Burden and Redundant Data Architecture Costs

Departmental Actions:

- Inventory all Departmental systems and documentation requirements to identify duplicative, unnecessary, and/or unreasonably onerous data collection
- Identify all high-friction burdens on clients and residents for remediation
- Produce estimates on cost and budget reduction from streamlining data warehousing

Why this Matters: Addresses Audit findings relating to administrative burden, documentation barriers, eligibility confusion, and disproportionate harm **(Audit Report Chapters 1.12 & 4.5)**

Goal 4: Enhance Citywide Geographic Service Equity

Departmental Actions:

- Produce baseline Service Equity Map
- Define "neutral" and "equitable" in relation to distribution of Citywide services siting criteria

Council Authorizations:

- Motion to produce a Citywide Service Equity Map aligning with Geographic Equity Baseline

Why this Matters: Addresses Audit findings relating to geographic inequity in service distribution, racialized geospatial patterns, over-concentration of services **(Audit Report Chapters 10.2 & 6)**

Goal 5: Enhance Lived Experience Participation & Service Dignity Standards

Departmental Actions:

- Form Lived Experience Advisory Panel and provide training
- Begin Service Dignity Standards co-design process

Council Authorizations:

- Council Approval of Advisory Panel Members, approve stipends, establish reporting authority

Why this Matters: Addresses Audit findings relating to trust gaps and absence of lived experience participation in decision-making **(Audit Report Chapters 1.5 & 5)**

Phase 2: Systems Integration Works

July 2026 to December 2026

Goal 1: Unify Homelessness Data Analysis & Performance Assessment Systems

Departmental Actions:

- Build shared identifiers for use in City Department data warehouse architecture
- Commence linking LAHD, EWDD, and DCP datasets, with additional Department rollout in stages based on relevance and criticality
- Develop Citywide performance metrics

Mayoral Authorizations:

- Mayoral Directive mandating Departmental participation in systems linkage and shared identifier schema

Council Authorizations:

- Council 2026–27 Budget Approval funding data warehouse works

Why this Matters: Addresses Audit findings relating to invisibility of BPEH and other vulnerable populations in performance analysis, deficiency in data structures, and lack of outcomes measurement (**Audit Report Chapters 1.3, 10.2, 11.1**)

Goal 2: Establish Service Continuity Measures for People Experiencing Homelessness

Departmental Actions:

- Design Continuity Ticket mechanism to track people experiencing homelessness across Departmental service encounters
- Develop standard operating procedures to ensure reliability of tracking and improve service handover / escalation outcomes

Council Authorizations:

- Council Instruction establishing Homelessness Continuity Framework

Why this Matters: Addresses Audit findings relating to case resets, failed handovers, inconsistent service, lack of stabilization supports (**Audit Report Chapters 1.3, 10.2, 11.1**)

Goal 3: Reduce Administrative Burden and Redundant Data Architecture Costs

Departmental Actions:

- Target the removal of the 5 most inefficient and/or impactful negative documentation burdens for clients
- Implement document-light pathways to improve client experience and reduce burden
- Ensure alignment of financial assistance disbursement timing with rent cycles

Why this Matters: Addresses Audit findings relating to administrative burden, timing misalignment, verification gaps **(Audit Report Chapters 1.8, 4.5, 4.6)**

Goal 4: Enhance Citywide Geographic Service Equity

Departmental Actions:

- Publish draft Equity Map
- Identify two high-opportunity pilot sites
- Develop geographic equity-based resource distribution rules

Council Authorizations:

- Council approval of pilot siting projects

Why this Matters: Addresses Audit findings relating to inequitable distribution of resource siting, low access to opportunity areas, systemic spatial disparities **(Audit Report Chapters 6.3, 8.3, 10.2)**

Goal 5: Enhance Lived Experience Participation & Service Dignity Standards

Departmental Actions:

- Finalize Service Dignity Standards
- Begin staff training in Service Dignity Standards
- Establish lived experience and programmatic feedback loops

Council Authorizations:

- Council Approval of budget support for training and contracting instructions

Why this Matters: Addresses Audit findings relating to trauma experienced, dignity violations, poor engagement quality, and trust failures **(Audit Report Chapters 1.5, 4.5, 5.1)**

Phase 3: Implementation & Service Redesign

January 2027 to June 2027

Goal 1: Unify Homelessness Data Analysis & Performance Assessment Systems

Departmental Actions:

- Launch City homelessness services data analysis dashboard beta test
- Quarterly reporting begins
- Integrate County/LAHSA data if feasible

Mayoral Authorizations:

- Mayoral Administrative Order enabling dashboard launch and rollout

Council Authorizations:

- Council contract instructions for reporting compliance

Why this Matters: Addresses Audit findings relating to lack of service transparency, weak accountability, unclear service outcomes, fragmented governance **(Audit Report Chapters 1.2, 10.2, 11.1)**

Goal 2: Establish Service Continuity Measures for People Experiencing Homelessness

Departmental Actions:

- Roll out of Continuity Ticket across major programs
- Train staff
- Track reduction in case resets, missed handovers, and revisits to experiences of homelessness
- Track successful handovers and counts of people diverted from homelessness experiences

Council Authorizations:

- Council contracting instructions requiring continuity protocols

Why this Matters: Addresses Audit findings relating to service disruptions, loss of individual progress, inconsistent case handling **(Audit Report Chapters 1.12, 4.6, 10.3)**

Goal 3: Reduce Administrative Burden and Redundant Data Architecture Costs

Departmental Actions:

- Implement next wave of duplication and burden reductions
- Rollout faster processing supports
- Launch of "Access Windows" pilot program in libraries and at trusted sites

Council Authorizations:

- Mid-Year Budget Adjustment for funding staff/IT works

Why this Matters: Addresses Audit findings relating to individual burden, slow processing, poor access, issues with service continuity **(Audit Report Chapters 1.5, 4.5, 9.1)**

Goal 4: Enhance Citywide Geographic Service Equity

Departmental Actions:

- Launch approved pilot siting projects
- Apply limits and guardrails in already excessively burdened areas
- Launch of quarterly geographic service siting equity reports

Council Authorizations:

- Council Motion for Geographic Service Equity Limits / Guardrails

Why this Matters: Addresses Audit findings relating to excess burden in historically disadvantaged neighborhoods, lack of geographically equitable service distribution across City **(Audit Report Chapters 6.3, 8.3, 10.2)**

Goal 5: Enhance Lived Experience Participation & Service Dignity Standards

Departmental Actions:

- Full rollout of Service Equity Standards
- Corrective action process for contractors
- Integrate lived-experience review in program evaluations

Council Authorizations:

- Council contracting instructions include Service Equity compliance requirements

Why this Matters: Addresses Audit findings relating to mistrust, poor engagement, lack of accountability, no resident-centered oversight **(Audit Report Chapters 1.5, 4.5, 5.1)**

Phase 4: Consolidation & Sustainability

July 2027 to December 2027

Goal 1: Unify Homelessness Data Analysis & Performance Assessment Systems

Departmental Actions:

- Publish 4 cycles of reporting on performance outcomes inclusive of demographic identifiers
- Integrate evaluation of demographics into internal assessment and consideration of service equity
- Integrate assessments into budget recommendations and strategy development

Mayoral Authorizations:

- Mayor's 2027 Progress Report into Action Plan
- Mayoral Directive mandating quarterly reporting by Departments on service equity

Council Authorizations:

- Council Ordinance codifying completed Data System

Why this Matters: Addresses Audit findings relating to long-term transparency, accountability, performance deficits **(Audit Report Chapters 1.3, 11.1, 12.1)**

Goal 2: Establish Service Continuity Measures for People Experiencing Homelessness

Departmental Actions:

- Document reductions in case loss
- Formalize continuity as Citywide requirement

Council Authorizations:

- Council Ordinance codifying Continuity Protocols into contract clauses

Why this Matters: Addresses Audit findings relating to ongoing service disruptions and lack of standardized protections **(Audit Report Chapters 1.12, 4.6, 10.3)**

Goal 3: Reduce Administrative Burden and Redundant Data Architecture Costs

Departmental Actions:

- Publish Service Access Progress Report
- Demonstrate reduced processing times for individuals seeking help

Council Authorizations:

- Budget 2027–28 sustaining staffing and IT

Why this Matters: Addresses Audit findings relating to persistent burden, lost opportunities for retention, inequitable access **(Audit Report Chapters 1.8, 1.12, 4.5)**

Goal 4: Enhance Citywide Geographic Service Equity

Departmental Actions:

- Demonstrate shifts toward high-opportunity areas with service redistribution
- Institutionalize equitable siting criteria

Council Authorizations:

- Council ordinance or standing rule embedding geographic equity criteria for social service distribution

Why this Matters: Addresses Audit findings relating to historic concentration, inequitable distribution, racialized geography **(Audit Report Chapters 6.3, 8.3, 10.2)**

Goal 5: Enhance Lived Experience Participation & Service Dignity Standards

Departmental Actions:

- Publish Trust & Experience Report
- Codify Panel & Standards
- Tie compliance to contract scoring

Council Authorizations:

- Council Ordinance codifying Panel and Standards
- Council Resolution adopting Term Progress Report

Why this Matters: Addresses Audit findings relating to trust deficits, lack of dignity, no structural role for lived experience **(Audit Report Chapters 1.5, 5.1, 11.4)**

Attachment C:

Framework of Racial Equity Metrics

Black People Experiencing Homelessness (BPEH) Racial Equity Audit Study

December 2025

The Future Organization

Black People Experiencing Homelessness (BPEH) Racial Equity Audit Study

Framework of Racial Equity Metrics: December 2025

Introduction

This document serves as a companion to the Racial Equity Audit into Black People Experiencing Homelessness (BPEH) to provide definitions for one-time and continuous metrics to address key issues and deficiencies identified in the December 2025 Audit report. The City of Los Angeles should adopt this framework as a standard to embed metrics in departmental reporting cycles, and authorize LACR to maintain oversight and conduct annual analysis of progress against these metrics. Such actions align the City around a shared commitment to eliminating racial disparities in homelessness services.

Objectives & Key Results (OKRs) are included to align this with the Prospective Action Plan, and highlight key structures and capabilities necessary to establish capabilities to collect, interpret, and accurately measure Key Performance Indicators (KPIs). Only through a combination of shared OKRs and KPIs can the City of Los Angeles detect disparities, correct inequitable mechanisms, and measure progress. This framework of metrics provides the structure necessary for transparent and accountable equity oversight moving forward.

Risks of Inaction for the City of Los Angeles

- Potential legal and civil rights exposure if racial disparities persist for BPEH.
- Loss of public trust from communities disproportionately impacted by failure to address disparities in homelessness service distribution.
- Inefficient resource use and waste of tax revenue due to duplicated systems and unmeasured service delivery failures.
- Potential failure to meet public equity expectations and mandates for change.

Summary Table of Metrics Categories

Category	Description
Category 1: Citywide Objectives and Key Results (OKRs)	One-time structural changes required to enable racial equity for BPEH across City systems.
Category 2: Citywide Homelessness Services Key Performance Indicators (KPIs)	Ongoing measures assessing service consistency, access, timeliness, dignity, and fairness for BPEH.
Category 3: Departmental Objectives and Key Results (OKRs), with Key Performance Indicators (KPIs)	Operational accountability measures tailored to LAHD, DCP, and EWDD to improve BPEH outcomes.

Category 1. Citywide Objectives & Key Results (OKRs)

The following Citywide OKRs represent foundational conditions for equitable service delivery and measurement for BPEH:

Data & Visibility

1.1: Create standardized race and housing-status fields across all systems to ensure BPEH visibility.
1.2: Retrofit legacy datasets with race and housing identifiers to enable longitudinal equity tracking.
1.3: Publish a cross-department data dictionary defining all fields required to measure BPEH access and outcomes.

System Integration & Continuity

1.4: Design a unified data structure linking departmental systems to evaluate racialized service patterns.
1.5: Define shared minimum data elements for tracking outcomes for BPEH across systems.
1.6: Identify breakpoints where BPEH disproportionately lose progress and establish continuity protocols.
1.7: Implement standardized interdepartmental handoffs to prevent case loss for BPEH.

Administrative Burden

1.8: Complete a Citywide inventory of documentation burdens disproportionately affecting BPEH.
1.9: Develop document-light pathways tailored to reducing racialized administrative barriers.
1.10: Correct timing failures that increase displacement risk for BPEH.

Geographic Equity

1.11: Produce a geographic equity baseline identifying spatial disparities affecting BPEH.
1.12: Define equity thresholds to avoid over-concentration of services in historically burdened areas.
- Develop a spatial inequity analysis model to assess siting decisions affecting BPEH.

Service Quality & Dignity

1.13: Create a Citywide definition of dignified service delivery centered on BPEH experiences.
1.14: Develop a service engagement rubric and corrective action process for inequitable treatment of BPEH.

Lived Experience Integration

1.15: Establish a standing governance mechanism representing BPEH lived expertise.
1.16: Integrate lived-experience input from BPEH into program design and review cycles.

Outcome Accountability

1.17: Define shared cross-department racial equity outcomes focused on BPEH.
1.18: Develop a unified outcomes framework measuring BPEH stability, access, and equity.
1.19: Establish a cross-department equity review cycle assessing disparities impacting BPEH.

Structural Mechanisms

1.20: Convert the Audit's structural mechanisms into a Citywide analytic framework for evaluating BPEH impacts.
1.21: Produce an operational crosswalk mapping these structural mechanisms across departments.
1.22: Define equity failure modes signaling systemic breakdowns affecting BPEH.

Category 2. Citywide Homelessness Services Key Performance Indicators (KPIs)

Note: Quarterly and annual key performance indicators in this section require ongoing survey research of lived experiences from BPEH against members of other populations experiencing homelessness to assess. This survey could be administered to samples of people experiencing homelessness by the City itself, once methods and design are developed.

Service Consistency & Continuity

2.1: BPEH Service Consistency Rate – % reporting consistent treatment and information.
2.2: BPEH Service Continuity Preservation Rate – % retaining progress after disruptions.
2.3: BPEH Case Reset Reduction Rate – annual reduction in case restarts for BPEH.

Timeliness & Access

2.4: BPEH Timely Follow-Through Index – ratings of service responsiveness.
2.5 BPEH Service Access Timeliness Rate – % obtaining services within expected timeframes.
2.6: BPEH One-Night Safety Access Rate – % able to secure safe shelter for a random night.

Administrative Burden

2.7: BPEH Administrative Burden Reduction Score – reduction in required documents/steps.
2.8: BPEH Documentation Barrier Resolution Rate – % of documentation issues resolved on first attempt.

Clarity & Navigation

2.9: BPEH Eligibility Clarity Score – comprehension of rules and requirements.
2.10: BPEH Pathway Clarity Score – understanding of housing and service pathways.
2.11: BPEH Information Accuracy & Clarity Score – % receiving accurate, non-contradictory information from departments and contracted suppliers.

Service Quality & Treatment

2.12: BPEH Dignified Service Experience Rate – % reporting respectful treatment.
2.13: BPEH Racism/Bias Encounter Reduction Rate – decline in discriminatory experiences.
2.14: BPEH Caseworker Stability Rate – % with consistent caseworker assignment.
2.15: BPEH Warm Handoff Completion Rate – successful interagency referrals.

Satisfaction & Trust

2.16: BPEH Satisfaction Index – average satisfaction across government entities.
2.17: BPEH Trust Index – average trust rating across agencies.
2.18: BPEH Service Quality Variability Index – variation in service quality experienced.

Outcome Stability

2.19: BPEH Post-Homelessness Stability Risk Reduction Rate – decline in perceived risk of return to homelessness.
2.20: BPEH Removal Reduction Rate – decrease in removals/expulsions from temporary shelter or interim housing.

Category 3. Departmental Objectives and Key Results (OKRs), with Key Performance Indicators (KPIs)

Note: The following subsections identify the unique equity responsibilities for LAHD, DCP, and EWDD to support improved equity outcomes for BPEH.

3A. Los Angeles Housing Department (LAHD)

LAHD OKRs (One-Time)

3.A.1.: Establish a racial equity tracking system for all LAHD housing pathways for BPEH.
3.A.2.: Complete a disparities analysis of all LAHD placements involving BPEH.
3.A.3.: Standardize equity-centered prioritization rules across housing programs.
3.A.4.: Develop an equity-focused landlord engagement strategy supporting BPEH applicants.
3.A.5.: Create an escalation pathway for stalled BPEH housing placements.

LAHD KPIs (Ongoing Performance)

3.A.6: BPEH Housing Placement Rate – % of BPEH successfully placed into LAHD-supported housing.
3.A.7: BPEH Placement Time Equity Index – difference in average days-to-placement between BPEH and all other racial groups.
3.A.8: BPEH Approval Progression Rate – % of BPEH advancing through approval stages without unexplained delays.
3.A.9: Equitable Unit Match Rate – % of BPEH receiving unit matches comparable in quality, suitability, and location to other applicants.
3.A.10: Racial Disparity Ratio in Housing Denials – ratio of denial rates for BPEH compared to all other applicants.
3.A.11: BPEH One-Year Housing Retention Rate – % of BPEH maintaining housing 12 months after placement.
3.A.12: BPEH Subsidy Activation Timeliness – % of BPEH whose rental subsidies activate within the program-defined standard.

B. Department of City Planning (DCP)

DCP OKRs (One-Time)

3.B.1.: Produce a zoning-to-equity crosswalk identifying constraints on BPEH access.
3.B.2: Develop a racial equity scoring tool for planning actions affecting homelessness.

3.B.3.: Produce a historical analysis of racialized siting patterns affecting BPEH interim housing.
3.B.4.: Build a dataset linking historical planning decisions to BPEH outcomes.
3.B.5.: Standardize early-notice protocols for equity-relevant land-use decisions.

DCP KPIs (Ongoing Performance)

3.B.6: BPEH-Relevant Equity Score Completion Rate – % of planning proposals with completed BPEH equity impact scoring.
3.B.7: High-Opportunity Area Access Rate for BPEH – % of new housing or service sitings located in high-opportunity neighborhoods accessible to BPEH.
3.B.8: Siting Disparity Reduction Rate – annual reduction in geographic concentration of homelessness-related services in burdened areas affecting BPEH.
3.B.9: Equitable Approval Ratio – ratio of planning approvals that expand BPEH access compared to approvals that restrict or reduce access.
3.B.10: Equity Timeliness Score – % of BPEH-relevant planning actions completed within defined transparency and review timelines.
3.B.11: Zoning Barrier Removal Count – number of zoning constraints removed that previously limited equitable housing or service access for BPEH.
3.B.12: Racial Impact Variation Index – variance in projected racial impacts across planning decisions affecting BPEH.

C. Economic & Workforce Development Department (EWDD)

EWDD OKRs (One-Time)

3.C.1.: Develop a unified workforce pathway model tailored to BPEH needs.
3.C.2.: Create a cross-system employment dataset disaggregated for BPEH.
3.C.3.: Standardize equity criteria for job placements for BPEH.
3.C.4.: Establish an anti-bias employer engagement strategy supporting BPEH hiring.
3.C.5.: Complete a drop-off analysis identifying workforce barriers affecting BPEH.

EWDD KPIs (Ongoing Performance)

3.C.7: BPEH 90/180-Day Retention Rates – % of BPEH maintaining employment at 90 and 180 days.
3.C.8: BPEH Training-to-Placement Equity Ratio – % of BPEH completing training who secure related employment, compared to other groups.
3.C.9: BPEH Workforce Drop-Off Reduction Rate – annual reduction in attrition of BPEH at documented workforce program exit points.
3.C.10: Equitable Employer Participation Rate – % of participating employers offering placements to BPEH relative to other jobseekers with similar profiles.
3.C.11: Equitable Job Match Quality Score – % of BPEH placed in roles aligned with their skills, training, and stated occupational goals.
3.C.12: BPEH Income Advancement Index – average income increase among BPEH participating in EWDD-supported programs.

Attachment D:

Communications Plan

Black People Experiencing Homelessness (BPEH) Racial Equity Audit Study

December 2025

The Future Organization

Black People Experiencing Homelessness (BPEH) Racial Equity Audit Study

Communications Plan: December 2025

This Communications Plan governs how the Los Angeles Civil Rights Department and City partners communicate findings, actions, and accountability mechanisms related to the BPEH Racial Equity Audit, the associated Action Plan, and the Framework of Racial Equity Metrics.

The plan establishes a disciplined, evidence-based approach to communication that supports accountability, implementation, and institutional credibility. It is an operational governance tool, not a public relations strategy. It does not create new policy commitments, authorize actions not formally adopted or funded, or substitute for legislative, budgetary, or departmental authority. Its function is to ensure that communications are accurate, consistent, sequenced responsibly, and aligned with measurable outcomes for Black Angelenos experiencing homelessness.

The purpose of this Plan is to ensure that all internal or external communications relating to the Racial Equity Audit:

- Are accurate, precise, and internally consistent;
- Preserve credibility with Black communities and people with lived experience;
- Reduce institutional, legal, and political risk; and,
- Support implementation and accountability rather than symbolic release.

As primary objectives, this Plan develops successful communications to ensure that:

- Impacted communities and stakeholders across the City understand what was learned, what can change, and how progress will be tracked;
- City leadership and departments share a common understanding of roles, responsibilities, and authority needed to drive change;
- Any City statements align with the research, adopted actions, and metrics; and,
- Public trust is reinforced in consistency and follow-through, not the simple volume of messaging from the City.

This Plan does NOT:

- Create new policy commitments
- Authorize actions not formally adopted or funded
- Replace legislative, budgetary, or departmental authority

Communications Tone and Implicit Values

All communications governed by this plan should reflect:

- Respect for human dignity
- Recognition of BPEH lived experience as expertise
- Plain, direct language over abstraction or evasion of truth
- Accountability grounded in evidence and credibility of research process

Communications should neither minimize harm nor overstate progress. The goal is to speak clearly, honestly, and consistently about where the City is in relation to the issue of delivering equity for BPEH and what it will do to address issues and gaps identified by research.

Scope and Usage

This Plan comprehensively governs:

- Communications issued by LACR related to the Audit, Action Plan, or Metrics Framework
- Communications by City leadership or departments that reference, summarize, or interpret these materials
- Communications directed to any audience
- Communications occurring at any phase of release, implementation, or reporting
- Communications involving written materials, verbal briefings, media engagement, community meetings, and internal guidance

This Plan serves as a shared reference point for message alignment, a decision aid for determining what can be communicated at a given point in time, and as a sequencing tool to prevent premature, inconsistent, or misleading communications. It should be referenced before issuing communications related to the Audit, Action Plan, or Metrics Framework, particularly during periods of heightened public, political, and/or media attention.

Governing Communications Principle

Based on the Audit's research findings and insights, "The City of Los Angeles is undertaking a shift from fragmented service delivery to measurable equity outcomes for Black Angelenos experiencing homelessness through defined actions, timelines, and metrics. This principle must govern all communications covered by this Plan.

Before any communication is issued, it should be tested against this question:

> *Does this communication clearly reinforce the City's shift from positive intentions to accountability for delivering measurement, improved outcomes, and change for Black People Experiencing Homelessness (BPEH)?*

If the answer is "no", any communication should be revised or deferred.

This governing principle requires that communications:

- Emphasize systems, structures, and outcomes rather than individual actions
- Connect findings to actions, and actions to metrics
- Avoid statements focused solely on intentions without reference to implementation or outcomes

Because the governing principle centers accountability:

- Communications should be grounded in reality, not aspirational
- Progress should be described precisely, not generally
- Any dependencies on authorizations, budgets, or timing should be stated explicitly

Core Communications Tenets

All communications governed by this plan must adhere to the following core tenets. The following tenets operationalize the Governing Communications Principle and guide the review, approval, and sequencing of communications. Each tenet includes an operational test to guide review and approval.

Tenet 1: Clarity Over Completeness

Communications should prioritize what audiences need to understand now, rather than attempting to convey all available information at once.

"Can the audience clearly identify the main point, the relevance to them, and the next step after engaging with this communication?"

If not, the communication should be simplified or restructured.

Tenet 2: Evidence Before Narrative

Communications must be grounded in documented findings, adopted actions, or approved metrics.

"Can each substantive claim be traced to a specific finding in the Audit, an adopted Action Plan item, or a defined metric?"

If not, the claim should be revised or removed.

Tenet 3: Specificity Over Abstraction

Communications should name the affected population, the system or mechanism involved, and the nature of the change being addressed.

"Does the communication explicitly reference Black People Experiencing Homelessness and the relevant system or process, rather than relying on general equity language?"

If not, the language should be made more specific.

Tenet 4: Consistency Across Messengers

All communications should use aligned terminology, framing, and red lines across LACR, City leadership, departments, and partners.

> *"Would this communication conflict with or confuse messages delivered by another City entity using this plan?"*

If so, it should be revised to align with approved language.

Tenet 5: Implementation Awareness

Communications must clearly distinguish between findings, adopted actions, proposed actions, and actions requiring further authorization.

> *"Does the communication clearly indicate what has already been adopted versus what is pending authorization, funding, or future action?"*

If not, clarifying language must be added.

Tenet 6: Standard Closing Message

All communications should incorporate close variations of the following messaging across all channels and audiences to establish unity in impressions:

> *"The City is shifting from simple statements of equity to delivering systems of accountability, and from fragmented efforts to deliver measurable progress for Black People Experiencing Homelessness."*

Audience-Specific Communication Frameworks

The following audience-specific communication frameworks define how the City and LACR should communicate the findings, actions, and accountability mechanisms related to the BPEH Racial Equity Audit, the Prospective Action Plan, and the Framework of Racial Equity Metrics.

Each framework applies a consistent structure to ensure clarity, discipline, and alignment across audiences, while tailoring emphasis, tone, and channels to the needs and responsibilities of each group. These frameworks support understanding, reduce misinterpretation, and reinforce accountability throughout release, implementation, and ongoing reporting. The audience-specific frameworks include:

1. **Black Angelenos**
2. **Mayor, City Council, and Senior Policy Leadership**
3. **City Departments and Employees**
4. **Media**
5. **The General Public and External Entities**

Each of these audiences will receive a complete communications framework inclusive of an Objective, Primary Message, Supporting Messages, Tone, Demonstrable Commitments, Red Lines, and Primary Communications Channels.

1. Black Angelenos

Black Angelenos, including people currently or formerly experiencing homelessness, community leaders, those with BPEH-serving community-based organizations, advocates, and trusted intermediaries.

Objective:

Ensure Black Angelenos and people of lived experience understand what was learned through the Audit, what changes are planned, how progress will be measured, and how lived experience is central to accountability and oversight. Explain how the City will continue to change in response to the Audit.

Primary Message:

The City documented what BPEH reported, identified where homelessness systems have failed or left gaps, and is committing to specific, measurable changes with accountability.

Supporting Messages:

- Lived experience is treated as evidence and expertise, not anecdote
- Fragmentation, inconsistency, and administrative burden across City systems are documented drivers of harm for BPEH
- The Action Plan focuses on continuity, dignity, and follow-through rather than new promises or intentions without mechanisms for change
- People with lived experience will be embedded in oversight, evaluation, and implementation structures

Tone: Respectful, direct, and accountable.

Demonstrable Commitments:

- Citywide service continuity and case progression measures
- Defined mechanisms for lived experience governance and review
- Service dignity and treatment standards tied to corrective action
- Public reporting through racial equity metrics and regular updates

Red Lines:

- Do NOT use generic equity language without explicitly referencing Black Angelenos and people of lived experience
- Do NOT imply that harms or disparities are already resolved
- Do NOT frame findings in a defensive, dismissive, or minimizing manner

Primary Communications Channels:

- Facilitated community briefings conducted with trusted intermediaries
- Plain-language written summaries and visual materials
- Small-group discussions that allow for dialogue and clarification
- Follow-up communications tied directly to timelines, actions, and metrics

2. Mayor, City Council, and Senior Policy Leadership

Mayor's Office, City Councilmembers, Council staff, and senior policy leaders with authority over policy, budget, oversight, and implementation.

Objective:

Ensure City leadership clearly understands what the Audit establishes, what structural and governance changes are required, what risks exist if action stalls, and how accountability will be measured over time. Support informed decision-making and responsible authorization.

Primary Message:

The Audit identifies systemic gaps affecting BPEH that require Citywide authorization, governance, and sustained oversight rather than isolated department quick fixes.

Supporting Messages:

- No single City or County entity or elected official exclusively controls factors that lead to the inequitable outcomes experienced by BPEH
- Fragmentation across governmental systems is a driver of inequitable outcomes and inefficiency, which needs to change
- The Action Plan is structured to align with budgets, authority, and capacity
- Metrics provide signals to guide corrective action, not retrospective scoring

Tone: Analytical, risk-aware, and outcomes-focused.

Demonstrable Commitments:

- Adoption of Mayoral Administrative Orders and Council actions by phase
- Adoption of budget to support implementation milestones
- Adoption of Citywide and departmental OKRs and KPIs linked to BPEH outcomes
- Adoption of regular cross-department equity review and reporting cycles

Red Lines:

- Do NOT overpromise outcomes prior to formal authorization or funding
- Do NOT blur adopted actions with proposed, intermediate, or contingent actions
- Do NOT personalize responsibility to individual elected officials or offices

Primary Communications Channels:

- Closed executive briefings
- Written executive summaries with decision points clearly identified
- One-page authorization, dependency, and risk maps

3. City Departments and Employees

Department leadership, managers, frontline staff, and contracted partners across City departments involved in homelessness, housing, planning, workforce, and related services.

Objective:

Ensure City departments and their employees understand that the Audit evaluates system outcomes rather than vilifies individuals, clarify expectations for implementation, and support collaboration for non-punitive improvements aligned with Citywide equity goals.

Primary Message:

The Audit evaluates systems and structures affecting BPEH, not individual staff performance, and the Action Plan focuses on alignment, continuity, and clarity across departments to produce positive change in outcomes.

Supporting Messages:

- Effective practices and bright spots already exist and are documented in existing services, but they are not enough
- Inconsistency in services and systems, not intent, drive inequitable outcomes
- The Action Plan emphasizes collaboration and continuity rather than blame
- Metrics are tools for learning, improvement, and accountability, not to punish

Tone: Stabilizing, practical, and forward-looking.

Demonstrable Commitments:

- Documentation and elevation of existing departmental bright spots and successes
- Phased implementation timelines tailored to departmental roles
- Department-specific OKRs and KPIs aligned with Citywide BPEH goals
- Effective training, guidance, and assistance to support implementation

Red Lines:

- Do NOT frame the Audit as a personnel or performance evaluation
- Do NOT suggest retroactive accountability or discipline
- Do NOT imply immediate operational changes without guidance and support

Primary Communications Channels:

- Departmental leadership briefings
- Application of inclusive change management activities with employees
- Collaborative development of training and implementation materials

4. Media

Local, regional, and national journalists; editorial boards; and other media entities reporting on homelessness, equity, and City governance.

Objective:

Ensure accurate, evidence-based reporting that reflects the findings, actions, and limits of the Audit and Action Plan without distortion or oversimplification.

Primary Message:

The City paired documented findings regarding BPEH with a defined Action Plan and public metrics to move from stated intent to measurable accountability.

Supporting Messages:

- Findings reflect systemic patterns and gaps, not isolated incidents
- The findings integrate the lived experiences of BPEH at scale
- The Audit does not assign blame to individuals
- Implementation depends on formal authorization and budget alignment
- Progress will be reported publicly using defined measures

Tone: Measured, factual, and disciplined.

Demonstrable Commitments:

- Public release of the Audit, Action Plan, and Metrics Framework
- Clearly defined reporting cycles and public dashboards
- Availability of designated, prepared spokespeople
- Consistent use of approved language and framing

Red Lines:

- Do NOT speculate beyond documented findings or adopted actions
- Do NOT support reinterpretation of findings or insights that assert specific blame for outcomes to staff or departments
- Do NOT imply implementation or outcomes without authorization or funding

Primary Communications Channels:

- Press briefings
- Media FAQs and fact sheets
- Data-backed executive summaries
- Scheduled interviews with designated spokespeople

5. The General Public and External Entities

City residents not included in prior audiences, advocacy organizations, researchers, philanthropic partners, regional stakeholders, and interested members of the general public.

Objective:

Provide clear, accessible explanation of what the City learned, what actions are being taken, and how accountability will be measured while being transparent about limits and timelines.

Primary Message:

The City identified structural barriers affecting BPEH and is implementing specific actions, tracked through public metrics, to improve equity and accountability over time.

Supporting Messages:

- The Audit documents patterns and mechanisms, not individual cases
- The Action Plan focuses on practical system changes
- Metrics make progress and gaps visible to the public
- Change is phased and dependent on authorization and resources

Tone: Clear, accessible, and transparent.

Demonstrable Commitments:

- Public-facing summaries of findings and actions
- Public dashboards and progress updates
- Clear explanations of what has been adopted versus what is pending
- Opportunities for the public to track progress over time

Red Lines:

- Do NOT oversimplify findings in ways that obscure structural causes
- Do NOT imply immediate results where timelines are longer
- Do NOT present aspirational statements as completed actions

Primary Communications Channels:

- Public website content and dashboards
- Plain-language summaries and infographics
- Community newsletters and public briefings
- Recorded presentations and FAQs

Communications Release Sequencing and Execution

This section establishes how communications related to the BPEH Racial Equity Audit, Action Plan, and Metrics Framework will be sequenced and governed over time. It ensures that communications reinforce accountability, protect credibility, and do not outpace authorization or implementation. There are 4 phases in this release design:

Phase 1. Internal Alignment
Phase 2. First Engagement with Community
Phase 3. Media Engagement
Phase 4. Ongoing Public Reporting and Accountability

Phase 1. Internal Alignment

Objective:

Ensure message discipline, leadership readiness, and cross-department alignment before any external release of communications relating to the Audit.

Required Preconditions:

- Governing Principle and Core Tenets understood and accepted
- Mayor's Office briefed
- City Council leadership briefed
- Department heads briefed

Key Actions:

- Finalize approved language, framing, and red lines
- Identify which actions are adopted, pending, or contingent
- Designate authorized spokespeople
- Prepare internal FAQs and briefing materials

Deliverables:

- Leadership talking points
- Internal FAQ
- Authorization and dependency map
- Spokesperson list

Hard Red Lines:

- Do NOT release externally before internal alignment is complete
- Do NOT allow conflicting descriptions of status or authority
- Do NOT speculate about future actions

Phase 2. First Engagement with Community

Objective:

Demonstrate respect, accountability, and seriousness of intent by ensuring efforts to inform Black Angelenos and people of lived experience begin before media engagement: as a matter of respect, courtesy, and in signifying the importance of their inclusion as a first action.

Required Preconditions:

- Phase 1 completed
- Plain-language materials prepared
- Community partners identified

Key Actions:

- Conduct facilitated community briefings
- Release Audit findings, Action Plan, and Metrics together
- Provide clear explanations of timelines and accountability

Deliverables:

- Community briefing decks
- Plain-language summaries
- Follow-up communications tied to metrics and milestones

Hard Red Lines:

- Do NOT issue press releases before community engagement
- Do NOT use abstract or euphemistic equity language
- Do NOT imply outcomes are already achieved

Phase 3. Media Engagement

Objective:

Ensure engagement with media to deliver accurate, evidence-based reporting that reflects Audit findings, adopted actions, and limits without distortion.

Required Preconditions:

- Phase 2 completed
- Media materials finalized
- Spokespeople briefed

Key Actions:

- Issue press materials using approved language
- Conduct controlled briefings
- Provide clear documentation and data references

Deliverables:

- Press release
- Media FAQ
- Executive summary

Hard Red Lines:

- Do NOT speculate beyond documented findings or adopted actions
- Do NOT assign individual blame
- Do NOT imply authorization or funding where none exists

Phase 4. Ongoing Public Reporting and Accountability

Objective:

Reinforce that communication is continuous and tied to implementation, not a one-time event.

Key Actions:

- Publish regular public updates
- Maintain dashboards aligned with the Metrics Framework
- Communicate progress and gaps transparently

Deliverables:

- Quarterly public updates
- Metrics dashboards
- Short implementation briefs

Hard Red Lines:

- Do NOT publish narrative updates without data
- Do NOT allow delays to go unexplained
- Do NOT decouple communications from implementation status

Preemptive Clarifications

This section identifies predictable areas of confusion, misinterpretation, or critique related to the BPEH Racial Equity Audit, the Action Plan, and the Framework of Racial Equity Metrics, and establishes an approved list of clarifications to be used consistently across all communications. These clarifications will:

- Reduce misinformation and narrative drift
- Support consistent interpretation across audiences
- Protect institutional credibility
- Prevent reactive or ad hoc messaging under pressure

These preemptive clarifications should be incorporated into briefings, FAQs, and talking points as appropriate.

1. This Audit assigns systemic responsibility, not individual blame.

Potential Misinterpretation:
The Audit blames specific departments, offices, or staff for inequitable outcomes.

Approved Clarification:
The Audit evaluates systems, structures, and mechanisms affecting Black Angelenos and people of lived experience. It does not assign individual or personnel-level blame.

Guidance for Use:
Reinforce that fragmentation across systems, rather than intent or effort, is the primary driver identified.

2. The Audit documents conditions; it does not claim the City has already failed or succeeded.

Potential Misinterpretation:
The findings prove the City has failed to address homelessness equity, or conversely, that the City has resolved these issues.

Approved Clarification:
The Audit documents current conditions and mechanisms affecting outcomes for BPEH and identifies where change is required. It establishes a baseline for accountability moving forward.

Guidance for Use:
Avoid language implying final judgment or closure.

3. Equity is being measured, not asserted.

Potential Misinterpretation:
Equity claims are subjective or based on values rather than evidence.

Approved Clarification:
The Metrics Framework establishes specific, measurable indicators to track access, consistency, dignity, and outcomes for Black Angelenos over time.

Guidance for Use:
Reference metrics and reporting cycles when responding to skepticism.

4. The Action Plan reflects adopted direction and phased implementation, not instant results.

Potential Misinterpretation:
All changes described in the Action Plan are already implemented or will occur immediately.

Approved Clarification:
The Action Plan identifies adopted actions, actions that require authorization, and actions that will be implemented over time based on capacity and resources.

Guidance for Use:
Always distinguish between adopted actions and pending actions.

5. Public reporting includes acknowledging gaps, not just progress.

Potential Misinterpretation:
Public reporting will highlight successes while minimizing ongoing challenges.

Approved Clarification:
Public reporting will make both progress and gaps visible so corrective action can occur.

Guidance for Use:
Normalize transparency about delays or unmet targets.

6. Lived experience involvement is structural, not symbolic.

Potential Misinterpretation:
Lived experience input is consultative or symbolic rather than influential.

Approved Clarification:
People with lived experience are embedded in governance, review, and oversight mechanisms with defined roles.

Guidance for Use:
Reference governance structures, not just engagement activities.

7. Communications do not substitute for authorization or funding.

Potential Misinterpretation:
Public statements create obligations or commitments beyond what has been formally approved.

Approved Clarification:
Communications reflect adopted actions and identified next steps, but do not replace formal authorization, budgeting, or legislative processes.

Guidance for Use:
Explicitly name dependencies where they exist.