

# Plan to Prevent and Combat Homelessness



**City of West Covina**

Approved July 17, 2018



## **About the City of West Covina Plan to Prevent and Combat Homelessness**

In December 2017, the City of West Covina (City) approved acceptance of grant funds from the County of Los Angeles for a City Planning Grant to develop a plan to prevent and combat homelessness (Plan). That same month, the City approved an agreement with the San Gabriel Valley Council of Governments (SGVCOG) to engage a consulting firm to assist with creation of the Homeless Plan. That contract was then awarded to LeSar Development Consultants (LDC).

In January 2018, staff introduced the plan's purpose and process elements, schedule of meetings, and outreach strategies to gather public input from stakeholders, community members, and city staff throughout the development of the plan.

In January and February 2018, LDC and the City's Community Services Department hosted a series of community meetings with various stakeholders, including elected and appointed City leaders, community members, homeless services providers, residents, and City staff to discuss issues related to homelessness in the City. The meetings also solicited feedback on ways to improve the quality of life for residents and the business community. LDC facilitated the meetings and collected information that became the basis of the goals and supporting actions included in the Plan. To the extent possible these reflect the City's priorities and align with County of Los Angeles Homeless Initiative strategies and Los Angeles County Measure H funding.

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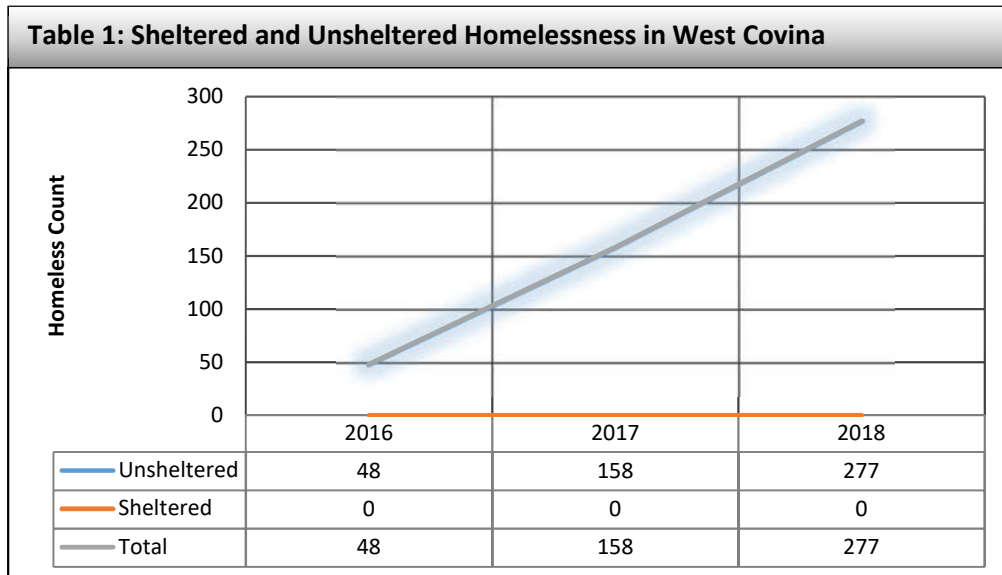
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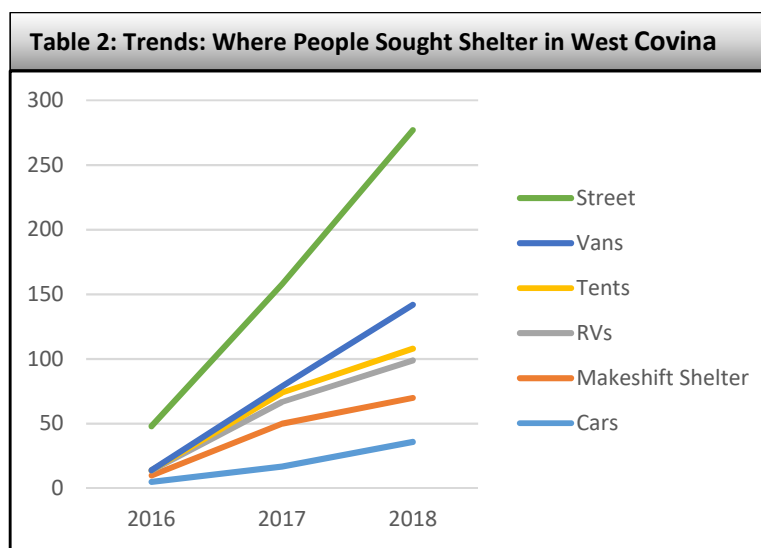
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## Background and Purpose of Homeless Plan

Homelessness in Los Angeles County has surged in recent years, despite regional and local efforts to address the needs of people lacking a permanent residence. In addition to the immediate social, health, and safety concerns of this issue, cities across the County have also seen a pronounced impact on resources and infrastructure. According the Los Angeles Homeless Services Authority (LAHSA) annual Homeless Count, 277 people were experiencing homelessness in the City in 2018,<sup>1</sup> a 75% increase from the previous year. This continues the City's upward trend in homelessness numbers from the previous year.



Another trend that emerges with the recent Homeless Count is the disproportionately large increase in people living on the street: in the last year this number surged by more than 80% (see Table 2). There are also more people living in vehicles, tents, and makeshift shelters, but those numbers are going up at less extreme rates.



<sup>1</sup> Based on unofficial numbers released by LAHSA. These number have not been finalized as of 6/26/18.

Coordinated Entry is a best practice model for allotting appropriate levels of service to persons experiencing homelessness and prioritizing them for limited resources. LAHSA oversees the regional Coordinated Entry System (CES) across Los Angeles County, which is divided into eight geographic subregions, known as Service Planning Areas (SPAs), for the purpose of targeting appropriate public health and homelessness-related services to these areas (see Figure 2). Each SPA has a unique configuration of CES agencies tracking client data and administering services. In the San Gabriel Valley, which corresponds to SPA 3, the CES leads are: Union Station Homeless Services for adults and families; and Hathaway-Sycamore for youth.

Data from CES provides an enhanced view of those experiencing homelessness in West Covina and their needs. It does this using self-reported responses to the Vulnerability Index Service Prioritization Decision Assistance Tool (VI-SPDAT) assessment and other indicators of a person’s overall health and wellbeing.

West Covina’s homeless population is split roughly into thirds by age. According to the most recent data available for this Plan, 33% were 25-40 years old, 30% were 41-55, and 33% were older than 55. Meanwhile,

Figure 1: Homelessness in West Covina – Where People Slept in 2018

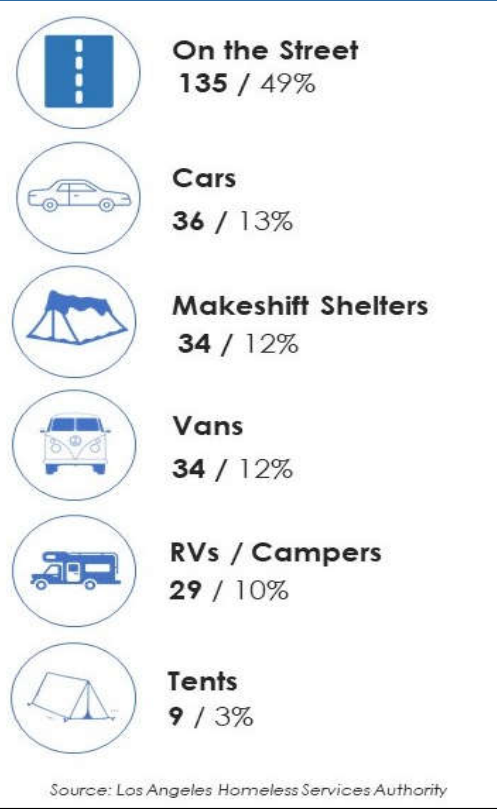


Figure 2: Map of Los Angeles County Service Planning Area 3





64% were white, 20% were black or African American, and the remainder less than 5% Asian, American Indian, or Native Hawaiian or other Pacific Islander. 40% of individuals surveyed also identified as Hispanic or Latino. 41% identified as female, while 58% identified as male.<sup>2</sup>

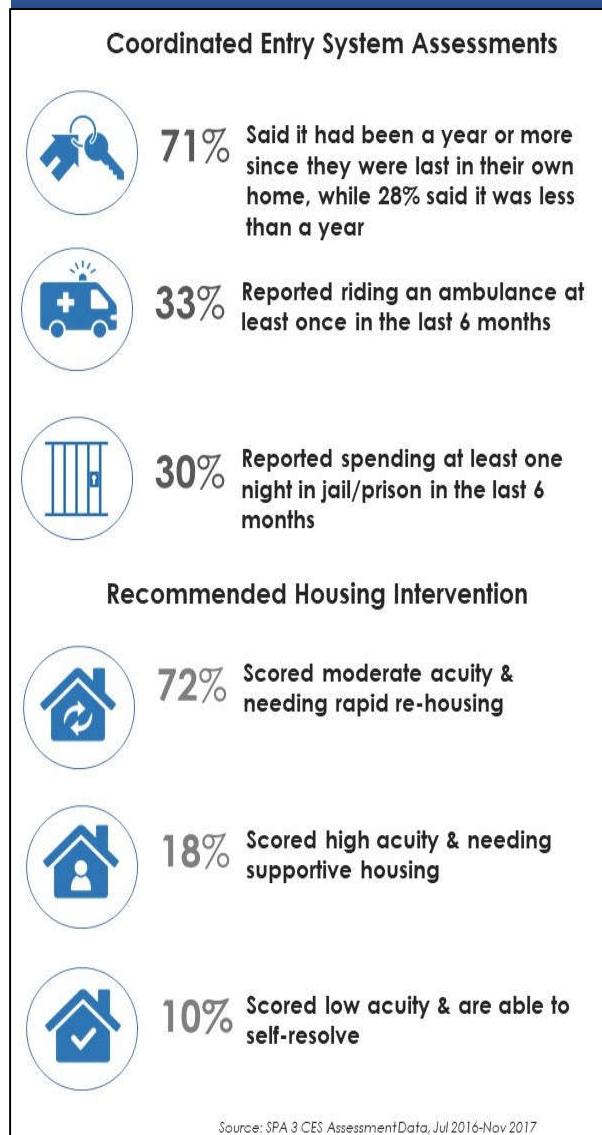
The VI-SPDAT assessment produces an acuity score, which can help identify an appropriate housing intervention for someone experiencing homelessness. In LA County it is suggested that people experiencing homelessness who fall into the low-acuity scoring range of the assessment (0-3) should be able to find housing on their own, or self-resolve, those in the mid-acuity scoring range (4-11) are best served by Rapid Re-Housing programs (RRH), and high-acuity individuals (12+) generally need supportive housing.<sup>3</sup>

72% of assessed individuals who said they were from West Covina are in the mid-acuity range, meaning they would benefit from time-limited housing assistance, such as RRH. In addition, 18% of assessed individuals are high-acuity (12+) and would require long term housing assistance and supportive services, and 10% are low-acuity (0-3) (see Figure 3).<sup>4</sup>

Also important to note, is that 29% percent of individuals assessed reported mental health issues, and 32% reported chronic health issues related to the liver, kidneys, stomach, lungs, or heart. This underscores the complexity of the homelessness issue in the City. Homelessness can both cause and complicate treatment for a host of medical problems, including HIV/AIDs, alcohol and drug addiction, and mental illness. Efforts to work with medical facilities on discharge planning and care coordination can be difficult due to a range of complications, including competing priorities and data-sharing restrictions, however it is clear that regional healthcare providers and the City have a common purpose in their need to find housing for people experiencing homelessness.

The following demographic information provides a snapshot of who was experiencing homelessness in SPA 3 in 2017.<sup>5</sup> Figure 4 compares percentages of the populations of West Covina and Los Angeles County in

**Figure 3: West Covina Coordinated Entry Statistics**



<sup>2</sup> Los Angeles Homeless Services Authority. SPA 3 Assessments Data Set. November 2017.

<sup>3</sup> Los Angeles Homeless Services Authority. Draft CES Prioritization Policies. Available: <https://www.lahsa.org/documents?id=1896-draft-ces-prioritization-policies>.

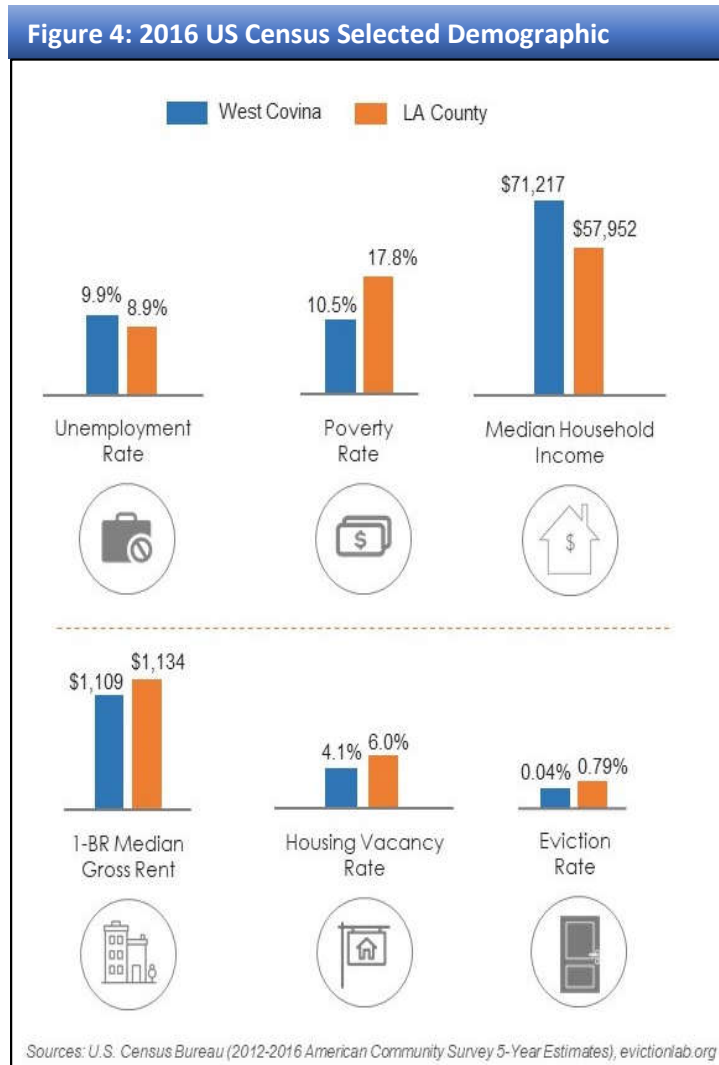
<sup>4</sup> Los Angeles Homeless Services Authority. Coordinated Entry System Data Set. March 2018.

<sup>5</sup> Los Angeles Homeless Services Authority. Homeless Count 2017 SPA 3 Fact Sheet. Available: <https://www.lahsa.org/documents?id=1718-homeless-count-2017-spa-3-fact-sheet.pdf>.

demographics areas considered to be poverty indicators from the 2016 US Census, the most recent data available.

Out of a total 3,552 persons experiencing homelessness in the region:

- 28% had a mental illness, 17% had a substance use disorder, and 2% were living with HIV/AIDS
- 67% were unsheltered and living outside while 33% were in some form of temporary shelter accommodation
- 76% were single adults, 18% were families, and 6% were youth and young adults
- 28% were female, 72% were male, 0.4% were transgender, and 0.2% did not identify with a gender
- 50% were Hispanic/Latino, 24% were white, 18% were African American, 5% were American Indian, 2% were Asian, and 1% identified as other
- 5% were age 62 and up, 17% between the ages of 55-61, 60% between the ages of 25-54, 7% between the ages of 18-24, and 11% were under the age of 18
- 6% were United States Veterans
- 30% were considered chronically homeless, meaning that they have lengthy or repeated histories of homelessness along with a long-term disability such as mental illness, substance use disorder, or a physical health problem
- 27% have experienced domestic/intimate partner violence in their lifetime





The increase in homelessness described above and its impact on West Covina's public safety resources, parks and public facilities, local businesses, and the general public (housed and unhoused) prompted the creation of this Homeless Plan. Its purpose is to:

- Improve efficiency and effectiveness in providing service to people experiencing homelessness
- Identify strengths and opportunities for collaboration with local and regional partners
- Develop resources and tools for City staff, including law enforcement, the public, business owners, and homeless service providers
- Learn about national and local best practices with the potential to improve the overall level of service offered in West Covina
- Prioritize resources in such a way as to create maximal impact on this issue at the local level

## **Current Efforts to Address Homelessness**

West Covina has dedicated significant resources in recent years to housing and programs that assist low-income families and people experiencing homelessness, including an array of services supported through Community Development Block Grant (CDBG) funds, and a large affordable housing portfolio. Most of this effort has been carried out by the Department of Community Services, the Police Department, and the Department of Community and Economic Development. The City has also recently initiated a RRH program in partnership with Los Angeles County. The City and its partners are also participating in the following activities:

- On May 17, 2016, West Covina City Council adopted Resolution No. 2016-41, declaring the City's partnership with Los Angeles County and adopting the following Homeless Initiative strategies:
  - Homeless Prevention for Families (A1)
  - Subsidized Housing for Disabled Adults pursuing SSI (B1)
  - Rapid Re-Housing (B3)
  - First Responders Training (E4)
  - Regional Coordination of LA County Housing Authorities (E10)
- West Covina operates over 400 subsidized units for low-income seniors and families.
- West Covina's Fire and Police Departments engage in emergency response related to homelessness, including medical first response.
- The Public Works Department conducts trash and waste removal in parks and public spaces and assists in removal of encampments.
- The Police Department provides street outreach through
  - The Homeless Outreach and Park Enforcement (HOPE) program
  - The Mental Evaluation Team (MET) program
  - In partnership with the Azusa, Glendora, and Covina Homeless Assistance Liaison Officer (HALO) programs

The following table outlines the City's current annual funding and activities dedicated to individuals and families experiencing homelessness and those facing housing instability in FY17-18:

**Table 3: Funding and Activities Dedicated to Homelessness**

Activity	FY 2017-18 Funding*	Funding Source	Non-Profit Partner or Department	Activity Description
Preservation and Repair	\$642,386	CDBG /Housing Funds	Community Services and Community and Economic Development	Housing Preservation Program – Assistance for moderate-income homeowners making exterior improvements to their home
Outreach and Referral	\$250,000	Housing Funds; Board of State and Community Corrections	Police – Homeless Outreach and Park Enforcement (HOPE) Team	Outreach and referral to unsheltered individuals throughout West Covina, general law enforcement, response to encampments, park enforcement, and business outreach
Rapid Re-Housing	\$50,000	Housing Funds	Community Services and Community and Economic Development	Permanent housing intervention for homeless individuals scoring low- to mid-acuity on the VI-SPDAT
Support Services	\$25,000	Housing Funds	San Gabriel Valley YWCA	Provides support services to bridge the gap between temporary and permanent housing
Food Bank	\$11,525	CDBG /Housing Funds	Action Community Food Pantry	Faith-based organization that distributes food, holds a number of community events
Food Bank	\$8,914	CDBG /Housing Funds	Project 29:11	Faith-based organization that distributes food, holds a number of community events
Shelter; Food Bank	\$8,522	CDBG /Housing Funds	East San Gabriel Valley Coalition for the Homeless	Provides motel/hotel vouchers through its Emergency Assistance Center Program; organizes rotational Winter Shelter in participating communities <sup>6</sup>
Food Bank	\$8,522	CDBG /Housing Funds	Cory's Kitchen	Irwindale-based non-profit that provides food, clothing, and other miscellaneous services to low income and homeless individuals
Food Bank; Referrals	\$6,719	CDBG /Housing Funds	Love INC	Faith-based organization that distributes food, holds a number of community events
Clothing	\$2,572	CDBG /Housing Funds	Assistance League of Covina Valley	Non-profit organization focused on education and youth projects
<b>Total Expenses</b>	<b>\$1,014,160</b>			

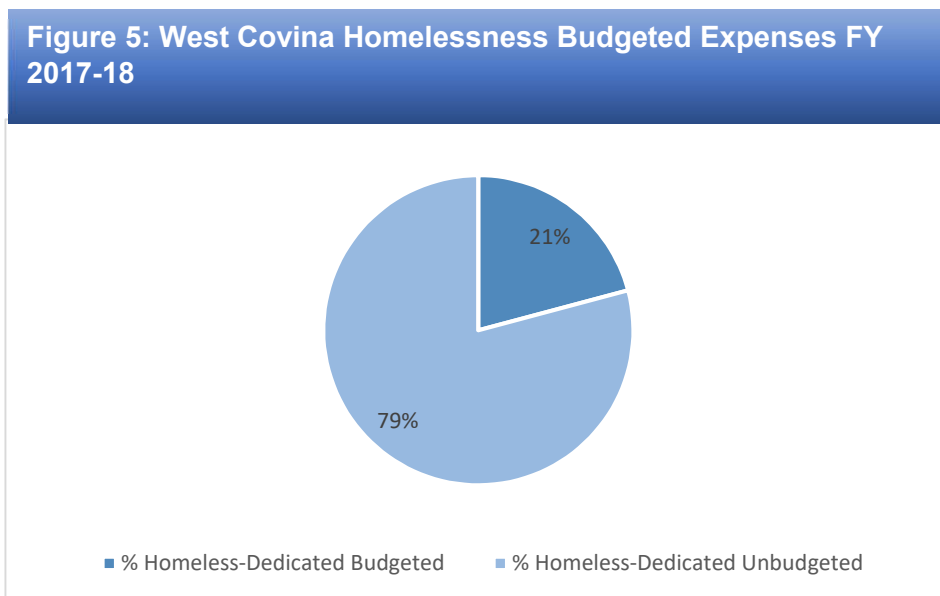
\*Housing Funds for RRH and additional programs (\$100,000 total) were allocated in FY16-17

As part of the process of creating this Homeless Plan, the City conducted a cost analysis in order to better understand the cost of addressing homelessness within its jurisdiction. This analysis focused on the City's spending related to homelessness, which included estimates of unbudgeted staff time responding to homelessness or homelessness activities, as well as budgeted costs.

City staff provided costs related to homelessness for fiscal year 2017-2018, which included information on program activities, contracts to community providers, equipment, as well as staff costs. The latter were estimated using the City's Fully Burdened Hourly Rates by position.

Three departments were not able to identify any costs associated with homelessness and were not included in the analysis: City Clerk, Finance, and Human Resources. Two departments were able to identify activities staff engaged in responding to homelessness, but were unable to estimate the staffing time spent in these instances, and therefore were not included in the analysis: Administration (City Council & City Manager) and Planning. Please see Appendix M for an overview of costs by department.

The analysis determined that the City spends approximately \$4.86 million annually on costs pertaining to homelessness. Of those costs, \$1,014,160 (21%) were budgeted and spent directly on homeless services, while \$3,848,860 (79%) were spent mitigating the impact of homelessness within the broader community and were not specifically budgeted on addressing homelessness (see Figure 5 and Table 4).



Preliminary findings of the cost analysis show that:

- Many departments work directly or indirectly on a regular basis with persons experiencing homelessness or responding to homelessness within the community.
- Departments often use resources within their general budgets to respond to the need of community related to homelessness, pulling them away from other essential City activities. These activities are being absorbed into the regular operations of the departments, specifically the Police Department, Fire Department, and Public Works. However, if these activities were to cease, citizens would see noticeable changes within the community.

- The City is collaborating across departments to address homelessness, increased internal and external collaboration will allow for the City to see increased impacts in addressing homelessness.
- The Police and Fire Departments experience the largest costs to addressing homelessness, the majority of which are unbudgeted and absorbed into the regular budget.
- As the City continues to review the funding spent on homelessness solutions, including housing and supportive services, it may be able to identify options to alleviate City staff from having to be involved in reactionary responses to addressing homelessness and find ways to fund investments, ultimately reducing the homelessness costs incurred by the City.

**Table 4: Costs Related to Homelessness by Department**

City Department	FY 2017-18 Budget	Homelessness Budgeted Costs	Homelessness Unbudgeted Costs	% of Budget
<b>ADMINISTRATION (CITY COUNCIL &amp; CITY MANAGER)</b>	\$15,220,631	--	--	0%
<b>CITY CLERK</b>	\$318,202	--	--	0%
<b>FINANCE</b>	\$7,606,339	--	--	0%
<b>HUMAN RESOURCES</b>	\$3,968,985	--	--	0%
<b>PLANNING</b>	\$674,911	--	--	0%
<b>POLICE</b>	\$32,367,448	\$250,000	\$1,799,610	6%
<b>FIRE</b>	\$17,853,100	--	\$1,722,450	10%
<b>PUBLIC WORKS</b>	\$14,498,999	--	\$251,800	2%
<b>COMMUNITY SERVICES and COMMUNITY AND ECONOMIC DEVELOPMENT</b>	\$6,867,842	\$764,160*	\$75,000	12%
<b>TOTAL</b>	<b>\$99,376,457</b>	<b>\$1,014,160</b>	<b>\$3,848,860</b>	<b>5%</b>

\*Housing Funds for RRH and additional programs (\$100,000 total) were allocated in FY16-17

(See Appendix M for the complete overview of costs, as well as opportunities for future investigation.)

## Homeless Plan Process

As part of the development of this Plan, the City engaged in a number of activities designed to explore potential strategies. These included a Strength, Weaknesses, Opportunities, and Threats (SWOT) analysis (Appendix F), the above cost analysis, and a review of policies and best practices related to homelessness (Appendices H-L). Wherever applicable these were used to design the Goals and Actions included in the following section of this Plan.

This Plan also incorporates comments from attendees of City-organized input sessions targeted to various community stakeholders. These include the West Covina Police Department, members of the business, faith-based and homeless services provider community, and residents of West Covina, including some with lived experience of homelessness. As a part of each stakeholder input session, groups were asked to provide feedback on the challenges of homelessness within the City, as well as local knowledge of services and resources being used to address homelessness. This feedback was the basis for the goals and supporting actions in the Plan.

- Community Input Session
  - Attendees included police officers (including members of HOPE team), City staff, homeless services providers, members of the business community, members of faith-based organizations, City residents, and delegates from Los Angeles County
  - February 26, 2018
- Input Session for Service Providers
  - Attendees included staff from local homeless services providers, as well SGVCOG, West Covina Police Department, and other City staff
  - March 1, 2018
- Lived Experience Interviews
  - LDC conducted interviews with individuals experiencing homelessness in West Covina in order to better understand their challenges in obtaining housing
  - March 19, 2018

For summaries of challenges as well as suggested strategies from each input session see Appendices A and B.

## Goals and Supporting Actions

Through the homelessness planning process, the City identified four goals for its homelessness plan:

- Goal #1 Educate the Community on Homelessness Best Practices and City's Homeless Plan**
- Goal #2 Expand Existing Services and Align with Regional Coordinated Entry System**
- Goal #3 Improve Local and Regional Coordination of Homeless Services**

**Goal #4 Strengthen Rapid Re-Housing Program Through Coordination and Supportive Programming**

The following goals and actions include any necessary policy changes, measurement, ownership, leveraged City resources, and timeline. The City's Community Services Department is responsible for overseeing the goals and actions, reporting on progress, as well as updating or adding new goals and actions over time. At a minimum the plan will be reviewed on a yearly basis and the Community Services Director will report on the Plan's progress to the City Council.





## Goal 1: Educate the Community on Homelessness Best Practices and City's Homeless Plan

Homeless Initiative Strategy Link(s): None

### Action 1a

Develop a community engagement and education strategy to ensure members of the business and faith-based communities, homeless services providers, and general public are informed on issues related to homelessness

- Identify standing meetings and public forums where City staff could present on homelessness issues

<b>Measurement:</b>	Summary of strategy and list of meetings/forums
<b>Ownership:</b>	Community Services Department, Police Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	3 months, ongoing

### Action 1b

Educate the community on the concepts outlined in the West Covina Homelessness Toolkit and ensure that it is available to residents and businesses on the City of West Covina website

<b>Measurement:</b>	Presentation of Toolkit and/or advertisement of it via website
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time, use of City website
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months

### Action 1c

Partner with Los Angeles County and adopt messaging from the United Way's Everyone In Campaign, a regional effort to engage cities and the public in addressing homelessness

<b>Measurement:</b>	Adoption of Everyone In messaging
<b>Ownership:</b>	Community Services Department, City Council
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months

### Action 1d

Encourage City staff, local homeless services providers, and the general public to participate in the LAHSA Homeless Count

<b>Measurement:</b>	Increased participation in 2019 count relative to 2018
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months



## Goal 2: Expand Existing Services and Align with Regional Coordinated Entry System (CES)

Homeless Initiative Strategy Link(s): A1, A5, B3, E6, E7

### Action 2a

Work with CES lead agency to ensure that all individuals experiencing or at risk of homelessness in West Covina are assessed and entered in CES

- Consider hosting CES site office at City facility and contracting with CES lead to perform outreach, CES access, and case management services (see Goal 4)
- Ensure that service providers and other community partners understand process for making referrals to services available through regional CES, including Prevention, RRH, and Permanent Supportive Housing (*A1: Homeless Prevention Program for Families and A5: Homeless Prevention Program for Individuals, B3: Expand Rapid Re-Housing*)
- Identify City staff to participate regularly in regional CES case conferencing hosted by VOA

<b>Measurement:</b>	Comparison of individuals experiencing homelessness tracked locally to CES—the list of names should match
<b>Ownership:</b>	Community Services Department, Police Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months-1 year

### Action 2b

Work with service provider partner(s) already operating walk-in services to increase local CES access points, possibly in combination with additional drop-in services such as case management, storage, mobile showers, and emergency shelter (*E7: Strengthen the Coordinated Entry System*)

<b>Measurement:</b>	Summary report of efforts
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time

<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	1 year

### Action 2c

Ensure that City-funded outreach efforts (e.g., HALO) are aligned with CES and focus on identifying pathways to housing (*E6: Countywide Outreach System*)

- Consider implementing City-specific tracking system to better understand which individuals have/have not been assessed and added to CES
- Explore potential to partner with County on Homeless Outreach Services Team (HOST) program in order to access funding

<b>Measurement:</b>	Summary report on CES alignment and potential to access funding through HOST program
<b>Ownership:</b>	Police Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months



## Goal 3: Improve Local and Regional Coordination of Homeless Services

Homeless Initiative Strategy Link(s): None

### Action 3a

Work with local schools and universities to better understand the needs of students and their families, and work with these institutions to ensure homeless resources administered by the City and/or other regional partners are made available to this population

<b>Measurement:</b>	Summary report of homeless student population in West Covina and potential resources
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	Ongoing

### Action 3b

Identify opportunities for partnerships with neighboring cities, regional governmental agencies, healthcare providers, transit agencies, faith-based groups, and other key stakeholders

- Potential opportunities include the development and coordination of emergency and bridge shelter, outreach, and supportive housing development; as well as landlord engagement (see Action 4d)

<b>Measurement:</b>	Summary report on partnership opportunities
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months



## Goal 4: Strengthen Rapid Re-Housing Program Through Coordination and Supportive Programming

Homeless Initiative Strategy Link(s): B3, E7, C1, C2

### Action 4a

Work with Los Angeles County and CES lead agency to identify barriers to individuals experiencing homelessness in West Covina being placed in City-funded RRH program (*B3: Expand Rapid Re-Housing, E7: Strengthen the Coordinated Entry System*). Ensure that:

- West Covina individuals are entered into CES and “match ready”
- CES lead/RRH case management agency is able to locate any individuals who are prioritized for housing and “match ready”

<b>Measurement:</b>	Summary report on results of effort (can use tracking tool for this—See West Covina RRH Utilization Tracking Tool, Appendix N)
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months

### Action 4b

Monitor outcomes of City-funded RRH program to ensure the funds are used appropriately and meet the City’s level of need

- Consider implementing tool to assist in tracking program outcomes (e.g. West Covina RRH Data Collection Tool)

<b>Measurement:</b>	Program outcomes should meet program goals
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes



<b>Timeline:</b>	6 months, ongoing
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### Action 4c

Engage the Greater West Covina Business Association (GWC), local businesses, faith-based groups and other community partners to explore available opportunities for hiring homeless and formerly homeless individuals

- Consider creating or partnering with a workforce development/job training program focused on CalWorks programming (*C1: Enhance the CalWORKs Subsidized Employment Program for Homeless Families*)
- Explore creating a social enterprise-backed alternate staffing organization that could receive funds through Measure H (*C2: Increase Employment for Homeless Adults by Supporting Social Enterprise*)

<b>Measurement:</b>	Summary report of efforts
<b>Ownership:</b>	Community Services Department
<b>Leveraged City Resources:</b>	Staff time
<b>Associated Policy Changes:</b>	No associated policy changes
<b>Timeline:</b>	6 months-1 year

### Action 4d

Consider partnering with neighboring cities that fund RRH programs to organize a regional landlord recruitment and incentive program

- Potential assistance for households could include subsidized first and last months' rent/deposit
- Incentives could include damage/eviction insurance and monetary bonus for working with City RRH program

<b>Measurement:</b>	Summary report of landlord engagement initiative and results
<b>Ownership:</b>	Community Services Department, West Covina Housing Authority
<b>Leveraged City Resources:</b>	Staff time, potential funds for assistance/incentives
<b>Associated Policy Changes:</b>	Authorization of program funds

<b>Timeline:</b>	1-2 years
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### Action 4e

Consider convening a monthly working group focused on RRH, including County, CES leads, cities partnering with County on RRH, SGVCOG, and other supporting non-profits, to identify challenges and brainstorm solutions

<b>Measurement:</b>	Agenda and minutes from work group
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<b>Ownership:</b>	Community Services Department
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<b>Leveraged City Resources:</b>	Staff time
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<b>Associated Policy Changes:</b>	No associated policy changes
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<b>Timeline:</b>	6 months-1 year
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## Appendix A: Stakeholder Input Sessions: Summary of Identified Challenges

Staff of City Departments	Police Department	Business Owners and General Public	Faith-Based and Homeless Services Orgs	Individuals Experiencing Homelessness
<ul style="list-style-type: none"> <li>• There is duplication of services</li> <li>• General lack of education for service providers about available resources</li> <li>• Bureaucratic hurdles are a huge barrier to municipally-funded affordable housing</li> <li>• NIMBY mentality makes it difficult to create new housing and programs</li> <li>• Non-local referrals drain City resources</li> <li>• There is a lack of housing at the end of the CES pipeline</li> <li>• Cities lost redevelopment money and are now relying on federal, state and county funds</li> <li>• Chronically homeless are most difficult to assist because of refusal of services</li> </ul>	<ul style="list-style-type: none"> <li>• 211 has not been helpful for people experiencing homelessness</li> <li>• Homeless individuals encountered in the field don't want shelter, especially not in City of Los Angeles or Pomona</li> <li>• People come to West Covina for medical services and don't leave</li> <li>• When people don't know how to address an issue related to homelessness they call the police</li> <li>• It can be difficult to build a case and prosecute criminals who prey on people experiencing homelessness</li> </ul>	<ul style="list-style-type: none"> <li>• People leave trash behind; it is unclear how citizens can help address this problem</li> <li>• Perception that homeless services, including those offered by faith-based groups, are the cause of the increase in homelessness</li> <li>• Homeless people occupying public spaces is a public health issue</li> <li>• Perception that homelessness is bringing down home values</li> <li>• Businesses that are in close proximity to medical services, shelter, recycling centers, clothing donation centers, etc. tend to have more issues</li> </ul>	<ul style="list-style-type: none"> <li>• Transition Age Youth (18-24 years) population is highly vulnerable and not receiving adequate services</li> <li>• Difficulty identifying sustainable funding sources</li> <li>• There is a concentration of homeless individuals near services</li> <li>• "We do VI-SPDAT at our shelters. I have had one person in three years housed through CES."</li> <li>• Lack of confidence that County funds will "trickle down" to service providers</li> <li>• Concern that LAHSA is moving to a "housing-only" approach</li> </ul>	<ul style="list-style-type: none"> <li>• After being assessed by outreach team, people wait for months to be contacted about housing opportunity</li> <li>• Unaffordable rent can lead to eviction and homelessness</li> <li>• There are too few homeless services in West Covina</li> <li>• Shelter options are unsafe, too far away, and do not accommodate couples or members of LGBTQ community</li> </ul>

## Appendix B: Stakeholder Input Sessions: Summary of Identified Strategies

Staff of City Departments	Police Department	Business Owners and General Public	Faith-Based and Homeless Services Orgs	Individuals Experiencing Homelessness
<ul style="list-style-type: none"> <li>• Public-private partnerships create strong programs, like YWCA’s work with West Covina around domestic violence in 1970’s</li> <li>• Need a city-specific community toolkit on homelessness issues</li> <li>• Reduce redundant services through coordination</li> <li>• Regional collaboration is important, may help with lack of resources</li> <li>• In the 2017 Point in Time Count there were issues with the entire city not being counted, so the data is unreliable</li> </ul>	<ul style="list-style-type: none"> <li>• There is confusion about the crimes homeless people sometimes commit—educate people regarding what is illegal activity, e.g. drinking in park vs sitting in park</li> <li>• Clearer communication with the Police Department, by the residents and businesses, will make sure they are informed of community priorities</li> <li>• Police personnel can collaborate with LASD and other cities to establish best practices</li> <li>• Collaboration with DMH has been positive and helpful</li> </ul>	<ul style="list-style-type: none"> <li>• Increase number of social workers in West Covina schools, for youth experiencing homelessness</li> <li>• HOPE team needs more hours of coverage</li> <li>• Increase street outreach</li> <li>• Aggregate homeless people in one designated camp site, making it easier to provide services and safety</li> <li>• Fair and equitable distribution of low- and moderate-income housing, not CDBG-eligible areas of the community</li> </ul>	<ul style="list-style-type: none"> <li>• Need a drop-in center for intake and possibly shelter</li> <li>• Prioritize assistance for short-term homeless population</li> <li>• Track data on homeless population</li> <li>• Convert blighted properties to housing while maintaining low density</li> <li>• Coordinated Entry System need physical access points in West Covina</li> <li>• Organize recurring meeting between service providers and City staff, to increase awareness of available resources</li> <li>• Need more housing navigation services</li> </ul>	<ul style="list-style-type: none"> <li>• Culinary school led to a job and ability to find housing</li> <li>• Provide storage for people’s belongings</li> <li>• Provide mobile showers for people experiencing homelessness</li> <li>• Need more basic case management—assistance getting personal documents, support finding a job, help finding low-cost or free legal advice</li> </ul>

## **Appendix C: List of Organizations and Departments that Attended Input Sessions**

Action Food Pantry

City Community Economic Development Division

Cory's Kitchen

Covina-Valley Unified School District

East San Gabriel Valley Coalition for the Homeless

East Valley Community Health Center

Fire Department

Foothill Transit – regional transit service provider/bus shelters

Greater West Covina Business Association

LA County Library (West Covina Branch)

Love INC

MV Transit – local transit service provider

Planning Department

Police Department (HOPE Team)

Project 29:11

Public Works Department

Queen of the Valley Hospital

Rowland Unified School District

San Gabriel Valley COG

San Gabriel Valley Consortium on Homelessness

San Gabriel Valley YWCA

Volunteers of America

West Covina Unified School District

## Appendix D: Table with Alignment of City Actions and County Homeless Initiative Strategies

The following table provides a summary of the alignment of actions identified in West Covina’s plan and strategies within the County Homeless Initiative. These links allow the City to take advantage of existing County-funded programs, as well as potentially leverage funds through Measure H, the quarter percent sales tax Los Angeles County voters approved in March of 2017. The City will work with the County towards getting funding for these strategies, as the Los Angeles County Board of Supervisors earmarked approximately \$1 million as a placeholder for cities until all plans are submitted and evaluated for need.

City of West Covina Action	County Homeless Initiative Strategy	Description	County Funded	Measure H Funded
2a	A1, A5, B3	Prevention, RRH	Yes	Yes
2b	E7	Coordinated Entry	Yes	Yes
2c	E6	Outreach	Yes	Yes
2d	E6	Outreach	Yes	Yes
4a	B3, E7	RRH, Coordinated Entry	Yes	Yes
4c	C1, C2	Increase Income	Yes	No, Yes



## **Appendix E: Descriptions of Homeless Initiative Strategies the City is Pursuing from Homeless Initiative Action Plan**

The following are descriptions of selected County Homeless Initiative strategies that are identified as strategies within West Covina's plan. The descriptions are directly from the County Homeless Initiative Action Plan.

### **Strategy A1: Homeless Prevention Program for Families**

Los Angeles County has an opportunity to build on current programs and services to develop an integrated, comprehensive system to assist families on the verge of homelessness.

DPSS provides homeless prevention assistance to certain CalWORKs families in the form of eviction prevention, temporary rental subsidies and other financial services, but provides limited case management services and no legal services. First 5 LA funds home visitation programs which could play a role in identifying families who are at risk of homelessness. The County and City of Los Angeles fund the HFSS to expedite the delivery of housing and other supportive services to families experiencing homelessness, but has provided very limited homeless prevention services. The Board recently allocated \$2 million to HFSS for prevention purposes that could be useful to learn from and build upon.

LAHSA should develop, in collaboration with County agencies and family system partners, a comprehensive strategy to effectively identify, assess, and prevent families from becoming homeless, and to divert families in a housing crisis from homelessness. The strategy should consist of a multi-faceted approach to maximize and leverage existing funding and resources, evaluate and potentially modify policies that govern existing prevention resources to allow greater flexibility, prioritize resources for the most vulnerable populations, and create an outreach and engagement strategy to identify access points for families at risk of homelessness. The major areas critical to developing a homeless prevention system in Los Angeles County involve identifying additional and targeting current resources from multiple systems to focus on homeless prevention.

### **Strategy A5: Homeless Prevention Program for Single Adults**

Implement an integrated, comprehensive homeless prevention program to effectively identify, assess, and prevent individuals from becoming homeless, and divert individuals in a housing crisis from homelessness. This strategy will use a multi-faceted approach to maximize and leverage existing funding and resources, and prioritize resources for the most vulnerable populations. This strategy will address rental/housing subsidies, case management and employment services, and legal services.

### **Strategy B3: Partner with Cities to Expand Rapid Re-Housing**

The purpose of rapid re-housing is to help homeless families/individuals/youth with low-to-moderate housing barriers to be quickly re-housed and stabilized in permanent housing. Rapid re-housing connects homeless individuals and families, as well as vulnerable sub-populations such as older adults, to permanent housing through the provision of time-limited financial

assistance, case management and targeted supportive services, and housing identification/navigation supports:

- Financial assistance includes short-term and medium-term rental assistance and move-in assistance, such as payment for rental application fees, security deposits, and utility deposits. Financial assistance can come in the form of a full subsidy (covering the full rent for a period of time) or a shallow subsidy (covering a portion of the rent with gradual decreases in the subsidy over time).
- Case management and targeted supportive services can include, but are not limited to: money management; life skills; job training; education; assistance securing/retaining employment; child care and early education; benefits advocacy; legal advice; health; mental health; substance use disorder treatment; community integration; and recreation.
- Housing Identification/Navigation Supports address barriers for individuals and families to return to housing, which includes identifying a range of safe and affordable rental units, as well as recruiting landlords willing to rent to homeless individuals and families. Landlord incentives can include items such as a repair fund and/or recognition at relevant landlord events. Housing navigation staff should assist clients in searching for housing, completing and submitting rental applications, and understanding the terms of the lease.

Rapid re-housing is the most effective and efficient intervention for more than 50 percent of homeless individuals and families based on available data. The success rate for permanent placement is higher and recidivism rates are lower than other forms of housing interventions. However, it is not the best intervention for those who have been chronically homeless and/or face high barriers that impact housing placement, and is not the most effective intervention for all victims of domestic violence and/or human trafficking and youth.

Rapid re-housing is generally categorized as a short-term housing resource lasting 6-12 months, but in some cases up to 24 months, if steady, but slow improvements are made by recipients in making the transition to self-sufficiency.

### **Strategy C1: Enhance the CalWORKs Subsidized Employment Program for Homeless Families**

This would be an enhancement of the existing DPSS CalWORKs Subsidized Employment Program that would be targeted to CalWORKs families who are homeless/recently homeless/at risk of homelessness. It is recommended that the program be modeled after the Los Angeles Regional Initiative for Social Enterprise (LA: RISE) implemented by LA City in collaboration with the non-profit Roberts Enterprise Development Fund (REDF). The LA: RISE model takes an integrated wraparound approach to job creation and provides hard-to-serve individuals, specifically those with a history of homelessness and/or incarceration, and disconnected youth, with employment, counseling support and training. This enhancement could be implemented by DPSS as an enhancement of the existing CalWORKs subsidized employment program with the South Bay Workforce Development Board or through an agreement with the Department of Community and Senior Services (CSS) in partnership with the LA City Workforce Development Board (WDB), which has an existing relationship with REDF. In either scenario, the LA: RISE program design and infrastructure could be leveraged and expanded to provide services countywide. The services will be specifically targeted to meet the needs of homeless families. Examples of services include:

- Subsidized employment/bridge jobs provided in a Social Enterprise supportive employment work environment that includes personal supports, case management and job readiness preparation.
- Recruiting and working with employers willing to hire hard-to-serve individuals with nontraditional backgrounds. This will include recruiting and working with small localized (mom and pop) employers.
- Coordinated training provided through DPSS Greater Avenues to Independence (GAIN) Program and Workforce Investment Boards and Social Enterprise Employers on developing skills needed to obtain self-sufficiency.

Additional supports would be provided as needed to help homeless families maintain their subsidized employment, progress into unsubsidized employment, and retain their employment. This includes linkages to the existing Homeless Families Solution System (HFSS). Currently, CalWORKs homeless families are served through the mainstream CalWORKs Transitional Subsidized Employment Program; however, under this proposal, homeless families would instead be served through this specialized program design to meet their unique needs.

### **Strategy C2: Increase Employment for Homeless Adults by Supporting Social Enterprise**

Social Enterprises are mission-driven businesses focused on hiring and assisting people who face the greatest barriers to work. They earn and reinvest their revenue to provide more people with transitional jobs to become job ready with the basic skills necessary to compete and succeed in the mainstream workforce. They help people who are willing and able to work, but have the hardest time getting jobs, including individuals with a history of homelessness and/or incarceration, and youth who are out of school and out of work. Obtaining employment increases income and improves the individual's overall well-being. Alternate Staffing Organizations (ASOs) operated by Social Enterprises provide temporary workers and act as intermediaries between employers and job seekers, helping employers attract and retain reliable, motivated workers and linking job seekers to competitive employment, opportunities for skills development and pathways to hire by employer customers. Unlike conventional temporary staffing companies, ASOs operated by Social Enterprises have a dual mission to satisfy their customers and promote workplace success for people with obstacles to employment, such as those with unstable housing history, criminal backgrounds, or those participating in recovery programs. Many services procured by local government could be provided, in whole or in part, by Social Enterprises/ ASOs.

### **Strategy E6: Countywide Outreach System**

There would be at least one team in each Service Planning Area (SPA) of the County and each team should include the following staff: case manager(s), health outreach worker, mental health outreach worker, substance abuse provider, and LA Homeless Services Authority Emergency Response Team personnel. As needed, the teams would include outreach personnel from agencies that specialize in engaging TAY, Veterans, victims of domestic violence (DV) and Families. The strategy requires a telephone hotline to connect to the street-based team(s) in each SPA with staff trained and well-versed in the services and housing opportunities in their respective SPA/region of the County. For this strategy to be successful, it is imperative that all street teams operate with the same understanding of what it means to conduct outreach and what it means to engage homeless on the streets or in encampments. Department of Health Services' County+City+Community (C3) project, including a connection to Intensive Case Management Services (ICMS), is an appropriate model to emulate. Additionally, the outreach teams need to be

aware of DV protocols and have a relationship with DV service providers. The definitions are as follows: Outreach Outreach is the critical first step toward locating and identifying a homeless person who is not otherwise contacting a government agency or service provider who can connect him/her to available services and housing resources. Outreach is a means of educating the community about available services, in this case for homeless individuals and families. Outreach is also a process for building a personal connection that may play a role in helping a person improve his or her housing, health status, or social support network.

### **Strategy E7: Strengthen the Coordinated Entry System**

The move toward CES culminated with the implementation of the Federal “Opening Doors” Strategic Plan to prevent and end homelessness, the HEARTH Act, and the requirement that Continuums of Care (CoC) create a coordinated or centralized assessment and housing placement system. This system must be used to prioritize access to housing and services based on service need in order for a CoC to be eligible for federal homeless assistance funding. Coordinated entry is the process through which people experiencing homelessness or who are at-risk of homelessness can easily access crisis services through multiple, coordinated entry points, have their needs assessed and prioritized consistently, and, based upon those needs, be connected with appropriate housing interventions and supportive services. For special sub-populations, such as victims fleeing domestic violence or human trafficking, or those who are HIV-positive, CES must ensure that data-tracking and matching protocols do not conflict with confidentiality provisions to maintain individual safety and overall well-being.

The County and City of Los Angeles have come a long way in coordinating the delivery of homeless services and housing. Over the last several years, there has been greater service integration and cooperation among County departments, city agencies and community organizations. For example, in early 2013 CES for single adults rolled out in Skid Row and is now operational in all SPAs and coordinates housing and supportive services not only with the County and City of Los Angeles, but with networks of over 100 local housing providers as well. CES could be strengthened through more standardization and an enhanced administrative/technological infrastructure for the coordinated entry systems for single adults and families, as well as the youth system which is currently in pilot. In fiscal year 2014-15, 9,720 individuals were assessed for homeless services and roughly 1,738 were housed.

# Appendix F: City SWOT Analysis

## Executive Summary

The City of West Covina requested that LeSar Development Consultants (LDC) convene a group of city stakeholders to participate in a Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis of the City of West Covina’s Plan to Address and Combat Homelessness’ (the Plan) goals and activities.

The purpose of a SWOT analysis is to allow a group of individuals to consider the present state and plan for the future. A SWOT analysis is an effective framework for analyzing and creating a simplified picture of a complex situation by brainstorming an organization’s internal strengths and weaknesses, as well as identifying the external opportunities and threats to the plan’s success. Strengths and weaknesses are meant to be specific to items the organization can control (e.g. internal policies), while opportunities and threats occur outside the organization and are often outside its control (e.g. politics).

SWOT Factors	Positive	Challenges
Internal	Strengths	Weaknesses
External	Opportunities	Threats

The meeting occurred at West Covina City Hall on May 10, 2018. Stakeholders included representatives from the Police Department, Fire Department, Community Services Department, Community and Senior Services Commissioners, Public Works Department, City Manager’s Office, and external community organizations. Approximately 24 individuals participated in the SWOT Analysis exercise.

## SWOT Analysis Process

The SWOT Analysis began with an overview of the City’s homelessness planning process to-date, as well as a brief discussion regarding the Los Angeles County Homeless Action Plan and Measure H. Participants then received an overview of West Covina’s draft goals and strategies for addressing homelessness. The group was then oriented to the purpose of a SWOT Analysis and the framework being used for the meeting. Participants were divided into four smaller groups for discussion.

- Each group brainstormed a quadrant of the SWOT as it related to the Plan and then switched to the opposite letter. (Ex. Two groups discussed strengths/weaknesses or opportunities/threats). Groups discussed a total of two SWOT quadrants.

- At the end, the smaller group ideas were shared with the broader group and individuals had a chance to add their thoughts to each quadrant of the SWOT.
- Participants then prioritizing the ideas shared throughout this process by voting on the top three ideas within each quadrant of the SWOT.
- The feedback provided was cross-referenced with the Plan draft to incorporate, as appropriate.

**SWOT Analysis Feedback**

Each group provided feedback regarding the Plan’s strengths, weaknesses, opportunities, and threats. The full list of ideas by SWOT quadrant are captured within attachment one, it also includes the number of votes by participants in parentheses behind each idea. Below are high-level themes that emerged from the discussion:

- Many in the room requested additional context pertaining to the Coordinated Entry System (CES) and how it operated at a local level. Additionally, information regarding housing interventions, such as rapid re-housing, was needed to orient participants.
- Those who were familiar with CES indicated displeasure with how it was currently operating, specifically how long people wait time for a match to a housing resource.
- The group discussed the need for community education on homelessness. There are stereotypes and misconceptions regarding homelessness locally.
- There was dialogue around how the City could think creatively to leverage existing housing stock since it is challenging to build more housing.
- There is a need for mental health services and it should be identified within the Plan.
- The City may want to consider homelessness prevention.

A table indicating the top three prioritized ideas by participants within each aspect of the SWOT is below:

<p><b>Strengths (Internal to the City):</b></p> <ol style="list-style-type: none"> <li>1. The community is willing to have a conversation and create partnerships.</li> <li>2. The coordination of mental health &amp; law enforcement (HOPE &amp; HALO).</li> <li>3. The City provides funding for homeless services.</li> </ol>	<p><b>Weaknesses (Internal to the City):</b></p> <ol style="list-style-type: none"> <li>1. Lack of money/funding to implement the plan.</li> <li>2. Limited zoning &amp; shelter opportunities (including building housing).</li> <li>3. Lack of infill development opportunities.</li> </ol>
<p><b>Opportunities (External to the City):</b></p> <ol style="list-style-type: none"> <li>1. Funding for Mental Health Services</li> <li>2. Housing &amp; Supportive Services</li> <li>3. Incentives for landlords</li> </ol>	<p><b>Threats (External to the City):</b></p> <ol style="list-style-type: none"> <li>1. NIMBYism (Not In My Back Yard)</li> <li>2. Lack of housing at the end of the CES pipeline</li> <li>3. Bureaucracy and red tape = lack of trust</li> </ol>

**Future Considerations**

Given the feedback received from the SWOT Analysis, LDC proposes the following for the City of West Covina’s consideration:

- Continue to engage community stakeholders throughout the implementation of the plan.

- Develop implementation tactics for the Plan and include relevant stakeholders in the discussion, specifically regarding the business and community education trainings on homelessness.
- Continue conversations with the San Gabriel Valley Council of Governments and the County of Los Angeles to regarding potential funding through Measure H.

## SWOT

### Strengths

- The community is willing to have a conversation and create partnerships (12)
- Coordination of Mental Health & Law Enforcement (HOPE & HALO) (11)
- City provides funding to social services to assist homeless (5)
- Willingness to engage in efforts to address homelessness (4)
- City has developed a plan to address homelessness (1)
- Potential Funding Opportunities

### Weaknesses

- Lack of money/funding to implement the plan (10)
- Limited zoning and shelter opportunities (including building housing) (7)
- Lack of infill development opportunities (7)
- Slow process/pace (3)
- Lack of in-home mental health services (3)
- Limited & duplicative supportive services (3)
- homeless and want help, as well as those who do not want help (2)
- Differing ideas on how to address homelessness amongst leaders (2)
- Perspectives that there are those who are desire to remain homeless

### Opportunities

- Funding for mental health services (10)
- Housing & supportive services (8)
- Incentives for landlords (7)
- Measure H (3)
- More collaboration with community partners (3)
- Changing political dynamics & current election
- Winter Shelter (2)
- Visibility/momentum/demand to address homelessness (2)
- Workforce development/childcare (1)
- Advocacy
- Shared Housing
- Safe parking lot(s)

### Threats

- NIMBYism (11)
- Lack of housing in the CES pipeline (6)
- Bureaucracy/red tape = lack of trust (6)
- Lack of political will (5)
- Landlord concerned about tenant issues (5)
- Limited resources available (4)
- Keeping families united within services (2)
- People not wanting housing outside the City
- Refusal of services/housing (2)
- Negative perception of the homeless (1)
- System is complicated (1)
- Lawsuits (1)
- Lack of coordination of services providers
- Funding from County unknown
- City self-insured & liabilities



## Appendix G: Logic Model

Below is a logic model for the City of West Covina’s Plan to Address and Combat Homelessness. The logic model contains high-level details for the inputs, activities, outputs, and outcomes. As the City develops its implementation plan, the logic model should be updated to reflect the agreed upon and/or funder-required metrics.

COMMUNITY NEED	INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES
<ul style="list-style-type: none"> <li>Identifying solutions to address the rising number of persons experiencing homelessness within the City of West Covina.</li> </ul>	<ul style="list-style-type: none"> <li>Public and/or Private funding</li> <li>Staff time</li> <li>Local &amp; Regional Data</li> <li>Community Toolkit</li> <li>Community Meetings</li> <li>Trainings</li> <li>Communications resources: meeting space, agendas, emails, phone calls, etc. Contract(s)</li> </ul>	<ul style="list-style-type: none"> <li>Develop and implement a community engagement and education strategy.</li> <li>Partner with Coordinated Entry System (CES) lead agency to connect currently homeless residents to a housing subsidy.</li> <li>Improve outreach and engagement, and links to the crisis response system.</li> <li>Collaborate with service provider partners to increase local CES access points and services.</li> <li>Align City-funded outreach efforts with CES</li> <li>Participation in CES Case Conferencing.</li> <li>Coordinate with local and regional partners on homeless plan implementation.</li> <li>Identify potential regional partnerships.</li> <li>Explore strategies to increase the effectiveness of City-funded rapid re-housing.</li> </ul>	<ul style="list-style-type: none"> <li>Improved use of CES and HMIS.</li> <li>Business community educated on homelessness using the toolkit.</li> <li>Increased outreach and engagement capacity.</li> <li>Coordination with CES and other</li> <li>Partnership with LA County and adopt messaging from United Way’s Everyone In Campaign.</li> <li>Determine if a CES site can be held at a City facility and contract with CES lead for services.</li> <li>City funded outreach efforts are aligned with CES.</li> <li>Coordination with local schools and universities and better understand the needs of their homeless students and families.</li> <li>Regional coordination activities.</li> </ul>	<ul style="list-style-type: none"> <li>Reductions in homelessness within the City.</li> <li>Improved understanding and awareness of the scope and impact of homelessness in the City for businesses, faith-based communities, service providers, and the general public.</li> <li>Increased community engagement and support in addressing homelessness.</li> <li>Reduction in the time homeless households are without a connection to services.</li> <li>Increase in homeless resources administered by the City or other regional partners made available to homeless students and their families.</li> <li>Increased collaboration with CES.</li> <li>Improved local and regional coordination of homeless services.</li> </ul>

## Appendix H: Promising Innovations and Best Practices

The City of West Covina identified five promising practices that it was interested in learning more about to enhance its homeless plan. The five selected promising practices include Housing First and Harm Reduction strategies, the Coordinated Entry System (CES), Shared Housing models, Safe Parking Programs, and Making Data-Driven decisions. The following provides a description of each including core components and local examples within Los Angeles County or the State of California.

### Housing First

Housing First is an approach to homeless assistance that focuses on providing permanent housing to people experiencing homelessness. Traditionally, communities have focused on treating the supposed underlying conditions of homelessness and getting people ready for housing, an approach typified by models such as Transitional Housing. Years of research have demonstrated that the Housing First approach is significantly more successful in reducing and preventing returns to homelessness, more cost-effective than previous traditional models, and more humane and compassionate, thereby allowing an individual or family to use its permanent home as a platform for stability and success. Key Housing First interventions include Permanent Supportive Housing (PSH), as well as Rapid Re-Housing (RRH), which provides time-limited rental assistance paired with housing-based case management targeted toward lower acuity households.

The United States Interagency Council on Homelessness (USICH) supports and recommends the Housing First approach as the most effective response to homelessness. In *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness*, the first comprehensive federal strategy to prevent and end homelessness, the USICH described the Housing First approach with the following core principles:

1. Homelessness is a housing crisis to be addressed through the provision of safe and affordable housing.
2. All people experiencing homelessness, regardless of their housing history and duration of homelessness, can achieve housing stability in permanent housing.
3. Everyone is “housing ready,” meaning that sobriety, compliance in treatment, or even a clean criminal history is not necessary to succeed in housing.
4. Many people experience improvements in overall quality of life and in the areas of health, mental health, substance use, and employment as a result of achieving housing.
5. People experiencing homelessness have the right to self-determination and should be treated with dignity and respect.
6. The exact configuration of housing and services depends upon the needs and preferences of the population.<sup>7</sup>

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<sup>7</sup> United States Interagency Council on Homelessness (2010) *Opening Doors: Federal Strategic Plan to End Homelessness* – As amended in 2015

Housing First is being required by the Federal Government and State of California. At the federal level, the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009, which reauthorized and made substantial changes to the McKinney-Vento Homeless Assistance Act, changed the national dialogue on what it meant to end homelessness and sought to establish a federal goal that all individuals and families who become homeless return to housing within 30 days. The HEARTH Act places emphasis on communities to act as a coordinated system in their response to homelessness, including the development of local coordinated assessment or entry systems. It also places an intense focus on performance, including reducing lengths of time people experience homelessness, recidivism, and the number of people who become homeless.

The U.S. Department of Housing and Urban Development (HUD) requires homeless programs funded through the Continuum of Care (CoC) Notice of Funding Availability (NOFA) yearly competition to use Housing First (Note: A CoC is a HUD geographic jurisdiction for homeless funding. In LA County there are 4 CoC's – LA City and County that LAHSA oversees, Long Beach, Pasadena, and Glendale). To assist communities and programs with shifting to a Housing First approach, HUD recently created a Housing First Assessment Tool.<sup>8</sup> In recent HUD CoC NOFAs, communities across the country are scored on how they are implementing a Housing First approach. In the 2017 NOFA, using Housing First was outlined as a key policy priority and highlighted as follows:

Housing First prioritizes rapid placement and stabilization in permanent housing and does not have service participation requirements or preconditions. CoC Program funded projects should help individuals and families move quickly into permanent housing, and the CoC should measure and help projects reduce the length of time people experience homelessness. Additionally, CoCs should engage landlords and property owners, remove barriers to entry, and adopt client-centered service methods.<sup>9</sup>

At the state level, in 2016 the Governor of California signed SB 1380, creating a statewide homeless coordinating council and mandating the use of Housing First. All state programs funded through the California Department of Housing and Community Development (HCD) that provide housing or housing-based services are required to incorporate core Housing First guidelines. The following are the core components of Housing First:

1. Tenant screening and selection practices promote accepting applicants regardless of their sobriety or use of substances, completion of treatment, or participation in services.
2. Applicants are not rejected because of poor credit or financial history, rental history, criminal convictions unrelated to tenancy, or behaviors that indicate a lack of "housing readiness."
3. Acceptance of referrals directly from shelters, street outreach, drop-in centers, and other parts of crisis response systems frequented by people experiencing homelessness.
4. Supportive services emphasize engagement and problem solving over therapeutic goals, and service plans that are highly tenant-driven without predetermined goals.
5. Participation in services or program compliance is not a condition of permanent housing tenancy.

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<sup>8</sup> HUD Exchange. (September 2017). [Housing First Assessment Tool](#).

<sup>9</sup> US Department of Housing and Urban Development (2017) Continuum of Care Program Notice of Funding Availability

6. Tenants have a lease and all the rights and responsibilities of tenancy, as outlined in California's Civil, Health and Safety, and Government codes.
7. The use of alcohol or drugs in and of itself, without other lease violations, is not a reason for eviction.
8. In communities with coordinated assessment and entry systems, incentives for funding promote tenant selection plans for supportive housing that prioritize eligible tenants based on criteria other than "first-come, first-serve," including but not limited to the duration or chronicity of homelessness, vulnerability to early mortality, or high utilization of crisis services. Prioritization may include triage tools, developed through local data, to identify high-cost, high-need homeless residents.
9. Case managers and service coordinators who are trained in and actively employ evidence-based practices for client engagement, including but not limited to motivational interviewing and client-centered counseling.
10. Services are informed by a harm-reduction philosophy that recognizes drug and alcohol use and addiction as a part of tenants' lives, where tenants are engaged in nonjudgmental communication regarding drug and alcohol use, and where tenants are offered education regarding how to avoid risky behaviors and engage in safer practices, as well as connected to evidence-based treatment if the tenant so chooses.
11. The project and specific apartment may include special physical features that accommodate disabilities, reduce harm, and promote health, community, and independence among tenants.<sup>10</sup>

Lastly, the Housing First approach, including Harm Reduction strategies, is being required for much of the local public funding for addressing homelessness in LA, including Measure H. Public agencies such as the Los Angeles Homeless Services Authority (LAHSA) require the use of Housing First and Harm Reduction in their request for proposals as well as in their Scope of Required Services for various housing interventions. For example, below is from the LAHSA 2017-2018 Coordinated Entry System: Crisis Housing Scope of Required Services. So although crisis housing (emergency shelter) is not necessarily thought of as a Housing First intervention like RRH or PSH, the intervention still must operate using the approach as outlined:

All CES funded programs must incorporate both housing first and harm reduction policies and procedures into their program design and crisis housing operations.

- Housing First is defined as: an approach to ending homelessness that centers on providing clients experiencing homelessness with housing as quickly as possible- and then providing services needed.
- Harm Reduction is defined as: an aspect of a program's design established by a set of policies and the resulting procedures and practices whose objective is to reduce the negative consequences of participants continued use of drugs and/or alcohol or failure to be medication compliant. In crisis housing settings, harm reduction is intended to prevent a participant's termination from the program based solely on his or her inability to stop using drugs or alcohol or failure to take prescribed medications. Crisis Housing programs incorporating a harm reduction model must utilize all interventions possible, short of termination from the program to enable the participant to reduce or minimize their risky behaviors while at the same time assisting them to move into and become stabilized in permanent housing. Harm reduction is not intended to prevent the termination of a participant whose actions or behavior constitute a threat to the safety

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<sup>10</sup> California Senate Bill 1380 – Homeless Coordinating and Financing Council

of other participants and staff. Organizations must develop a set of policies and procedures to be implemented in the event of such behavior on the part of a participant.<sup>11</sup>

## Coordinated Entry System

Coordinated Entry is a HUD mandate for all communities across the country receiving federal funding to address homelessness. The basic premise of the Coordinated Entry System (CES) is that homeless housing resources need to be prioritized for those who need them the most. To accomplish this, communities are creating systems that allow all homeless households access to receive an assessment that identifies their housing needs. Based on that assessment, households are then prioritized for specific housing and services interventions to meet those needs and referred to the most appropriate resource. Traditionally, housing and services were based on a first-come, first-served model and people received what was available. However, with CES, resources are prioritized for those who need them the most and different housing and service interventions are provided based on each household's needs. Although HUD mandated communities to create a CES with the enactment of the HEARTH Act in 2009, HUD has only recently published requirements.

In January 2017, HUD issued a notice establishing additional requirements for the coordinated entry process, which the CoC must write into their policies and procedures. These requirements include having a coordinated entry process that covers the geographic area, uses standardized access points and assessment approaches, standardizes prioritization in the referral process, lowers barriers to participation, and links street outreach and Emergency Solution Grant (ESG) homeless prevention services to coordinated entry.<sup>12</sup> With the official notice, HUD also released a document outlining the core elements of CES that included Access, Assessment, Prioritization, and Referral.<sup>13</sup> Below are the descriptions HUD used for each core element:

1. **Access:** The engagement point for persons experiencing a housing crisis, could look and function differently depending on the specific community. Persons (families, single adults, youth) might initially access the crisis response system by calling a crisis hotline or other information and referral resource, walking into an access point facility, or being engaged through outreach efforts.
2. **Assessment:** Upon initial access, CoC providers associated with coordinated entry likely will begin assessing the person's housing needs, preferences, and vulnerability. This coordinated entry element is referred to as Assessment. It is progressive; that is, potentially multiple layers of sequential information gathering occurring at various phases in the coordinated entry process, for different purposes, by one or more staff.
3. **Prioritization:** During assessment, the person's needs and level of vulnerability may be documented for purposes of determining Prioritization. Prioritization helps the CoC manage its inventory of community housing resources and services, ensuring that those persons with the greatest need and vulnerability receive the supports they need to resolve their housing crisis.

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<sup>11</sup> LAHSA 2017-2018 Coordinated Entry System: Crisis Housing – Scope of Required Services

<sup>12</sup> United States Department of Housing and Urban Development. (January 2017). Notice: CPD-17-01 Subject: Notice Establishing Additional Requirements for a Continuum of Care Centralized or Coordinated Assessment System

<sup>13</sup> United States Department of Housing and Urban Development (June 2017) Coordinated Entry Core Elements

4. Referral: Persons are referred to available CoC housing resources and services in accordance with the CoC's documented prioritization guidelines.

In Los Angeles County, LAHSA oversees the CES process and partners with community-based non-profits to administer CES at the Service Planning Area (SPA) level. For each the SPA, CES is then broken down by specific sub-populations including single adults, families, and youth. In the San Gabriel Valley, Union Station Homeless Services is the CES lead for the single adults and family's systems and Hathaway Sycamore oversees the youth system. Union Station sub-contracts with Volunteers of America Los Angeles (VOALA) to operate CES in the eastern region of the San Gabriel Valley. Homeless households can access CES in the San Gabriel Valley in the following ways:

1. **Street Outreach:** Street Outreach programs operated by the County, LAHSA, and CES leads act as access points where people can get assessed.
2. **211:** 211 can serve as a phone-based access point but only for homeless families at this time.
3. **Walk In Access Points:** There are several physical locations across the San Gabriel Valley where individuals and families can walk in and receive a CES assessment. These include<sup>14</sup>:

**Arcadia Mental Health** (Walk Ins welcome)

Wednesdays 8am-5:30pm  
330 E Live Oak Ave.  
Arcadia, CA 91006

**VOA – El Monte Access Center** (Appointments recommended but not required)

Monday-Friday 9am-5pm  
4501 Santa Anita Ave.  
El Monte, CA 91737

**Foothill Unity Center** (Please call ahead to schedule an appointment)

415 W. Chestnut Avenue  
Monrovia, CA 91016  
(626) 358-3486

**VOA – Pomona Homeless Outreach** (Appointments recommended but not required)

Monday-Friday 9am-5pm  
2040 N. Garvey Ave.  
Pomona, CA 91767

**Foothill Unity Center** (Please call ahead to schedule an appointment)

Monday-Friday 9am-5pm  
191 North Oak Avenue  
Pasadena, CA 91107  
(626) 584-7420

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<sup>14</sup> <https://unionstationhs.org/programs/ces/>

### **Union Station Homeless Services- Adult Center**

Monday-Friday 7am-1:30pm  
412 S. Raymond Ave.  
Pasadena, CA 91105

### **Friends In Deed** (Female clients only, please call ahead to make an appointment)

Monday-Wednesday 9am-5pm, Thursday 9am-2pm  
444 E Washington Blvd.  
Pasadena, CA 91104  
(626) 797-2402

The City and community stakeholders should know how and where homeless households can enter CES and now CES is the mechanism for which those experiencing homelessness will be connected to housing and services.

## **Shared Housing Models**

Shared Housing is increasingly being promoted as a best practice to address the lack of housing supply and affordability nationwide. Shared Housing can encompass a variety of different shapes, sizes, and forms. In general, however, it can be described as “any situation in which an agreement formalizes the co-residence of two or more family units (households) within the same housing unit.”<sup>15</sup> The phenomenon of living with a roommate is not uncommon, and is slowly becoming the norm across the United States. In 2002, the percentage of Americans living with a roommate was around 25%. However, by 2012 it had increased to 32% with high-cost cities such as San Francisco at 39%, New York at 42%, and Los Angeles at almost 48%.<sup>16</sup> This move toward shared housing is most likely due to the gap between wages and the cost of accessing and remaining independently housed.

There are three main shared housing models – master leasing, matching homeowners to home seekers, and matching individuals who both seek housing.

**Master Leasing:** This could entail a public agency or a non-profit enter into a long-term lease agreement with a landlord for a single family home or multiple unit apartment and then sub-leasing or allowing individuals to live together. Generally, people will have their own room and share common areas including kitchen and restrooms. Many times services are also provided to tenants. A good local example is a program in Los Angeles called SHARE! Collaborative Housing:

### **Case Study: SHARE! Collaborative Housing, Los Angeles, CA**

SHARE! Collaborative Housing is a public-private partnership between SHARE! (Self Help and Recovery Exchange), a non-profit services provider, and the LA County Department of Mental Health (DMH). DMH provides funding to SHARE! to master lease single family homes in LA County to be used to house homeless individuals who have Supplemental Security Income (SSI) or an equivalent and who are able to live independently. There are no requirements to pay a deposit

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<sup>15</sup> Bento, Amanda (2014) Creating a Shared Home: Promising Approaches for Using Shared Housing to Prevent and End Homelessness in Massachusetts

<sup>16</sup> McCarthy, Niall (2014) A Surging American Trend: Living with Roommates; Forbes

and tenants pay a portion of their income to rent, about \$500 a month, which includes utilities. They also do not disqualify people who have poor credit, history of evictions, criminal records, current or past substance abuse history, or untreated mental illness. The program is enticing to landlords since SHARE! will pay a homeowner \$1,000 more per month in rent than the market rate rent for the house. The program started with one house and now includes around 100 homes throughout Los Angeles County. SHARE! takes on the role of finding tenants for the housing; however, the landlord has the final say on who moves in. SHARE! provides supportive services to tenants and recently added a peer specialist who has pertinent life experience to provide support.

**Matching Homeowners to Home seekers:** Another shared housing model is to match homeowners who may have a spare bedroom in their house to an individual who may be experiencing homelessness. Some programs across the country have been working with seniors who own homes and live alone and may need a second source of income. The program then works with the homeowner and screens eligible tenants to live with the senior. Other programs have focused on young adults where a homeowner agrees to house a homeless youth and receives a monthly incentive payment (LA County is piloting this model within the City of LA). A national model that should be looked at is the Avenues for Homeless Youth-Host Home Program in Minnesota:

**Case Study: Avenues for Homeless Youth-Host Home Programs, Minneapolis, MN**

The Avenues for Homeless Youth Host Home Programs in Minneapolis, Minnesota, is considered a national best practice and describes itself as an “Outside the System” response to ending youth homelessness. Avenues for Homeless Youth recruits and trains adult volunteers to use spare rooms in their houses to provide transitional living arrangements for youth ages 16-24. The program allows youth to choose their host home and the program provides services to assist the youth with school attendance, employment, and other goals. Avenues for Homeless Youth operates three host home programs – one targeted to all homeless youth in Hennepin County and two that are specifically geared towards LGBTQ youth. Of the two programs for LGBTQ youth, the LGBT Host Home program started in 1997 connects LGBTQ homeless youth to host homes who identify as LGBTQ themselves or are welcoming to LGBTQ youth. The second host home program for LGBTQ youth is similar to the first; however, the lengths of stay for this program are from one week to three months, while the youth is connected to an RRH program. Essentially, the first host home program is a transitional living environment where a youth can stay for a long period of time while the second program operates like an emergency shelter or interim housing, in which youth are connected to the RRH program and a permanent unit is identified.



**Roommate Matching:** The last shared housing approach is matching homeless households up to live together. This can be facilitated through non-profit case managers pairing individuals who may have similar preferences and will get along together to share an apartment. Many times, this is being done with households who are in a Rapid Re-Housing program. It could also be done through the use of technology. For example, in San Diego, 211 San Diego has created an integrated data exchange where case managers working with homeless households who are interested in roommates can add a person's roommate preference and the technology matches them with another homeless individual with similar preferences who is interested in a roommate and searching for housing.

## Safe-Parking Programs

A large segment of the homeless population across Los Angeles County live in a vehicle. In 2017, there were 464 people living in either their car, RV, or van in the San Gabriel Valley on the night of the Point In Time Count. For many, living in a vehicle is the result of losing a job and then subsequent housing, and is a step that is taken before actually ending up on the streets. In most jurisdictions, sleeping in your vehicle overnight is prohibited and is hard to find a place for people to park overnight. Because of this people end up with parking tickets that they are not able to pay, inability to keep up with vehicle registration, and eventually will end up homeless on the streets.

Safe Parking Programs offer a solution to those households living in vehicles and provide a safe place for people to park at night while providing access to basic services such as restrooms and now in many cases social services to assist people with getting back into their own home. There are a handful of successful models in Southern California include one of the original programs in Santa Barbara, a few in San Diego, and in the City of Los Angeles. Most of these programs are operated by a non-profit who partners with a private entity such as a church who owns a parking lot that is unused at night. Recently in Los Angeles, the Veterans Affairs Department (VA) announced it was going to be opening a safe parking program on the West LA VA Campus. Below are some case studies of various safe parking programs across Southern California:

### **Santa Barbara, CA – New Beginnings Counseling Center**

<https://sbnbcc.org/safe-parking/>

The safe parking program in Santa Barbara was one of the original safe parking programs in the country. It provided over 100 parking spots every night using around 20 lots with an annual operating budget of about \$270,000 which is funded by the City of Santa Barbara.<sup>17</sup> The following description is from the non-profit's website that operates the program. The program also offers a comprehensive manual for communities who are interested in starting a program for \$150 on their website.<sup>18</sup>

“New Beginnings’ Safe Parking Program provides case management and outreach to the homeless and safe overnight parking to individuals and families living in their vehicles. New Beginnings has operated the Safe Parking Program since 2004 in cooperation with numerous local churches, governmental and non-profit agencies and businesses. We

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<sup>17</sup> <http://www.latimes.com/californialocal/la-me-homeless-safe-parking-20160504-story.html>

<sup>18</sup> <https://sbnbcc.org/safe-parking/>

provide confidential, daily-monitored parking places for those who are living in their vehicles because they do not have sufficient income to provide for their basic need of affordable housing.

“In addition to operating 133 safe overnight parking spaces, the Safe Parking program connects the chronically homeless to shelters and services that will get them off the streets and into safer environments. Program staff distribute more than 450 pounds of food each month and offer a rapid re-housing component that provides case management to transition program participants into permanent housing and employment.

Through the program, New Beginnings offers job tutoring, resume preparation and facilitates outside agency connections as needed to help participants gain employment or obtain government benefits. On a case-by-case basis, New Beginnings will write grants on behalf of clients to help them obtain cash assistance to pay for medical and dental expenses, and other costly, but life-changing assistance. Current proof of valid driver’s license, vehicle registration and insurance is required.”

### **San Diego, CA – Dreams For Change**

<http://www.dreamsforchange.org/the-safe-parking-program/>

The non-profit Dreams for Change operates two sites for its Safe Parking Program in San Diego providing a space for 70 vehicles each night. One site is on a church-owned lot while the other site is in the lot of a non-profit social services agency. The estimated annual program budget to operate both sites is \$87,000. The program is very similar to an actual shelter program in that once people are in the programs their spot is reserved for them the following night and staff members are there to work with them on finding a stable place to live. The following provides more detailed information regarding the type of services offered at the sites as well as the program eligibility and criteria for entry:

The Safe Parking Program includes the following services:

- *Emergency Needs Assessment:* participants receive basic needs to include blankets, bottle water, canned food, toiletries, clothing and other items.
- *Workforce Development:* case managers work with participants in creating resumes, practicing interviewing skills and obtain job leads.
- *Resource Development:* participants are screened for potential eligibility for public benefits focusing on completing benefits and shelter applications.
- *Individual Financial Counseling:* participants meet with their case manager to review individual credit reports and budgets, instructions and tools to repair their credit reports, review/completion of current and past year’s taxes.
- *Community Building:* the parking lot serves as a place for children to complete their homework, develop friendships and play, and for individuals to share their stories, develop friendships and provide each other support.

Applicants must meet the following eligibility criteria for a temporary parking space:

1. Applicant must be clean and sober a minimum of 24 hours prior to registering for program. There is a zero tolerance for alcohol, drugs and/or violence.

2. All clients will complete long-term transitional shelter program application as applicable.
  - a. Participants must be willing to and agree to moving from their vehicle to more stable housing (permanent or transitional)
  - b. If participants do not seek permanent shelter, they will not be allowed to stay in the parking lot
3. All participants will be required to complete an intake/assessment to assist family advocates with the determination of benefits.
4. Families and individuals must agree to participate in developing and following a transition plan with the family advocates.
5. Applicants must be willing to work towards transition.
6. Participants must be willing to follow Parking Lot rules and will sign acknowledgement of these rules and their responsibilities towards the program.
7. Proof of relationship must be provided for all minors.
8. Participants cannot have a criminal conviction of a violent crime, sex offense or crime against a child.

### **City of Los Angeles: Safe Parking LA**

Currently within the City of Los Angeles there are three Safe Parking lots that are serving homeless households living in their vehicles. Two lots are operated by the non-profit Safe Parking LA (<https://www.safeparkingla.org/>) and the other which is only open to families with children is operated by LAHSA. Safe Parking LA operates two parking areas in Korea Town, and the other one, which is only for Veterans, is on the Department of Veteran Affairs West Los Angeles campus. The lots are using both public lots, such as the VA lot, and private lots, for example through churches. The hours of operation are from 6pm – 6:30am seven days a week and all clients are screened as part of an application process. The lots include access to basic needs such as restrooms and now the sites are starting to provide case management and other services. At the LAHSA site, the CES lead in SPA 6 operates it and is using Measure H funding through CES to provide the case management. According to the Safe Parking LA Executive Director, the Korea Town lot has been funded through grants from two of the Board of Supervisor’s offices. Safe Parking LA at this time only operates lots within the City of Los Angeles but has been asked by communities outside of the City to discuss the potential of doing lots in other areas.

## **Data-Driven Decision Making**

Using data to inform decision making is a best practice in any field, including addressing homelessness. In recent years there has been much more focus and emphasis with using data to drive planning and policy decisions when addressing homelessness. Much of this shift is a result of HUD’s System Performance Measures which now shape how the homeless system and individual programs providing homeless assistance are measured. It is important to understand how HUD is now measuring homeless system performance as it impacts local communities. Historically, HUD has required communities, specifically CoC’s<sup>19</sup>, to measure their effectiveness

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<sup>19</sup> The Los Angeles CoC includes the City and County of LA except for the cities of Pasadena, Glendale, and Long Beach.

at ending homelessness through monitoring individual projects providing homeless assistance. Although addressing how certain projects are fairing, this method does not provide insight to how the community as a whole is performing. Recently HUD shifted its requirements and placed increased emphasis on measuring communities as comprehensive and coordinated systems providing homeless assistance rather than focusing on individual projects.

The System Performance Measures include seven key outcomes that will be used to measure each CoC's performance as a system achieving the goal of ending homelessness. HUD will still require communities to measure the performance of individual projects but has stated publicly that it is placing greater focus and attention on system performance. HUD will use the Homeless Management Information System (HMIS) as well as PIT Count data to collect information for the system measures. The seven System Performance Measures are:

1. Length of time persons remain homeless
2. The extent to which persons who exit homelessness to permanent housing destinations return to homelessness
3. Number of homeless persons
4. Jobs and income growth for homeless persons in CoC Program-funded projects
5. Number of persons who become homeless for the first time;
6. Homelessness prevention and housing placement of persons defined by Category 3 of HUD's homeless definition in CoC Program-funded projects
7. Successful housing placement

Although HUD is moving to a more holistic approach of looking at how entire communities are performing with addressing homelessness it still looks at individual projects for CoC NOFA applications. Using HMIS, HUD annually requires housing projects, including Rapid Re-Housing (RRH), Transitional Housing, Safe Havens, and Permanent Supportive Housing (PSH) programs, to be evaluated using three specific performance measures in the Annual Performance Report (APR):

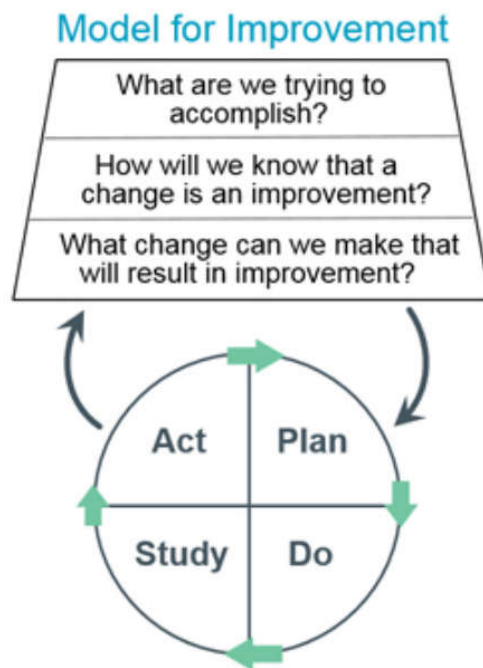
1. Housing Stability
2. Increase Income From All Sources
3. Increase Earned Income (Employment)

These measures are evaluated differently depending on the housing intervention or "project type" being evaluated. PSH and RRH programs are considered permanent housing project types compared to Transitional Housing, which still considers clients as homeless.

When considering how to go about using data to drive decision making, it is important to understand what data is out there on homeless systems especially in Los Angeles County. Mostly everyone is familiar with the annual PIT Count which measures how many people were experiencing homelessness on a given night and includes some data on the characteristics of people during the PIT Count. Other sources include the Housing Inventory Count (HIC) which is a HUD mandated activity for all CoC's across the country that similar to the PIT Count which measures number of people on a given night, the HIC measures the number of homeless dedicated housing beds/units on a given night. The HIC includes all homeless dedicated housing regardless of funding sources and includes emergency shelter beds, Safe Haven beds, transitional housing, RRH, and PSH. The HIC for the LA CoC is on LAHSA's website. Also

LAHSA is in the midst of redesigning a set of homeless dashboards that will be publicly available for use. The current set of dashboards is mostly made up of the PIT data but LAHSA has some dashboards on the performance of programs in the region and some are broken down at the SPA level.<sup>20</sup>

Lastly there are a few tangible things that jurisdictions can think about doing for using data to drive decision making. Basically entities need to be regularly reviewing any performance data from relevant sources whether it is just programs that the city funds, then discussing the data and determining what are the implications, and then considering changes that could improve performance. Activities such as this are considered part of an ongoing process improvement strategy. There are several process improvement frameworks such as the Plan Do Study Act (PDSA) model. Below is a PDSA model from the Institute for Healthcare Improvement:<sup>21</sup>



The PDSA model could be used for individual programs as well as large systems as the model is adaptable to any activity. The model starts with the planning phase where entities need to consider what are their goals, what are they going to do to achieve those goals, and how are they going to measure their performance. The second phase is implementation and doing the activities that were set out to be accomplished. The third phase is studying and evaluating what happened. This would include analyzing all available data both quantitative and qualitative. This phase should identify what was done well and what needs to be improved upon. The final phase is interpreting the analysis into tangible policy and program changes and moving forward with implementing those changes. At that phase then the cycle continues ongoing. The PDSA cycle could vary in length of time to complete and complexity, however regardless of these things the key is that entities are always engaged in continuous process improvement.

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<sup>20</sup> <https://www.lahsa.org/dashboards>

<sup>21</sup> <http://www.ihl.org/resources/Pages/HowtoImprove/default.aspx>

Lastly there has been a significant effort in the last several years in homeless services to only fund activities that are demonstrating results with achieving outcomes. HUD has been a leader with their CoC NOFA process and is focused on only funding programs that can demonstrate that they have been successful in meeting or exceeding performance expectations. In addition to HUD and public funders, the private sector including philanthropic foundations are now too increasingly only funding efforts that are having success. With this shift there have been a handful of new models emerge such as Pay For Success (PFS) initiatives where a private investor might put up the initial capital to fund an intervention to address a social problem such as homelessness and enter into an agreement with a government entity to actually repay the investment with interest if agreed upon outcomes are met. Many times this model involves an investor, a non-profit that provides the intervention, an objective evaluator, and a government entity. Communities such as Santa Clara County and Salt Lake City have current PFS efforts involving homelessness.

Although along the same lines as PFS, some government entities are moving to Pay For Performance contracts or Performance-Based contracting. This entails a government entity entering into a contract with a non-profit to provide an intervention but only paying if outcomes are achieved. It could also entail paying for the intervention but then providing incentive payments if outcomes are exceeded. For example in 2015, the Seattle Mayor's Office, the City of Seattle Human Services Department, and five services providers began a pilot to focus all city contracts related to homelessness on performance, specifically permanent housing placements and stability in housing.<sup>22</sup> The pilot included two main components: 1) consolidating contracts and 2) implementing results-driven contracting. The City's Human Services Department worked to combine existing contracts to reduce the administrative burden on the City and providers to encourage more time for evaluating performance. To implement results-driven contracting the City created an effective reliable system to track performance data, specified performance targets, provided payments for complete and timely data entry, and engaged the City and the providers in collectively reviewing data on a regular basis. For this pilot, the City wanted to ensure sound data quality so they tied payments as a cost-reimbursement that would be withheld if the provider did not meet the agreed upon targets. The City of Seattle has now included performance-based contracting in all contracts and has aligned metrics with King County and United Way Homeless Services contracts.<sup>23</sup>

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<sup>22</sup> Azemati, Hanna and Grover-Roybal, Christina (2016) Shaking Up the Routine: How Seattle is Implementing Results-Driven Contracting Practices to Improve Outcomes for People Experiencing Homelessness; Harvard Kennedy School Government Performance Lab

<sup>23</sup> <http://www.seattle.gov/humanservices/about-us/initiatives/addressing-homelessness>

## Appendix I: Overview of Select Policies

Homelessness is a pervasive problem in cities in Los Angeles County and across the San Gabriel Valley. Cities are struggling with dramatic increases in homelessness. In Los Angeles County, that number increased almost 40% in the last three years.<sup>24</sup> In the City of West Covina in particular, there was a dramatic increase in homelessness in the last two years, more than tripling from 49 officially counted individuals in 2016 to 277 in 2018.<sup>25</sup> Of those individuals experiencing homelessness in West Covina, 100% of are unsheltered; meaning they live in tents, makeshift shelters, on the streets, or in a car, RV, or other vehicle.<sup>26</sup> Living outside or in a place not meant for human habitation can exacerbate both chronic and acute health problems, separate individuals from their families, medical providers, work, school, and social supports, and be both isolating and dangerous. Once someone loses their housing, it can trap them in a cycle that can be difficult to exit.

The visibility of homelessness is concerning for citizens, as well as being costly for cities and communities to try to address. Increasing rates of homelessness can strain social and community services budgets, emergency shelters, outreach teams, law enforcement, and public health resources. Residents may be concerned about noise, safety, environmental impacts, aesthetics, or property values near encampments or shelters or in public spaces where homeless individuals may gather.

People may become homeless for a variety of reasons. A combination of rising rents and stagnating wages can put stable, affordable housing out of reach for many individuals and families. For those experiencing economic insecurity or hardship, a medical emergency, job loss, or other unexpected life events can result in the loss of one's housing. Some may leave their homes due to domestic violence, abuse, or other safety reasons. It can be difficult for anyone to rebound from a bout of homelessness, but it can be especially difficult for people with disabilities, serious mental illness, or chronic health problems.

Given the scope and complexity of increasing homelessness in southern California, it can be difficult for individual cities to craft appropriate policies and strategies that address the myriad needs of people experiencing homelessness. However, it is essential to have strategies in place so that issues can be addressed in a timely, efficient, cost effective, and productive way. Short-term solutions, such as clearing encampments or arresting homeless individuals for quality-of-life offenses, can be costly and controversial while not addressing root causes or long-term needs of people experiencing homelessness.

The homelessness crisis can feel overwhelming, but having consistent public policies in place can help communities to address local, immediate issues with long-term strategic solutions.

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<sup>24</sup> Los Angeles County Homeless Services Authority. 2015 and 2016 Greater Los Angeles County Homeless Count Results.

<sup>25</sup> This is preliminary number distributed by LAHSA prior to releasing official city-level data from the 2018 Homeless Count. As of the current draft of this document the number remains tentative.

<sup>26</sup> Los Angeles County Homeless Services Authority. 2016 and 2017 Count by City/Community: West Covina.



## **Community Response to Homelessness**

A coordinated system of services and housing interventions, that treats homelessness as a crisis and responds with urgency, is critical to making an impact on the issue. That system should include several key components, including a Coordinated Entry System (CES), outreach and engagement, emergency housing and services, and a supply of permanent housing and supportive services. Each of these is important to have in place and have clear policies on when and how each should be used.

### **Sample Policies**

Several cities and communities have comprehensive policies in place to address homelessness locally. One such community in southern California is the City of San Diego. The City's [Comprehensive Policy on Homelessness](#) is in effect as of May, 2018, and includes several elements that can help other communities guide the development of their own policies.

### ***Values***

Public policies should reflect the interests and well-being of a community and its residents, balanced with practical concerns such as cost and resources. Fundamentally, describing a 'values' or 'purpose' statement can set the criteria by which policy elements are decided. Examples may include:

- Homelessness is solvable.
- Practices and policies should be based on evidence-based interventions.
- Accountability is important and periodic progress updates should be publicly shared.
- All residents deserve to be treated with respect and dignity.
- Consistency in policies and implementation is important.

### ***Leadership and Collaboration***

Addressing homelessness is not the responsibility of any one person or organization. The Mayor, City Council, local business leaders, health care professionals, service providers, law enforcement, non-profit leaders, faith-based organizations, and people who are or were formerly homeless all have a voice and an important role to play in crafting and implementing policies. Actions that stakeholders can take include:

- Creating an inter-departmental and cross-sector committee that meets regularly.
- Designating a main point-of-contact for homelessness-related issues at each participating agency, including clearly defined roles and responsibilities for that person.
- Critically reviewing available funding and, wherever possible, aligning funding to close gaps, reduce duplication of services, and create efficiencies.
- Being transparent with the public via meetings, reports, media, and other outputs.

### ***Monitoring and Evaluation***

The effectiveness of policies cannot be known without monitoring and evaluating progress against clearly defined goals. Desired outcomes for policies should be specific, easy to measure, and realistic. Policy makers and the community should be able to tell whether or not a policy is successful. Strategies to achieve this can include:

- Setting clear, unified, agreed upon goals and designating responsibility for each.



- Defining desired outputs and outcomes for different policies and programs.
- Establishing a timeline on which policies will be evaluated.
- Hiring an independent evaluation partner, such as an academic institution or research firm.

### ***Program Components***

As mentioned above, there are several key components that every homeless services system should have in place. People may become homeless for a variety of reasons, and can have varying and diverse needs that should be addressed in order to have them return to stable housing. Some families or individuals may easily return to stable housing with limited financial assistance or temporary bridge housing. Others may have chronic disabilities that make it nearly impossible to live without comprehensive wraparound services. Necessary programming includes:

- Outreach and Coordinated Entry,
- Homelessness Prevention and Diversion,
- Crisis services, emergency shelter, and temporary, transitional, or “bridge” housing,
- Housing interventions including Rapid Re-Housing and Permanent Supportive Housing,
- Data tracking and program evaluation,
- Staff training and capacity building opportunities.

## Appendix J: Sample Zoning and Value Capture Strategies

Value capture and Incentive Zoning strategies have the potential to generate funding to support the preservation of new and existing affordable housing units. Below is a best practices overview of relevant strategies for review and consideration.

### I. Incentive Zoning

#### A. Housing Overlay Zones

Housing Overlay zones are areas where residential zoning “lays over” the existing zoning, and where incentives are provided to encourage the development of affordable housing. In this way, a jurisdiction can increase land available for housing development without going through the process of rezoning through a lengthy amendment of its general plan. A Housing Overlay Zone includes four key aspects: (1) A geographic area (the zone); (2) a threshold requirement – the number of affordable units needed in order for the project to trigger incentives; (3) Incentives for qualifying projects; and, (4) list of exemptions from discretionary project-level approvals.

#### B. Density Bonus and allowance of additional FAR

Local governments may further incentivize affordable housing development by offering additional density bonus to projects that meet certain requirements, such as an increased number of affordable units, or deeper levels of affordability.

The City of West Covina allows an increase in density to developers who set aside at least 20% of their project to very-low- and low-income persons. The City also provides at least one financial incentive and at least one development incentive.

#### C. Inclusionary Zoning and Inclusionary Housing Bonus

Jurisdictions with Inclusionary Zoning require that developers either provide for affordable housing through an in lieu fee, or set aside a certain percentage of units at affordable rates. Legislation passed last year reaffirmed that Inclusionary Zoning policies may be applied to not only for sale but also rental developments.

Inclusionary Housing Bonuses allow developers that are affected by inclusionary zoning requirements to receive an additional density bonus. Jurisdictions can use this as a “carrot” by offering it only to developers that include onsite affordable units. This scenario is much preferred to the payment of in lieu fees, which tend to be set so low that they fall short of the construction costs of the units that would otherwise be built.

#### D. Affordable Housing Density Bonus Program

Jurisdictions may incentivize the development of affordable housing even if they do not have inclusionary zoning. In this case, the Density Bonus would be applied in the same manner as with inclusionary zoning, based on a predetermined threshold of affordable units.

#### E. Waiver of Developer Impact Fees or Parking Ratio Requirements

Certain types of developments, such as affordable housing and housing built within TOD, can be incentivized through the waiver of DIF or an additional reduction of parking requirements.

### II. Value Capture Programs

## **A. Special Assessment Districts**

An Assessment District is a specific geographic area in which property owners have agreed, by vote, to be assessed annually in order to finance “special benefits.” Generally speaking, a special benefit is anything above and beyond what is already provided by the local government, which provides “general benefits.” Assessments finance improvements and development to the area, and any such improvements or developments must be for the “special benefit” of those that are assessed. Below are three examples of Special Assessment Districts:

### **i. MAD: Maintenance Assessment District**

Also known as “Landscape Maintenance Districts,” “Lighting and Landscape Maintenance Districts,” “Community Benefit Districts,” and “Enhanced Maintenance Assessment Districts,” MADs are formed by property owners wishing to finance landscaping and lighting. Typical MAD-financed projects include increased lighting; solar lights; and tree planting and trimming.

### **ii. BID: Business Improvement District**

BIDs are formed when business owners – not property owners - agree to assess themselves to finance special benefits to their area. Typical BID-financed projects include street banners; activities such as street fairs, farmers’ markets, restaurant tours, and holiday parties; funding a nonprofit to support the BID; street furniture (benches, seats); and marketing. The City of West Covina has over 3,000 businesses; there is potential for there to be a great amount of interest in forming BIDs.

### **iii. PBID: Property Based Improvement District**

PBIDs are formed by property owners, both commercial and residential. Typical PBID-financed projects include private security; increased trash pickup; tree trimming; water features and maintenance; power washing of sidewalks; and lighting.

## **B. Impact Fees**

### **i. Linkage Fees (Residential and Commercial)**

Linkage fees can be levied on both commercial projects and market rate residential projects, and the funds can be used to finance affordable housing. Before a linkage fee can be enacted, a nexus study must find a connection or link between commercial or residential development and the increased need for affordable housing.

In the case of a commercial linkage fee, a connection could be made between a retail development creating low-wage jobs and a need for additional housing that is affordable to low-income households. Market rate residential development that replaces NOAH (naturally occurring affordable housing) would similarly establish a nexus. In such cases, jurisdictions could either levy the fee, or require that the affordable housing be built onsite.

### **ii. Mitigation Fees**

Mitigation fees are focused on the environment, and can be levied on various types of development. The funds are used to finance methods of mitigation of negative environmental impacts, such as controlling pollution or preserving the environment.

The City of West Covina currently has several development impact fees: Traffic Congestion Relief; Park and Recreation Land Dedication; Sewer Connection Fee; Plumbing Fee; Electrical

Fee; Construction Tax; Art in Public Places Program; School Fees; and, Building Department Fees.<sup>27</sup>

### **C. Air Rights**

Property owners own the rights to the space above their properties. Jurisdiction that own buildings in areas that are zoned to allow for their vertical expansion could capture the value of those properties by selling “Air Rights.” In practice, the property owner would sell the right to build in the space above its building, and the purchaser would apply those rights to his or her new development.

AB 2208 (codified as California Government Code §65583.2) requires California cities and counties to include in its inventory of land suitable for residential development “Residentially zoned sites that are capable of being developed at a higher density, including the airspace above sites owned or leased by a city, county, or city and county.” California Government Code §65583.2(a)(3).

### **D. Exactions**

An exaction is a condition placed on the development of a parcel. The condition is a type of mitigation to remedy the negative impacts of the development. The Supreme Court has found that an exaction is only permissible when it shares an “essential nexus” with the reasons for which a permit to develop the project could be denied. It also found that there must be a “rough proportionality” between the exaction on the developer and the burden of the development on the public.

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<sup>27</sup> City of West Covina 2014-2021 Housing Element, p. 99

## Appendix K: Healthy Parks, Trails, and Riverbed Strategies

Cities across the West are struggling with an increase in unsheltered homelessness. In Los Angeles County that number increased almost 40% in the last three years.<sup>28</sup> As a result, many areas of the County have become havens for people sleeping outside. Lacking other options for shelter, these individuals often turn to tents and makeshift structures in public spaces, such as city parks, nature reserves, and riverbeds. In addition to being insecure for their inhabitants, these encampments are problematic because they strain public resources required to respond to safety concerns, clean up waste, and mitigate damage to sensitive environmental areas.

In recent years encampments in Southern California have figured prominently in homelessness policy-making due to their size, economic impact, and public health concerns. As the number of people experiencing homelessness in West Covina (City) rises over the years, it has seen a parallel increase in encampments. In just one example, a cluster of handmade shelters on the hillside behind the shopping center at Azusa Avenue and Amar Road were home to 20 to 30 people for several months during the spring of 2018. Managing and eventually abating this encampment involved staff from the West Covina Police Department (WCPD), as well as City contractors to perform the cleanup.

Other problems associated with homelessness in outdoor public spaces in the City include the cost of policing and abating encampments, which according to a recent cost analysis completed as part of the City's Homeless Plan, is over \$2 million. There are safety concerns as well, including crime and fires resulting from cooking stoves.

### **Encampments in West Covina**

An encampment refers to a makeshift shelter or sleeping area that is impermanent but in one place for a period of time sufficient to impact the surrounding area. In the City this tends to occur in urban areas, on public and private land, including city parks and parking lots.

"Hotspot" areas are ones where people who are homeless tend to congregate, usually because they are safe and secluded and/or close to services.

### **How the City Addresses Encampments**

The City relies primarily on its Homeless Outreach and Park Enforcement (HOPE) officer team to engage people experiencing homelessness, and, as such, this team is generally responsible for addressing encampments, sometimes with the assistance of public works and/or parks staff. Members of the HOPE team are trained specifically to work with this population to assist them in connecting with resources and to proactively prevent negative impacts to the individual or the surrounding community. The City's municipal code has long prohibited camping in city parks and similar areas, and provides for a system of warnings and administrative citations in order to discourage storage of personal property in public places. There is no one-size-fits-all way to address encampments. Officers have many tools to gain compliance and offer appropriate services to individuals, and due process concerns regarding removal and storage of personal property are addressed in officer training and practiced in the field.

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<sup>28</sup> Los Angeles County Homeless Services Authority. 2015 and 2016 Greater Los Angeles County Homeless Count Results.

## **Responding to Homelessness**

An effective system for reducing the number of encampments over time is effectively the same as a policy to reduce homelessness. A coordinated system of services and housing interventions, that treats homelessness as a crisis and responds with urgency, is critical to making an impact on the issue. That system should include several key components, including a Coordinated Entry System (CES), outreach and engagement, emergency housing and services, and a supply of permanent housing and supportive services. Each of these is important to have in place and understand how to use.

### ***Coordinated Entry***

Coordinated Entry is a strategy for standardizing the allotment of housing and services and prioritizing these for individuals with the highest level of need. The City currently has access to the regional CES, run by the Los Angeles Homeless Services Authority (LAHSA) Service Planning Area (SPA) 3 lead, Union Station Homeless Services (USHS), and their subcontractor, Volunteers of America Los Angeles (VOA).

Current City strategies related to CES:

- The City's forthcoming Plan to Combat and Prevent Homelessness (Plan) includes language on promoting the use of CES, including by increasing local access points.

Recommended additional strategies:

- N/A

### ***Outreach Services***

A comprehensive outreach strategy is one that effectively locates individuals experiencing homelessness wherever they are, assesses them, enters them into CES, and provides or links to emergency services and shelter as necessary. The City currently relies on its law enforcement to conduct outreach, which is generally geared toward mitigation or prevention of problem behavior and referrals. In addition, there are outreach teams serving the City from LAHSA, Los Angeles County, and regional service providers. A list of these outreach teams and their schedules is included in the Appendix.

Current City strategies related to outreach services:

- The Plan proposes aligning City-led outreach services with CES, accessing funding through the Los Angeles County Homeless Outreach Services Team (HOST) program, and participating in case conferencing with the regional CES lead agency.
- Identifying "hotspot" locations for engagement.
- The Homeless Assistance Liaison Officer (HALO) outreach team brings together regional partners, including the Los Angeles County Department of Mental Health, to engage people in the field and offer services and referrals.
- The City's Homeless Outreach and Park Enforcement (HOPE) team mitigates issues related to homelessness, including encampments.

- The City also dedicates officers to its Mental Evaluation Team (MET), which partners with the the Los Angeles County Department of Mental Health to address calls for service related to mental health crises.

Other recommended strategies the City could employ to enhance its outreach efforts include:

- Depending on the direction of future efforts, the City may wish to implement a protocol for data tracking local outreach efforts and comparing these to other regional efforts captured in LAHSA's HMIS database (see West Covina Participant Tracking Tool, Appendix N).

Also see USICH's [The Role of Outreach and Engagement in Ending Homelessness: Lessons Learned from SAMHSA's Expert Panel](#) for an overview of using outreach services to open pathways to housing.

### ***Emergency Shelter and Services***

People who are highly vulnerable, those fleeing domestic violence, and individuals experiencing homelessness in general, should have access to shelter. Rather than simply holding people until more housing becomes available, or they decide to move on, emergency shelter should be viewed as the first step in the process of getting a person into housing. SPA 3 currently has limited shelter options, and the City must be well-versed in the referral process for accessing beds, as well as services offered at those shelters.

Current City strategies related to emergency shelter:

- The City makes referrals through its outreach efforts, led by its law enforcement personnel.
- The Homeless Plan proposes developing regional partnerships to expand emergency shelter options for people experiencing homelessness in West Covina.

Recommended additional strategies:

- Consider facilitating a free/low-cost dumping site for RVs.
- Consider facilitating a safe camping zone for individuals leaving encampments (see Special Considerations for Encampments).
- Actively support the development of additional shelter beds, whether site-based or through vouchers, locally and throughout the region.

In addition, the [National Alliance to End Homelessness](#) and [OrgCode](#) have released guidelines on orienting emergency shelter toward identifying housing solutions.

### ***Permanent Housing and Supportive Services***

Permanent Housing includes Rapid Re-Housing (RRH) and Permanent Supportive Housing (PSH), and may also include other stable housing options such as safe reunification with a family member. This is the last step in addressing homelessness, and the most critical. As with emergency shelter, SPA 3 has a shortage of permanent housing options, which makes it essential for City staff to understand existing options thoroughly in order to take advantage of them whenever possible.

Current City strategies related to permanent housing:

- The City currently funds a RRH program. The Homeless Plan proposes a number of actions aimed at improving this program.

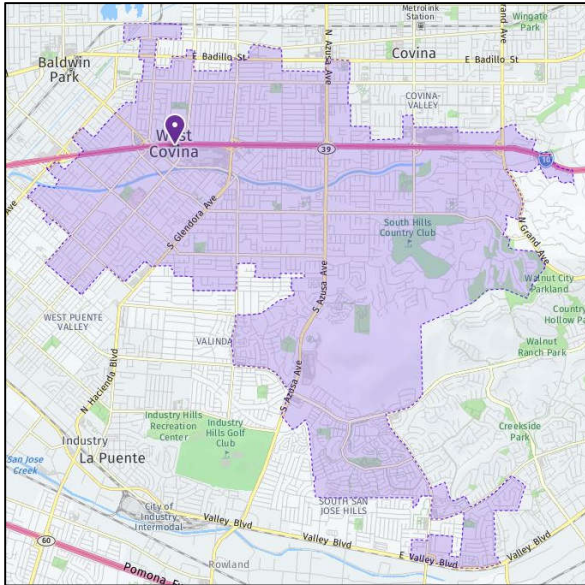
Recommended additional strategies:

- Actively support the development of additional permanent housing throughout the region.



## Appendix L: Transit Corridor Strategies

Homelessness in Southern California has surged in recent years, in large part due to rising housing costs and a constrained housing market. The Los Angeles Homeless Services Authority reported this month that the number of unsheltered individuals experiencing homelessness in West Covina (City)—those living in the street, in a vehicle, or some other place not meant for human inhabitation—increased 75% from 2017 to 2018, from 158 to 277 individuals.<sup>29</sup>



One immediate result of this increase is a proliferation of people living in public view, often clustered in groups of two or more, in semi-permanent encampments. In the City, this tends to occur in places with sanitation facilities, nearby consumer amenities (such as comfortable seating, air conditioning, and phone charging stations), as well as low-cost retail options. This often includes parks and urban spaces like parking lots. In addition, the City has seen a significant number of encampments along the Interstate 10 transit corridor (I-10), in particular at interchanges (on/off ramps), and in secluded spaces along the border between City- and state-owned land. A further concern is the use of City transit facilities, such as bus shelters, by individuals experiencing homelessness (even

though this same group does not appear to use the various bus and shuttle services to any great degree).<sup>30</sup>

Addressing homelessness in these areas requires coordination between the governing bodies controlling these areas, in this case the City and the California Department of Transportation (Caltrans), and the agencies that own and operate the services. Each group is attempting to manage and ultimately reduce homelessness in their respective area, and it is important that this work be complementary. For example, the City and Caltrans currently alert each other to encampments and assist with work to outreach homeless individuals and connect them to services and housing.

In addition, the City, Caltrans, and local and regional transit agencies should work to develop preventive strategies, since managing homelessness alone can be an enormous drain on resources. Based on a recent cost analysis conducted in conjunction with this Plan, West Covina spent over \$2 million in 2017-18 on issues related to homelessness, including abating encampments. Caltrans, meanwhile, reported that the amount of money the department spent cleaning up encampments along the California highway system in 2016-17 was \$10 million, a

<sup>29</sup> This is preliminary number distributed by LAHSA prior to releasing official city-level data from the 2018 Homeless Count. As of the current draft of this document the number remains tentative.

<sup>30</sup> Based on interviews with staff at Foothill Transit, operator of the City's bus service, and MV Transportation, which operates the Dial-a-Ride and specialty shuttle services in the City.

34% increase from the previous year.<sup>31</sup>

### **Opportunities to Work Together**

The City should consider how to best collaborate with local, regional and state-level transit agencies on the issue of homelessness. One approach would be to work through the San Gabriel Council of Governments (SGVCOG) or County to organize subregional efforts with neighboring cities. For example, a subregional cohort could approach Caltrans and request information on their plan to address homelessness along the I-10 corridor throughout the San Gabriel Valley.

In addition, the City may wish to consider working with Foothill Transit to better understand the full impact of homelessness on the City bus service. Officials with the agency maintain that they are unaware of any significant impact on transit costumers<sup>32</sup> but caution that there is little data to support a claim either way. Considering the vital service that Foothill Transit (and MV Transportation) provide for the City, there may also be value in including both agencies in the Goals and Actions detailed in this Plan, in particular Action 3b, which calls for improved coordination between the City and other key stakeholders.

Other potential strategies that the City could propose in working with transit agencies to address the causes of homelessness include workforce development and the establishment of on-site services using transit agency-owned properties.

### ***Workforce Development***

Employment opportunities are key to the City's efforts to address homelessness, particularly with respect to its relatively new Rapid Re-Housing program. Transit agencies have the ability to employ low-income individuals and those experiencing homelessness, and have a clear interest in doing so if it supports their work to reduce homelessness. The City should consider ways to include Caltrans and the Metropolitan Transit Authority, along with local businesses, the Chamber of Commerce, and other stakeholders, in discussions about expanding workforce opportunities. This again may benefit from a subregional approach with neighboring cities.

### ***Developing Transit Agency-Owned Property***

Transit agencies can dedicate agency-owned land and property for shelters, service centers, and housing development. This should be done in partnership with cities, which are well-positioned to address public concerns related to health and safety.

Transit agencies in Los Angeles and Seattle have begun to respond to the severe housing shortages in those cities by making agency property available for affordable housing development. Meanwhile, a recent report by the transportation policy organization Circulate San Diego offers a model for identifying underutilized transit agency land for development. The report found that in San Diego this type of land could be used to develop over 3,000 units of affordable

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<sup>31</sup> California Department of Transportation. Mile Marker. "Cost to Clean Up Homeless Camps Climbs." March 2018

<sup>32</sup> Based on 6/25/18 interview with staff at Foothill Transit

housing.<sup>33</sup> To the extent that San Gabriel Valley cities like West Covina lack appropriate land for development, this should be considered a potential resource.

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<sup>33</sup> Circulate San Diego. 2018. Real Opportunity: How San Diego's Metropolitan Transit System can transform empty parking lots into affordable homes. <http://www.circulatesd.org/realopportunity>.

## Appendix M: Cost Analysis

The City expends approximately \$4.86 million annually on challenges related to homelessness and on solutions aimed at preventing and ending homelessness. These numbers have been estimated based on budgeted contracts, equipment, as well as estimates of staff time addressing homelessness. Given that the population of those experiencing homelessness are often mobile and hidden, these numbers are as accurate as possible and are likely an under-representation of the City's annual commitments. While this analysis of costs to the City may be helpful to guide strategic decisions on City investments and future funding, it is pivotal for other City partners involved in addressing homelessness to make attempts to capture their fiscal costs in the community's response to mitigate homelessness. As the City continues to support the work to address homelessness at a regional and local level, it will need to continue reviewing its costs and continue to fund solutions.

The City cost analysis conducted during the drafting of this Homeless Plan is based on current estimates of costs incurred by City Departments. The following strategies may be implemented if the City of West Covina would like to conduct an advanced city cost analysis:

1. Request a designated point person at the City send details on future cost analysis efforts to all relevant City Directors and/or Managers to determine if their departments encounter any costs (budgeted or through general duties) related to homelessness. A template should be developed for ease of information.
2. Request City staff provide information on costs by project, activity, and geographic location.
3. Request costs be provided based on hard costs (contracts, equipment, etc.) versus staff costs responding to homelessness activities.
4. Staff time should be tracked for a period of time to closely monitor the number of hours spent on homelessness activities. This includes any fiscal billing for existing monthly contracts, legal review of contracts, processing of items related to homelessness, staff responding to clean City locations, police responding to homelessness concerns, etc. The City could identify staffing costs by using the Fully Burdened Hourly Rates by position.
5. For each City cost, the departments should report out on which funding stream is used to pay for the costs. This will help capture which funding sources are utilized most frequently to address homelessness and will help determine if funding can be leveraged or better aligned in the future.
6. The City can assess which locations and council districts are experiencing the most homelessness (as of January 2019) and discuss potential strategies within the current Plan to Prevent and Combat Homelessness that may be used to support that part of the community.
7. The City should track the time spent by staff to oversee and implement the Plan to Prevent and Combat Homelessness, including the staff time at any inter-departmental meetings.

8. Final numbers should be analyzed for potential budget adjustments in the future, as well as if a different department should be involved in responding to specific homelessness activities or a third-party.
9. It is also important to evaluate the effectiveness of the programs in which the City is investing and not simply identify the amount of money spent.

Department	Activity	FY 2017-18 Funding	Funding Source	FY 17-18 Budget	% of Budget
<b>ADMINISTRATION (CITY COUNCIL &amp; CITY MANAGER)</b>				<b>\$15,220,631</b>	<b>0%</b>
	Receives contacts from residents regarding homelessness, drafts ordinances, provides responses on social media	\$0	N/A		
<b>CITY CLERK</b>				<b>\$318,202</b>	<b>0%</b>
	None	\$0	N/A		
<b>FINANCE</b>				<b>\$7,606,339</b>	<b>0%</b>
	None	\$0	N/A		
<b>HUMAN RESOURCES</b>				<b>\$3,968,985</b>	<b>0%</b>
	None	\$0	N/A		
<b>PLANNING</b>				<b>\$674,911</b>	<b>0%</b>
	Land use for shelters	\$0	N/A		
<b>POLICE</b>				<b>\$32,367,448</b>	<b>6%</b>
	Watch commander for homeless complaints (4 lieutenants at 416 hrs/year, at \$90/hr)	\$149,760			
	Dispatcher responding to calls for service (833 hrs/yr)	\$74,970			
	Code Enforcement staffing (2 employees at 8 hrs/week, at \$90/hr)	\$74,880			
	Daily enforcement across patrol division; code enforcement also has daily interaction with homeless, residents and businesses related to illegal camping, dumping	\$1,500,000			
	Outreach and Referral	\$250,000	General Fund Housing Funds; Board of State and Community Corrections		
	<b>TOTAL</b>	<b>\$2,049,610</b>			
<b>FIRE</b>				<b>\$17,853,100</b>	<b>10%</b>
	Estimated costs of 5 FTEs responding to homelessness needs	\$922,450	General Fund		
	Receives calls regarding homeless in need of emergency medical services. Fire Engine Cost-\$500,000; Rescue Ambulance- \$300,000.	\$800,000	General Fund		
	<b>TOTAL</b>	<b>\$1,722,450</b>			
<b>PUBLIC WORKS</b>				<b>\$14,498,999</b>	<b>2%</b>
	Estimated staff costs (2 employees at \$15/hr for 1,560 hrs/year)	\$46,800			
	Constructing enclosures for 1st & 2nd Floors to eliminate security issues from individuals sleeping in stairways with access to City Hall	\$150,000			
	Contractor clearing encampment due to landscape/trash Haul	\$30,000	Special Funds General Fund or Landscape Maintenance District Funding		
	Bio Hazard Waste Clean-Up (1 incident per quarter)	\$20,000	General Fund or Landscape Maintenance District Funding		
	Use of dumpster	\$5,000	General Fund or Landscape Maintenance District Funding		
	<b>TOTAL</b>	<b>\$251,800</b>			
<b>COMMUNITY SERVICES AND COMMUNITY ECONOMIC DEVELOPMENT</b>				<b>\$6,867,842</b>	<b>12%</b>
	Estimated staffing time (25%) overseeing homelessness efforts	\$75,000			
	Rapid Rehousing	\$50,000	Housing Funds		
	Preservation and Repair	\$642,386	CDBG /Housing Funds		
	Shelter; Food Bank	\$8,522	CDBG /Housing Funds		
	Food Bank	\$8,522	CDBG /Housing Funds		
	Support Services	\$25,000	Housing Funds		
	Clothing	\$2,572	CDBG /Housing Funds		
	Food Bank; Referrals	\$6,719	CDBG /Housing Funds		
	Food Bank	\$8,914	CDBG /Housing Funds		
	Food Bank	\$11,525	CDBG /Housing Funds		
	<b>TOTAL</b>	<b>\$839,160 *</b>			
	<b>GRAND TOTAL</b>	<b>\$4,863,020</b>		<b>\$99,376,457</b>	<b>5%</b>

\*\$100,000 of Housing Funds included in this total were allocated in FY16-17

# Appendix N: Measurement Tools



Outcome	Data Required	Source	Jan	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	YTD	Monthly Goal	YTD Goal	
<b>Prioritize Persons from the Streets, Emergency Shelter, or Safe Havens</b>	Total Persons Served	0625HUD CaCAPR-020a1																
	Total served for whom Residence Prior to Project Entry equal or greater than 18 months for Human Habitation, ES, SH																	
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	(City goal)	(City goal)
<b>Increase or Maintain All Income</b>	Total served who were 18 or older	CaCAPR-036b																
	Total served whose income from any source increased or remained the same from entry to last month of reporting period or exit																	
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	(City goal)	(City goal)
<b>Increase or Maintain Earned Income</b>	Total served who were 18 or older	CaCAPR-036b																
	Total served whose earned income increased or remained the same from entry to last month of reporting period or exit																	
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	(City goal)	(City goal)
<b>Exits to Permanent Housing</b>	Total persons exiting during reporting period	CaCAPR-029a1																
	Total persons exiting to permanent housing destinations																	
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	(City goal)	(City goal)
Reporting Purpose Only	Data Required	Source	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	YTD			
<b>Total Households Served without Children</b>	Total #	CaCAPR-09																
<b>Total Households Served with Children</b>	Total #	CaCAPR-09																
<b>Total Adults Served</b>	Total #	CaCAPR-09																
<b>Total Children Served</b>	Total #	CaCAPR-09																
<b>Average Length of Stay</b>	Average Length for Losers	CaCAPR-027																
<b>Adults with No Condition</b>	Total #	CaCAPR-22a2 + 22b2																
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!
<b>Adults with 1 Condition</b>	Total #	CaCAPR-22a2 + 22b2																
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!
<b>Adults with 2 Conditions</b>	Total #	CaCAPR-22a2 + 22b2																
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!
<b>Adults with 3 or More Conditions</b>	Total #	CaCAPR-22a2 + 22b2																
	X		\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!	\$DIW0!



