FINAL REPORT: A REVIEW OF YEAR TWO OF

LOS ANGELES COUNTY'S HOMELESS INITIATIVE:

OUTCOMES AND MEASURES FOR SELECTED STRATEGIES

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SECTION 1
INTRODUCTION

1.1.   OVERVIEW

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

The core of the initiative is 51 strategies that create or expand a range of client-centered services and are structured to produce measurable outcomes. These strategies are grouped into six focus areas seeking to do the following:

➢   Prevent Homelessness;
➢   Subsidize Housing;
➢   Increase Income;
➢   Provide Case Management and Services;
➢   Create a Coordinated Entry System; and
➢   Increase Affordable/Homeless Housing.

1.2.   THIS DOCUMENT

In approving the HI's approach to combatting the County's homeless crisis, the Board of Supervisors directed the Office of the HI to prepare an evaluation plan for annual assessments of the effectiveness of the strategies. An evaluation framework submitted in September 2016 contains three levels of analysis: (i) a set of three over-arching, macro-level *system outcome* measures; (ii) a set of eight meso-level *headline* measures; and (iii) specific micro-level *outcome metrics* for each of the 51 strategies.

The Year One Report, published in July 2018, presents outcomes for five HI strategies, four meso-level measures, and all three macro-level measures. The results cover the time period from July 2016 through June 2017 (Fiscal Year [FY] 2016-17 for Los Angeles County).

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

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

1.3. DATA SOURCES AND METHODS

The service-level data available for this report come from administrative records collected by three of the largest agencies serving homeless clients in the County:

➢ Los Angeles Homeless Services Authority (LAHSA) is the coordinating agency for a range of homeless services made available through non-profit organizations and other non-governmental providers in the Greater Los Angeles Continuum of Care (GLA CoC), which is a federal Department of Housing and Urban Development (HUD) jurisdiction encompassing most of Los Angeles County. Though LAHSA only provides HUD-funded services in the GLA CoC, LAHSA provides Measure H and other county-funded services countywide. LAHSA administers the Homeless Management Information System (HMIS), which is the data system that records homeless services provided in the GLA CoC and two other small CoCs—the cities of Glendale and Pasadena..

➢ The Los Angeles County Department of Public Social Services (DPSS) administers cash and food assistance benefits through the CalWORKs, General Relief (GR) CalFresh and Cash Assistance for Immigrants programs (CAPI), as well as Medi-Cal eligibility and a range of other related services, most of which are recorded in the department's LEADER Replacement System (LRS).

➢ The Los Angeles County Department of Health Services (DHS) administers the County's publicly-run network of hospitals and other medical facilities and services. DHS also has programming, including targeted housing, outreach and SSI advocacy, that specifically focus on addressing homelessness. DHS provides homeless housing services and benefits in conjunction with the provision of health and medical services. The DHS services included in this report's measures are recorded in the department's CHAMP system.

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

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

SECTION 2:
MACRO-LEVEL MEASURES

2.1. INTRODUCTION

The macro-level of measurement gauges the system-wide performance of homeless services provision in Los Angeles County, encompassing the HI's strategic activity, as well as services and benefits not directly associated with the HI, but which are nevertheless important components in the overall range of support and care available to the County's homeless population.

This is the second year in which results are available for these three macro measures. In the absence of other benchmarks, the Year One (FY2016-17) outcomes will act as a reference point for comparing the Year Two results.

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

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

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

2.2. FLOWS OF HOMELESS POPULATION IN LOS ANGELES COUNTY

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

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

Table 2-1 Flows of Homeless Population in HMIS Data

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

*RRH – rapid rehousing

Key findings include:

➢ The number of total people served increased from 92,340 to 102,447, an 11 percent growth.

➢ The number of individuals and family members stayed in a homeless program by the end of fiscal year dropped by 12 percent from 70,194 to 61,875 despite of 11 percent growth in total number of people served.

➢ The total number of exits to permanent housing increased from 13,132 to 15,944 (an increase of 21 percent). Taking into account the difference in numbers of persons placed in the two years, 15.2 percent of the total persons served exited to permanent placements in Year Two, up from 13.8 percent in Year One. Exits to permanent housing are assessed separately in section 2-3.

➢ The number of persons stayed homeless by the end of fiscal year dropped by 11 percent and those were staying in interim housing dropped by 27 percent.

➢ The number who enrolled in RRH without an exit to permanent housing declined in Year Two by 31 percent. This suggests that more people who were engaged in RRH exited homeless services during the year and a smaller fraction stayed in the system.

➢ Many more persons in Year Two had exits to unknown circumstances than in Year One (9,014 to 24,627). This observation is concerning, as it suggests that the number of exits to permanent housing and/or homelessness were substantially undercounted. However, it is the most common exit in many systems like in New York City when people make their own arrangement.

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

➢ The number of exits nearly doubled from 23,418 to 45,837. Not shown in the figure is that, out of the 23,418 households exiting homelessness in Year One, approximately 6,000 (25%) returned to HMIS as new entries in Year Two.

➢ The number of new entries decreased by 37 percent from 52,000 to 33,000. Almost all of the new entries in Year Two exited during the year, while only 33 percent of new entries exited by the end of Year One.

Figure 2-1: The number of homeless persons over two years for exits, non-exits and total clients
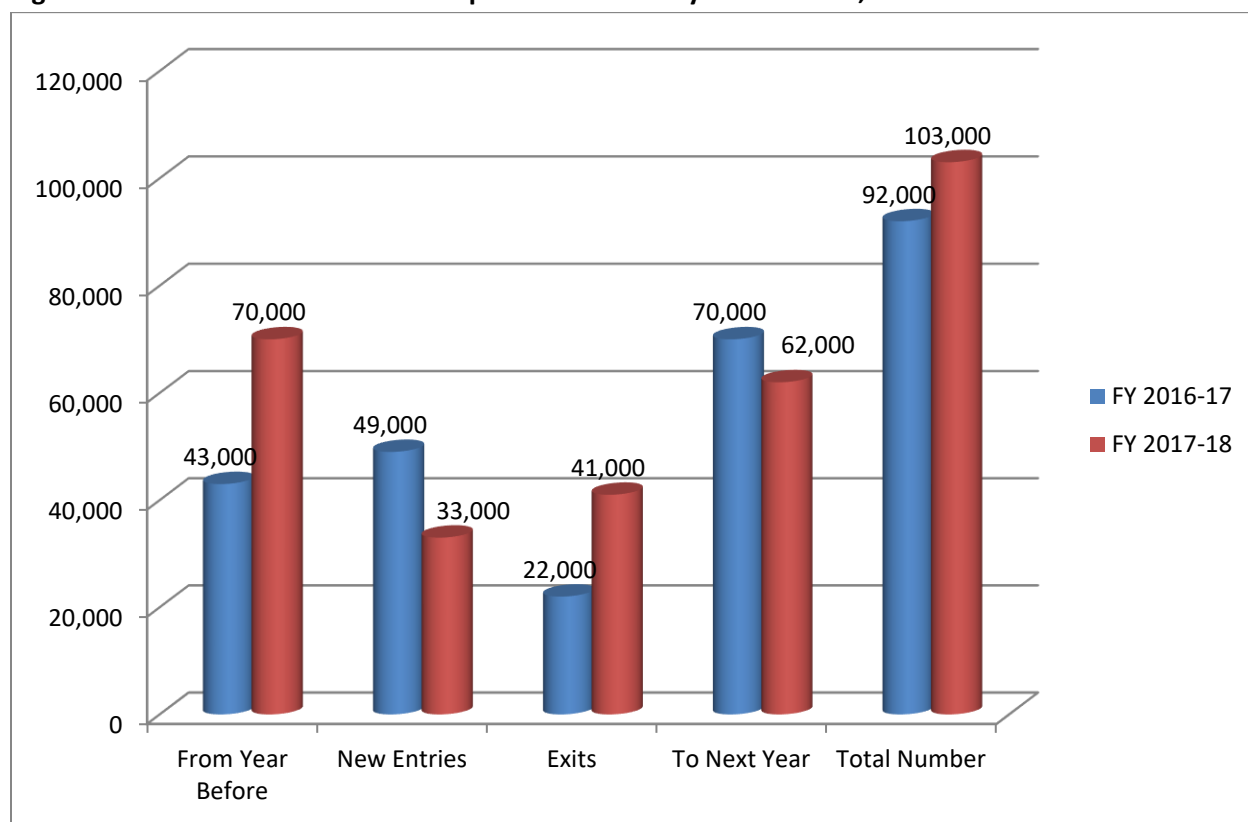
This dynamic analysis of homeless flows shows significant changes in the flows of homeless households in and out of HMIS-tracked services between the first and second years of HI implementation. In the first year, there was a much larger number of new entries and a smaller number of exits. This led to the transfer of a large group of homeless households to Year Two. In Year Two, new entries dropped. This was most likely because many of the homeless households had already been engaged in Year One. Moreover, intensified engagement in Year Two might have led to a higher number of exits, which contributed to a decrease to 62,000 of the number of individuals and family members with no residential move-in at the end of Year Two who were either homeless or in interim housing or enrolled in a RRH program. This group was larger at almost 70,000 at the end of Year One.

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

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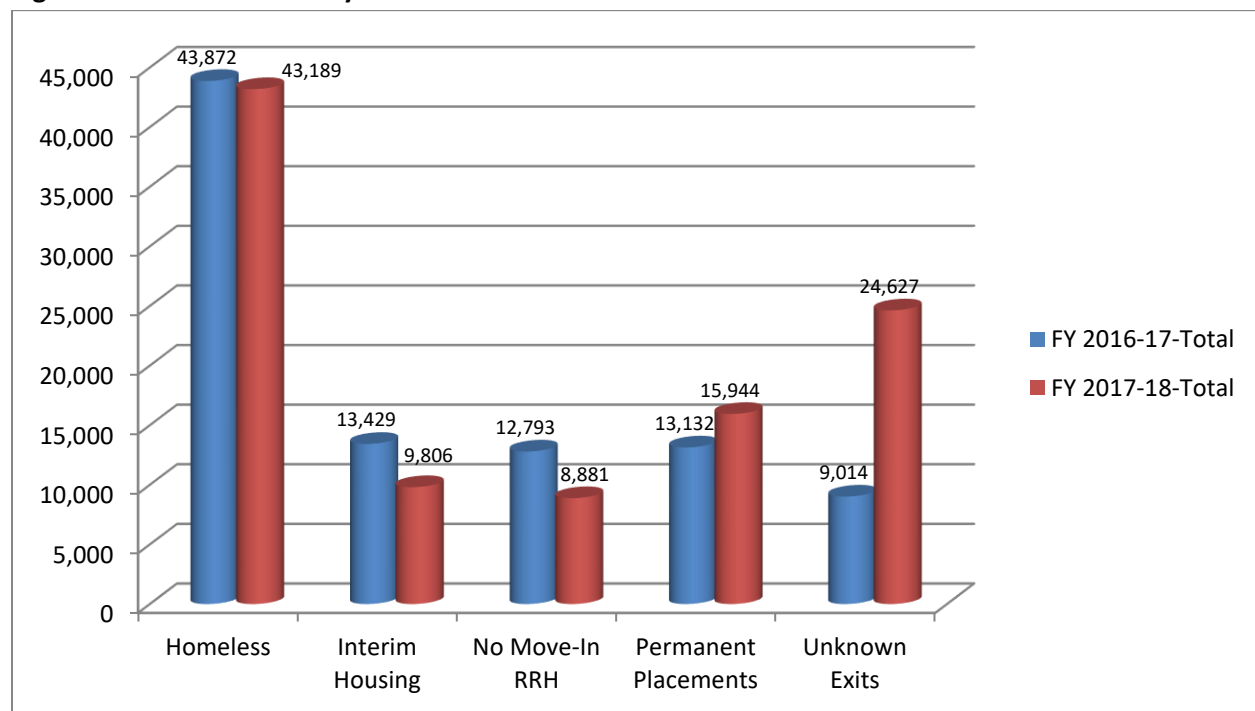
In addition to clients served through HMIS, there were 3,000 and 2,000 persons placed by DHS and DPSS, respectively, in FY 2017-18 that are not included in Figure 2-2 (after dropping clients already served by HMIS-tracked providers). The extent to which these DHS and DPSS populations overlapped with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

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

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

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

2.3. MACRO MEASURE 1:

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

2.3.1. OVERVIEW

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

2.3.2. FINDINGS

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

Table 2-2: Median days between household assessments and PH placements

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

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

Noteworthy among these results were:

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

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

Figure 2-3: Median days between assessments and exits to PH
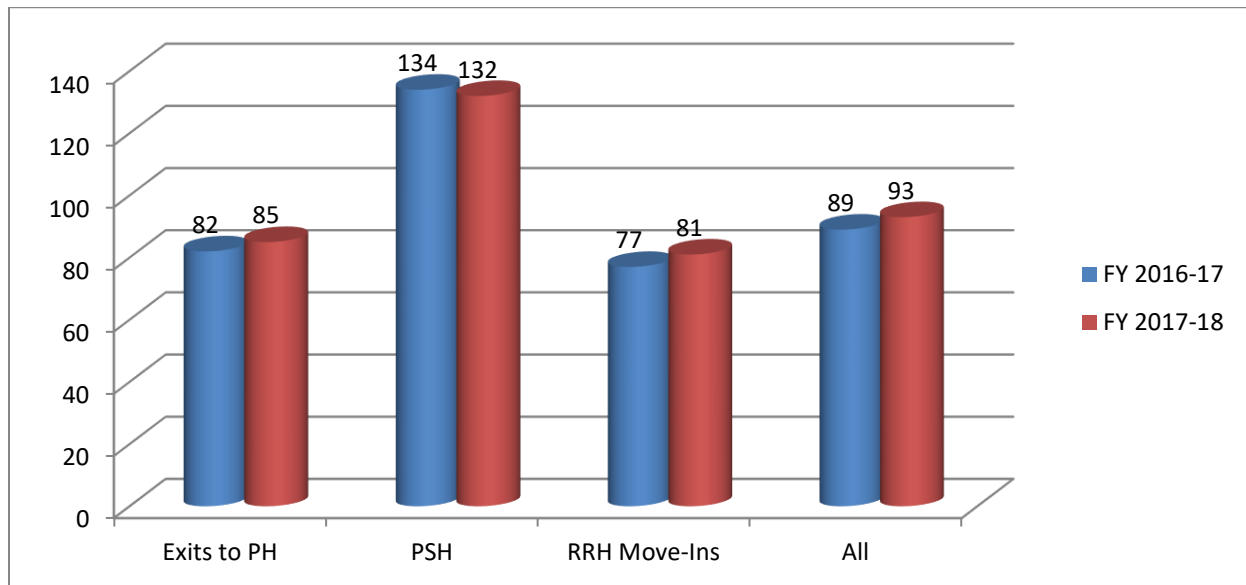
2.4. MACRO MEASURE 2 :
PLACEMENTS IN PERMANENT HOUSING

2.4.1. OVERVIEW

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

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

➢ HMIS, which tracks PH placements that occur in conjunction with individuals and families using homeless services.

　　o These LAHSA-associated service episodes include placements in permanent supportive housing (PSH), residential move-ins following RRH assistance, and other self-resolved PH placements (private market rental, stable arrangements with family or friends, etc.).

- DPSS records for PH subsidies provided to homeless individuals pursuing Supplemental Security Income (SSI) through DPSS's General Relief Housing Subsidy and Case Management Program (HSCMP).

- DHS records of PSH and RRH placements.

2.4.2. FINDINGS

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

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

Table 2-3: Unduplicated counts of individuals and family members exiting to permanent housing

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

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

- The largest increase was observed for residential move-ins with RRH assistance (LAHSA-RRH), which exceeded 6,000 in Year2 (an increase of 87 percent). Most of this change is attributable to a dramatic increase in the number of family members, which went up by 255 percent. DHS RRH placements also increased significantly by 59%, exceeding 600 in Year Two.
- LAHSA self-resolved PH exits increased by 21 percent, as over 7,200 self-resolved PH exits were observed in Year Two.

- While LAHSA PSH placements decreased by 16 percent, DHS PSH placements increased by 29 percent. The latter more than compensated for the decrease in LAHSA placements. Over 4,600 PSH placements were recorded by LAHSA and DHS combined.
- DPSS placements for GR recipients declined by 20 percent in Year Two relative to Year One. Almost 1,000 DPSS permanent placements were made in Year Two.   The approval of new B1 subsidies was suspended in March 2018.
- Only 2,300 of the individuals with permanent housing exits in Year Two were also had such exits in Year One, indicating that 88 percent of the placements in Year Two represented persons with new placement.
- During Year Two, over a quarter of individuals had more than one exit to housing. They had, for example, multiple exits and re-entries to PSH projects. They are shown only once in the table.
- The table does not show 2,982 and 3,155 families assisted by DPSS permanent housing and moving assistance programs in Years One and Two, respectively.

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

Figure 2-4: Unduplicated counts of exits to permanent housing
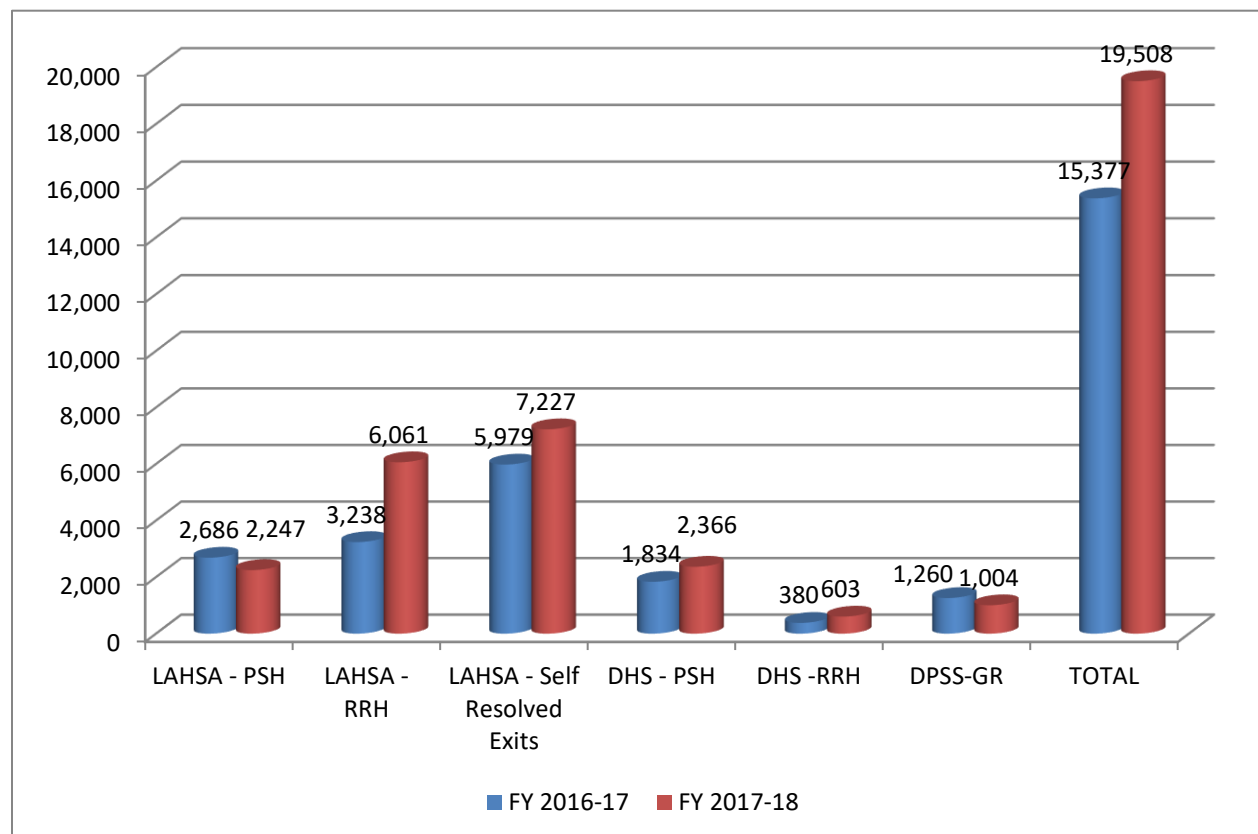
2.5. MACRO MEASURE 3 :
RETURNS TO HOMELESSNESS FOLLOWING A PERMANENT PLACEMENT

2.5.1. OVERVIEW

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

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

2.5.2. FINDINGS

Table 2-4 shows the rates of return to homelessness by data source. For each of the HI years, the PH placements examined were from those who exited in the first half of each year. In Year Two (FY 2017-18), the overall return rates were increased slightly from Year One (FY 2016-17), from 8.6 percent to 9.1 percent. Return to homelessness meant an entry to a new homeless program was recorded in HMIS within 6 months following a permanent placement.

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

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

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

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

Figure 2-5: The rate of return to homelessness for LAHSA-tracked episodes by placement types
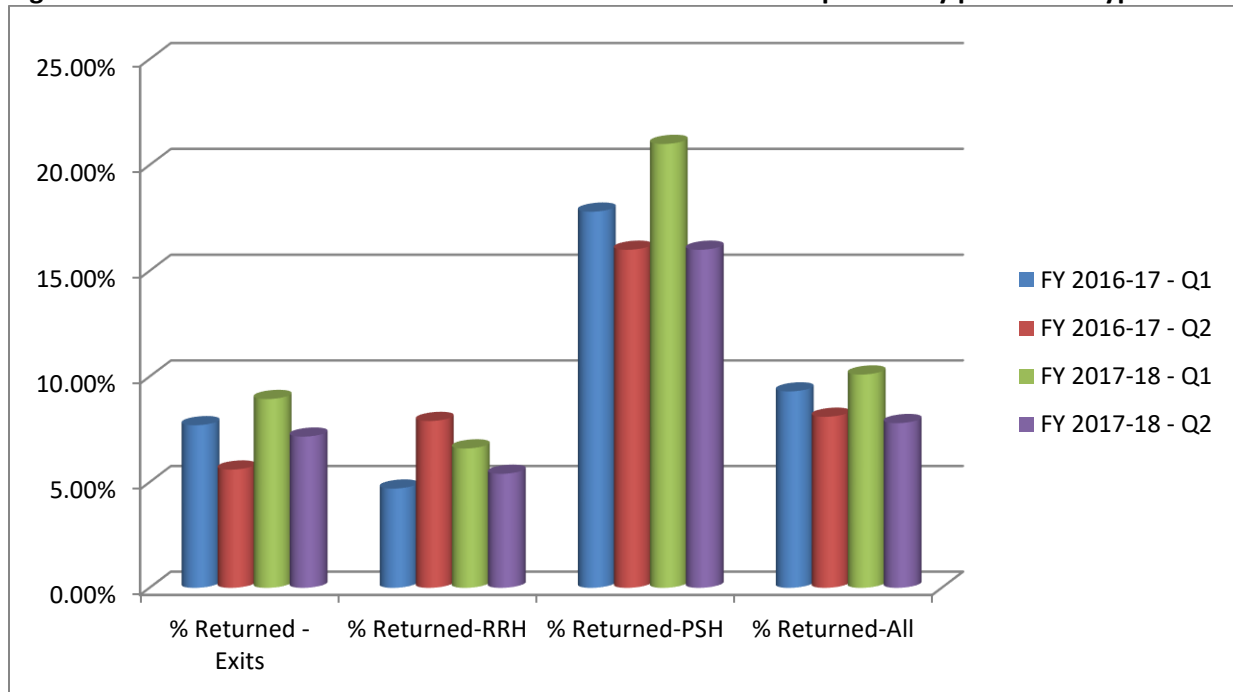
2.6. MACRO MEASURES: SUMMARY

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

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

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

SECTION 3:
MESO- LEVEL MEASURES

3.1.   INTRODUCTION

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

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

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

➢ Number of persons/households prevented from becoming homeless or being discharged into homelessness.
➢ Number of persons/households placed in temporary housing (i.e. shelter and bridge housing, transitional arrangements, housing for those in Recuperative Care, and residential services provided to persons receiving treatment for Substance Use Disorders, etc.).
➢ Number of persons/households placed in permanent housing (PH; inclusive of subsidized and unsubsidized permanent housing, rapid rehousing, and permanent supportive housing).
➢ Number of people/households who retained PH from date of placement.

The four remaining meso-level outcomes were not assessed in this report because adequate data was not available in Year Two. These meso-level measures are: *Number of people who gain employment or enroll in vocational training/education; number of people who receive newly-approved or reinstated cash aid, including disability benefits*; *enhanced service delivery and coordination for homeless clients;* and *expansion of the supply of affordable and homeless housing.*

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

3.2.1.   OVERVIEW

The prevention headline measure counts households receiving prevention assistance in the wake of experiencing a housing emergency that met stated criteria for imminent risk of homelessness.

Two of the five individual strategies, A1 (which directly addresses prevention of family homelessness) and A5 (which directly addresses prevention of individual homelessness) are combined and summarized below. The remaining three strategies; A2 (discharge planning guidelines); A3 (housing authority family reunification program) and; A4 (discharges from foster care and juvenile probation) are not part of this

report. Since exit information was not available for DPSS-sponsored homelessness prevention assistance, the findings are primarily based on LAHSA data.

3.2.2. FINDINGS

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

Key results presented in Table 3-1 include:

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

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

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

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

Key results presented in Figure 3-1 include:

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

➢ The total number of individuals assisted by two prevention programs was over 7,400 in FY 2017-18.

Figure 3-1: The total number of new enrollments and total in LAHSA and DPSS homelessness prevention services
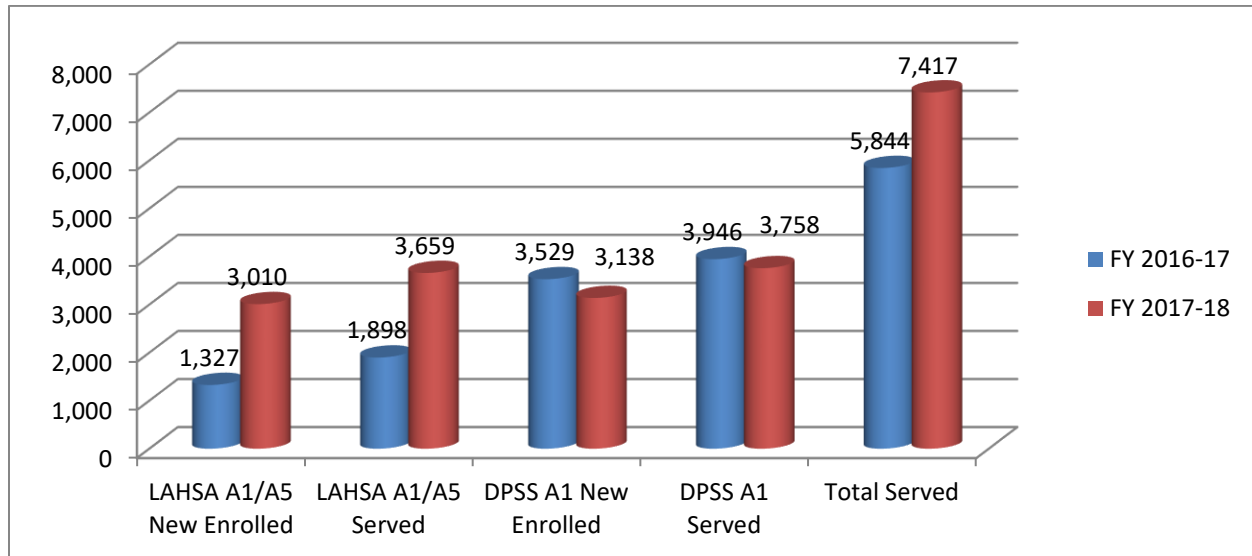
3.3. MESO MEASURE 2:
NUMBER WHO ARE PLACED IN TEMPORARY HOUSING

3.3.1. OVERVIEW

The supply of temporary housing, including shelters, bridge housing and transitional housing, falls far short of the number of homeless individuals and families in need of such services on a given night in Los Angeles County. HI strategies providing temporary housing services address the need for increasing the supply of safe accommodations available to those who otherwise have nowhere to spend the night. The temporary orientation of these facilities, however, also necessitates short stays that lead to long-term housing arrangements.

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

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

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

Table 3-2: Temporary housing placement numbers

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

For Table 3-2, key findings include:

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

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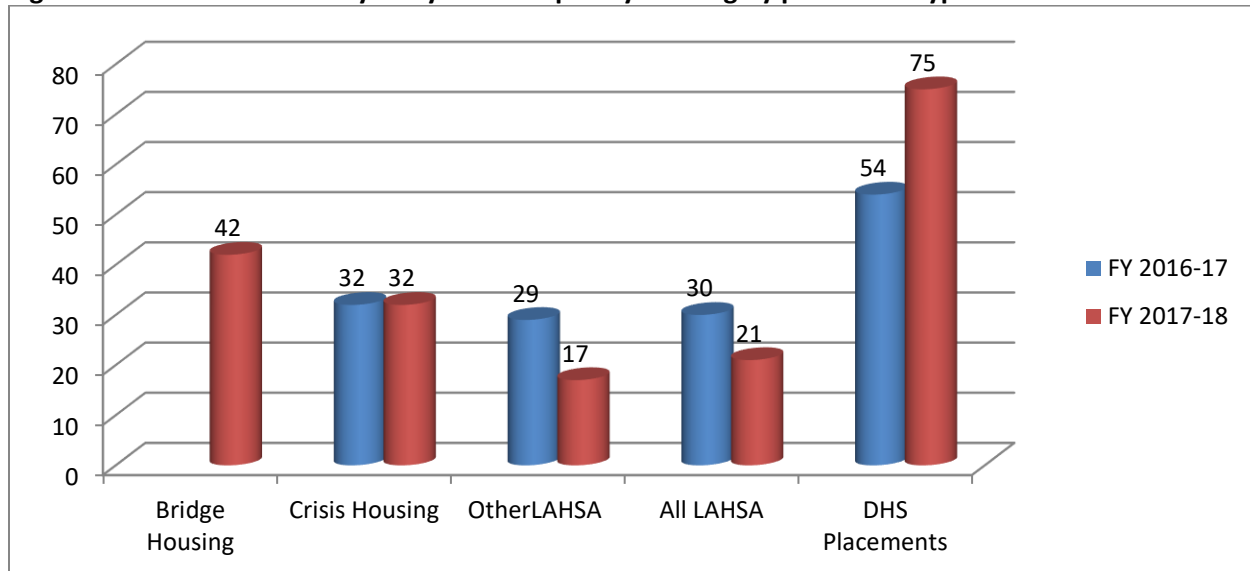
Figure 3-2 shows the median of days stayed in temporary housing by placement type. Here, key findings include:

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

3.3.3. MESO-LEVEL TEMPORARY HOUSING NUMBERS

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

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

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

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

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

3.4.   MESO MEASURE 3:

NUMBER PLACED IN PERMANENT HOUSING

3.4.1.   OVERVIEW

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

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

3.4.2.   MESO-LEVEL FINDINGS

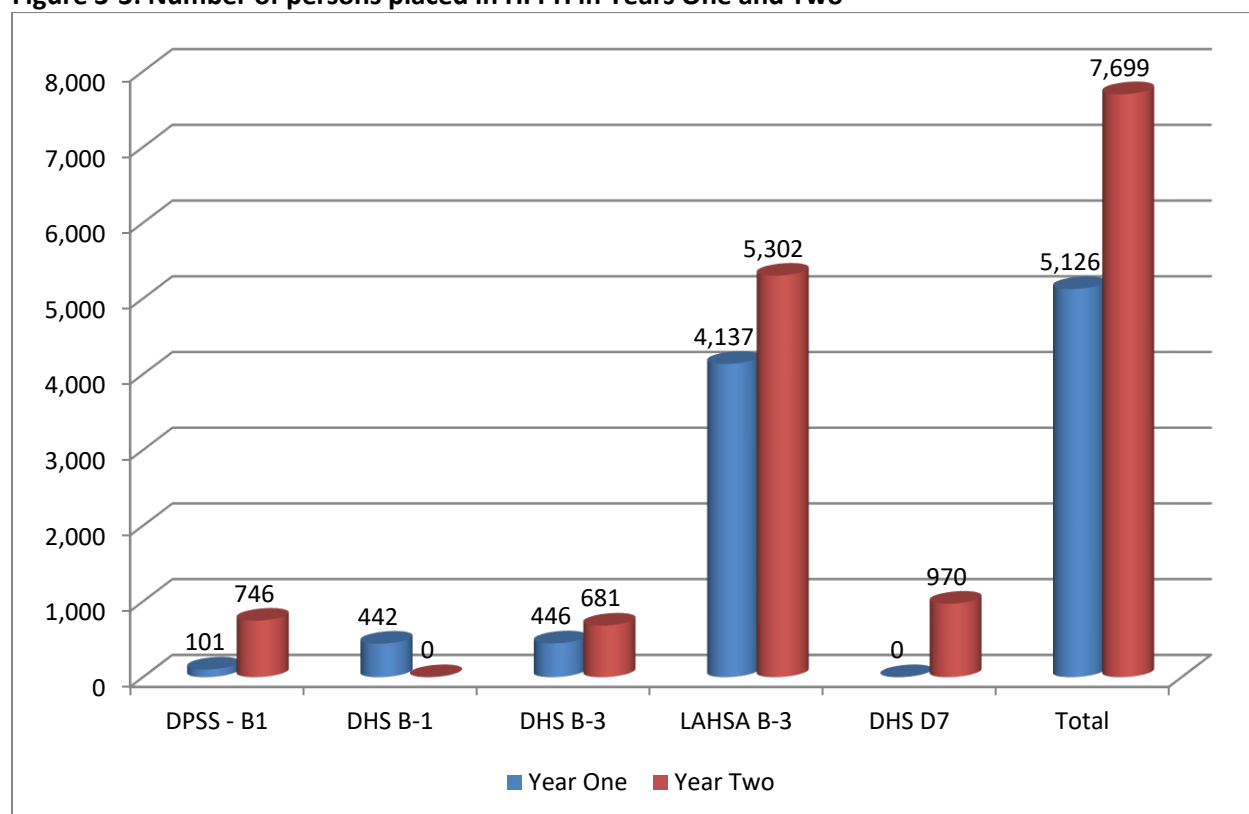**Figure 3-3: Number of persons placed in HI PH in Years One and Two**

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

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

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

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

3.5.   MESO MEASURE 4:
NUMBER WHO RETAIN PERMANENT HOUSING FROM DATE OF PLACEMENT

3.5.1.   OVERVIEW

This retention headline measure tallies the number of formerly homeless family members and individuals who remained permanently housed six months from the date of PH placement. Retention is tracked by checking if a person did not enroll in a new homeless program or did not exit to a homeless destination within 6 months. All household records used here reflect placements in permanent housing in the first two quarters of the respective fiscal years to provide an opportunity to follow them for six months.

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

3.5.2.   RETENTION NUMBERS

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

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

Table 3-5 shows the number of persons who retained their HI-affiliated permanent placement housing for 6 months. Key findings include:

- ➤ The overall retention rate stayed the same from Year One to Year Two at around 91 percent, which means that 9 out of 10 people retained their permanent placements within 6 months of their placement date.
- ➤ While the retention rates of LAHSA placements did not change much, DHS RRH placement retention rates increased.

3.6.   MESO MEASURES: SUMMARY

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

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

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

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

Finally, while the expanded number of individuals and households exiting to permanent housing permitted more to be tracked for returns to homelessness, meso-measure #4 was the only measure that did not directly address expansion. Under this measure, 6-month retention rates across the first two years of HI held steady at 91 percent for households placed in permanent housing.

SECTION 4:
MICRO-LEVEL MEASURES

4.1.   INTRODUCTION

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

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

4.2.   TOPIC A:
PREVENT HOMELESSNESS

Outcomes were available for two of the five strategies under this topic:
- A1: Homeless Prevention for Families
- A5: Homeless Prevention for Individuals

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

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

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

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

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

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

For strategy A5, pre-determined benchmark targets were:

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

4.3. TOPIC B:
SUBSIDIZE HOUSING

Outcomes were available for three of the eight strategies under this topic:
- B1: Subsidized Housing to Homeless Disabled Individuals Pursuing SSI
- B3: Rapid Re Housing
- B7: Interim/Bridge Housing for Those Exiting Institutions

Summary Outcomes were available for another three strategies:
- B4: Facilitate Utilization of Federal Housing Subsidies
- B6: Family Reunification Housing Subsidy
- B8: Choice Vouchers for Permanent Supportive Housing

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

Strategy B1 makes rental subsidies available to homeless General Relief (GR) recipients who are applying for federal disability benefits paid through the Supplemental Security Income (SSI) program. The goal of the strategy is to provide housing subsidies, facilitate SSI approvals and recoup the County's housing costs following SSI approval. In Year Two under this strategy, 746 homeless SSI applicants were placed into housing (compared to 101 in Year One) and the county recouped $76,900 in housing assistance costs when 120 participants were approved for SSI Benefits.

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

Strategy B4 provides financial incentives to facilitate landlords providing units to homeless households who need permanent supportive housing and have Housing Choice vouchers to increase housing availability in a tight rental market. Particular forms of assistance include damage mitigation, structural modifications to conform housing to HUD quality housing standards, vacancy payments to hold units, and tenant move-in assistance (including security deposits). This strategy is the basis for the Homeless Incentive Program (HIP). Key outcomes are shown on Table 4-1, showing a clear expansion of the assistance provided under this program.

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

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

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

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

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

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

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

Strategy B8 addresses the objective of increasing the number of Housing Choice vouchers (along with case management services) that are available to adults meeting the chronic homelessness definition. This strategy seeks to prioritize chronically homeless adults for HCVs that come available through the Housing Authority of the County of Los Angeles (HACoLA) and to encourage other public housing authorities to do the same. No outcomes related to placements of homeless households into housing had been reported in the quarterly reports as of the end of Year Two (FY 2017-18; quarterly report #10; July 13, 2018). From the aggregate outcomes provided for this report by LA County, "1078 turnover vouchers [were] available. This FY [2017-18] a total of 178 new vouchers were issued. Of those, 154 vouchers were issued to chronically homeless clients."

## 4.4.	TOPIC C:

INCREASE INCOME

Outcomes were available for all seven strategies under this topic, with outcomes for C2 and C7 combined. Data for the measures for three of the strategies are based on individual and service-level data:
- C4: Establish a Countywide SSI Advocacy Program for People Experiencing Homelessness or at Risk of Homelessness;
- C5: Establish a Countywide Veterans Benefits Advocacy Program for People Experiencing Homelessness or at Risk of Homelessness;
- C6: Targeted SSI Advocacy for Inmates;

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

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

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

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

Strategies C4, C5 and C6 had similar objectives for different target populations and the three strategies have been implemented together with the same set of providers responsible for all three strategies. Under **Strategy C4**, a Countywide Supplemental Security Income Advocacy Program was established to provide assistance to eligible homeless individuals and those at risk of homelessness in applying for and obtaining SSI or other related benefits. Similarly, **Strategy C5** established a Countywide Veterans Benefits Advocacy Program to provide assistance to eligible homeless veterans in applying for and obtaining income and/or health benefits from the Department of Veterans Affairs. Finally, **Strategy C6** developed a Supplemental Security Income Advocacy Program to assist disabled, incarcerated individuals in completing and submitting their SSI application prior to discharge or in securing reinstatement of their SSI benefits, if the individual was receiving SSI prior to being incarcerated. Outcomes data to examine all three strategies came from DHS's CHAMP system.

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

4.5.   TOPIC D:

PROVIDE CASE MANAGEMENT AND SERVICES

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

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

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

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

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

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

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

4.6. TOPIC E:

CREATE A COORDINATED SYSTEM

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

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

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

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

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

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

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

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

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

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

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

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

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

4.7.   TOPIC F:
INCREASE AFFORDABLE/HOMELESS HOUSING

As was the case with the Topic E strategies, many of the strategies under this topic operate on a systems level and are difficult to quantify on the person and services level that are the primary focus of this report. Nonetheless, all seven strategies in this topic are represented here, though the outcomes reports are brief. Strategies F2 and F5 are paired and Strategy F7 has two components that are examined individually here. The full list of F-strategies is:
- F1: Promote Regional SB 2 Compliance;
- F2: Linkage Fee Nexus Study;
- F3: Support for Inclusionary Zoning for Affordable Rental Units;
- F4: Development of Second Dwelling Unit Pilot Project;
- F5: Incentive Zoning/Value Capture Strategies;
- F6: Use of Public Land for Homeless Housing;
- F7: Preserve and Promote the Development of Affordable Housing for Homeless Families and Individuals; and
- F7: Establish One-Time Housing Innovation Fund.

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

Under the combined Strategies **F2/F5** (Linkage Fee Nexus Study and Value Capture Strategies), the Los Angeles County Department of Regional Planning (DRP) will undertake analyses and propose policies to expand affordable housing in unincorporated areas, through linkage fees, inclusionary zoning, and other relevant actions. During FY 2017-18, the DRP commissioned a consultant team to undertake the development of three reports:
1.   An analysis of existing conditions and the real estate market
2.   A linkage fee nexus study, and
3.   An inclusionary housing feasibility study.

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

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

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

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

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

SECTION 5:
EVALUATION OF PERMANENT HOUSING PLACEMENTS

5.1. OVERVIEW

In this section, we present the evaluation of various measures of permanent housing placements comparing pre- and post-HI implementation periods. Following the description of the data and the analysis methodology, the housing status of homeless persons 12 months after enrollment are examined. In the next sections, permanent housing placement rates within 12 months of placement are shown, as are returns to homelessness within 6 months following placement, and the time to permanent placements.

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

5.2. DATA AND METHODOLOGY

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

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

5.3. DYNAMICS OF HOMELESSNESS

In the initial analysis, the two groups from the pre- and post-HI implementation periods were examined for differences in their housing status after 12 months following their entry into homeless services. Data were drawn from the first quarter of the respective reporting years. Table 5-1 and Figure 5-1 show the results. Entry into homeless services was based on the date of first enrollment in a project tracked in HMIS, such as an outreach or staying in an emergency shelter. Each person is followed for 12 months

after their enrollment. Their final status in the system within this time window is recorded as homeless, not homeless, exit without exit information, in RRH with no placement, and in temporary housing.

Exits without exit information such as unknown destinations and no exit interviews were considered as homeless destinations because the data showed that the prior residences of their re-entries were usually homeless categories. The results indicate that there were approximately 4,400 more entries in FY 17-18 Q1 than in the pre-HI period. Even though the share of homeless and those who exited without exit information decreased by more than 10 percent, the number in these groups increased slightly by 685 (7 percent) because of the large increase in new entries. Other categories showed significant improvements; the number of persons in RRH but not yet placed almost tripled, reaching 7 percent of the population. The largest difference was observed for "not homeless," which increased by 65 percent and reached 30 percent of the population served.

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

Status	FY 15-16 Q1		FY 17-18 Q1	
	Frequency	Percent	Frequency	Percent
Homeless	6,883	45.2%	7,857	40%
Exit without Exit Info	3,091	20.3%	2,802	14%
In RRH not Placed	558	3.7%	1,431	7%
Temporary Housing	1,042	6.8%	1,545	8%
Not Homeless	3,658	24.0%	6,019	30%
Total	15,232	100.0%	19,654	100%

Figure 5-1: Housing status of homeless persons by the end of 12 months
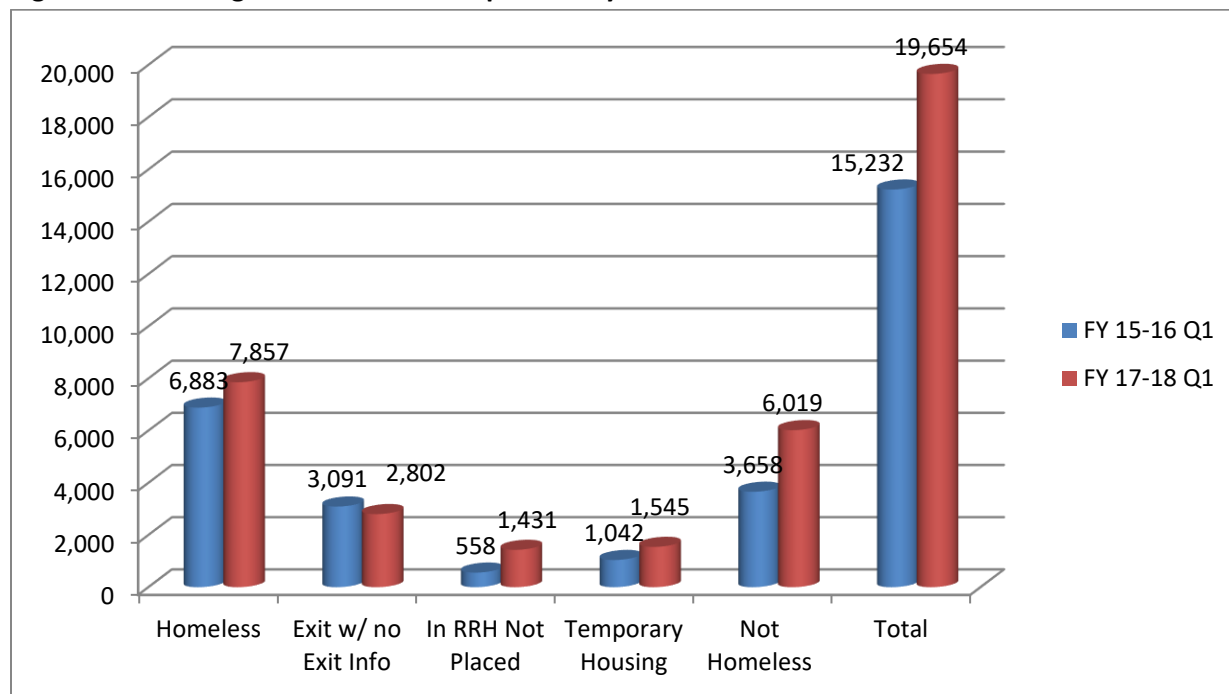
5.4. RATES OF PERMANENT PLACEMENTS

Table 5-2 and Figure 5-2 show the number of persons permanently placed in housing within 12 months of their first enrollment in homeless services during the 6-month period for each cohort. Comparing the two cohorts, the share of "not placed" persons dropped from 71.8 percent to 66.5 percent, while the number served increased by over 2,000 households. Even though permanent housing placements increased by 54 percent, the additional 2,300 placements was not enough to offset the overall increase in new entries.

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

Permanent Placements	FY 15-16 Q1		FY 17-18 Q1	
	Frequency	Percent	Frequency	Percent
PSH	1,028	6.7%	1,332	6.8%
RRH	1,383	9.1%	2,134	10.9%
Exits to PH	1,881	12.3%	3,125	15.9%
No Placements	10,940	71.8%	13,063	66.5%
Total	15,232	100.0%	19,654	100.0%

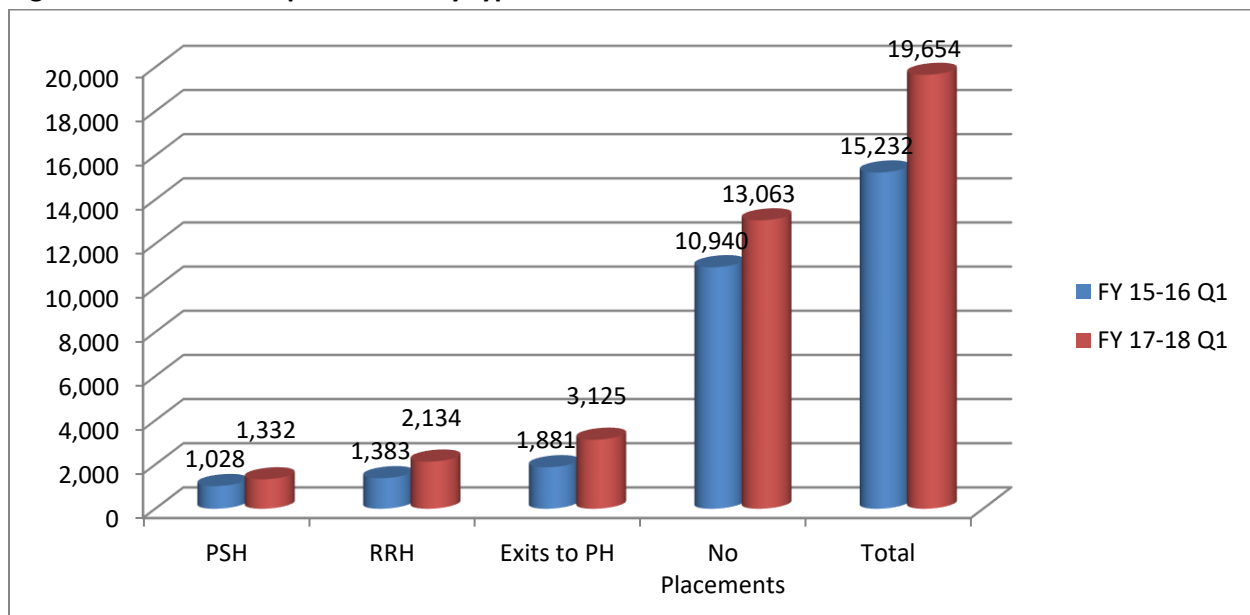**Figure 5-2: Permanent placements by type within 12 months**

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

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

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

5.5. RETURN TO HOMELESSNESS

Table 5-4 shows the returns to homelessness in 6 months following a permanent housing placement. Figure 5-3 shows the percent returned by placement type comparing the two cohorts. Results show a significant improvement in return rates in FY 17-18, relative to the period of pre-HI implementation. The overall return rate dropped in half from 14.1 percent to 7 percent; the largest drop was observed from PSH placements.

Table 5-4: Return to homelessness in 6 months after a permanent housing placement

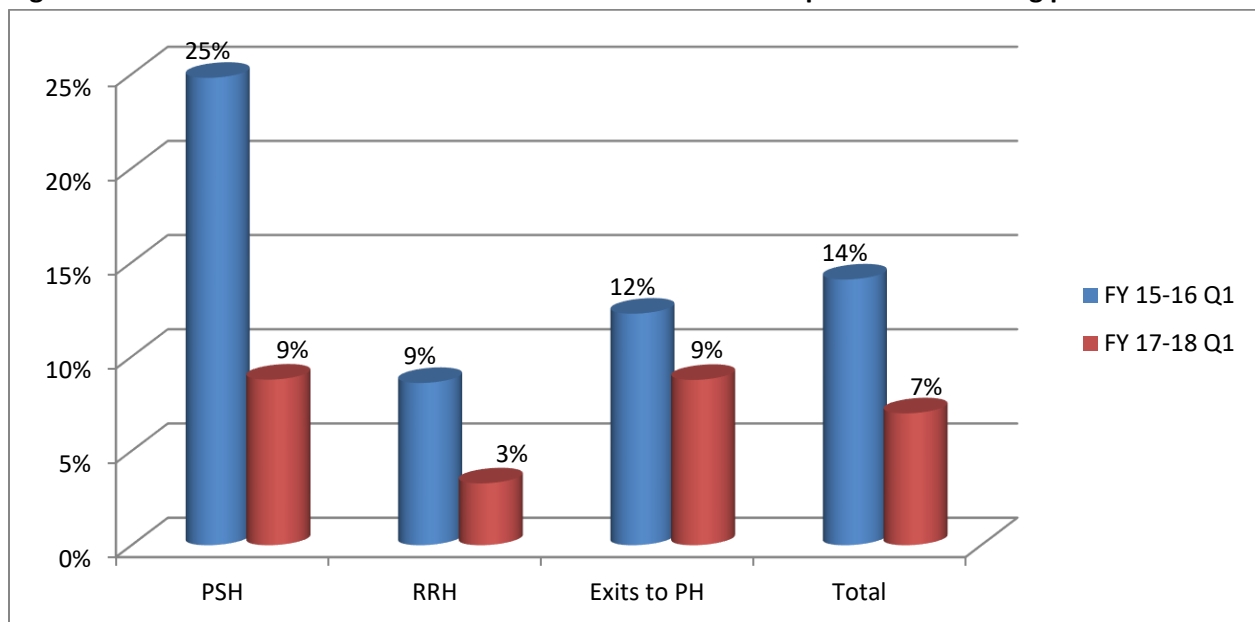|	FY 15-16 Q1		FY 17-18 Q1	
Permanent Placements	Frequency	Percent	Permanent Placements	Frequency
PSH	255	24.8%	117	8.8%
RRH	119	8.6%	70	3.3%
Exits to PH	231	12.3%	274	8.8%
Total	605	14.1%	461	7.0%

Figure 5-3: Percent returned to homelessness in 6 months after a permanent housing placement

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

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

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

5.6. TIME TO PERMANENT PLACEMENTS

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

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

	FY 15-16 Q1		FY 17-18 Q1	
Permanent Placements	Mean	Median	Mean	Median
PSH	142	149	164	142
RRH	98	82	109	73
Exits to PH	149	134	123	100
All	131	117	122	97

Table 5-7 shows the results of two-sample t-test that was conducted to compare the time to permanent placements between pre- and post-HI implementation periods. A statistically significant difference (t value=-4.4, p <.0001) was observed in the average time to placement, which decreased by 9 days.

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

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

SECTION 6:
CONCLUSION

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

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

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

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

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