



City of Long Beach
Working Together to Serve

Memorandum

Date: December 1, 2014

To: Patrick H. West, City Manager *T. M.*

From: Kelly Colopy, Director of Health and Human Services *KC*

For: Mayor and Members of the City Council

Subject: **2013-14 Homeless Services Advisory Committee Annual Report**

At the November 5, 2014 Homeless Services Advisory Committee (HSAC), the 2013-14 annual report was approved for distribution to the Mayor and City Council. Please forward the attached report.

Attachment

cc: Tom Modica, Assistant City Manager



CITY OF LONG BEACH

DEPARTMENT OF HEALTH AND HUMAN SERVICES

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November 5, 2014

HONORABLE MAYOR AND CITY COUNCIL
City of Long Beach, California

The Homeless Services Advisory Committee (HSAC) wishes to thank the Mayor and the City Council for their support while presenting updates and recommendations on strategies and accomplishments regarding homelessness in Long Beach. The HSAC also wishes to express thanks to the City Manager and his departments for their coordinated efforts to address these issues for the City of Long Beach.

FY 2013-14 Homeless Services Advisory Committee Recommendations

- 1) Continue the important advisory role of HSAC to promote ongoing communication with the City Council.
- 2) End veteran homelessness in Long Beach by December 2015.
- 3) Maintain active capacity building activities with regional collaborative initiatives to ensure shared responsibility and participatory solutions to address homelessness.
- 4) Continue to host the County funded SPA 8 Winter Shelter Program within the City of Long Beach for maximum local resource and impact.
- 5) Improve visibility of the initiatives and programs operated by the Homeless Services Division.
- 6) Encourage all members of City Council and Mayor's Office to participate in the January 22, 2015 Point in Time count to further inform and engage them on this issue.
- 7) Encourage the Mayor's Office to promote the Mayor's Fund, for both donations and use of the Fund to meet gaps in the Continuum of Care, with a minimum balance threshold of \$25,000.

Homeless Services Advisory Committee 2013-2014 Annual Report

History. The City of Long Beach (City) is a model for producing innovative programs and services that address homelessness. Convened by Mayor Ernie Kell in 1987, the Homeless Task Force recommended the creation of a Homeless Services Advisory Committee (HSAC), a Homeless Services Officer position, the Mayor's Fund for the Homeless, and the vision for a one-stop facility called the Multi-Service Center (MSC). Since that time, the City has implemented each of these recommendations, which are the backbone of the Long Beach Continuum of Care system.

The Task Force forged the way for an ongoing public-private partnership that remains strong to this day. During the 1990's, with the closure of the Navy Hospital, Naval Shipyard, Naval Station, and the Cabrillo and Savannah Naval Housing Complexes, the City strategically applied to "reuse" these sites for the benefit of the local economy. As a part of the Federal Base Realignment and Closure Act of 1990, the City was obligated to meet a federal requirement to provide a homeless resource/conveyance. Through this federal process, the Carson Towne Center and the Port of Long Beach Middle Harbor acreage were negotiated along with the conveyance of the port-owned MSC and the 26-acre Villages at Cabrillo sites.

Mayor's Fund. Created by City Ordinance in 1990, the Mayor's Fund generates community donations via an annual mail solicitation envelope included in the City of Long Beach utility bill during the month of November. The reach of this campaign has diminished over the years due to the advent of online bill paying and the large number of residents who live in apartment housing and therefore do not receive a utility bill from the City. This passive campaign yields approximately \$20,000 per year in community donations. Allocations of the Mayor's Fund are made via a recommendation from HSAC to the City Council to address a specific need/gap in service delivery to the homeless population in Long Beach. With a 2013 Mayor's Fund allocation, Catholic Charities' Homeward Bound Program reconnected 40 homeless persons to family and other linkages to housing, employment and support networks. In 2014, an allocation was approved for Mental Health America of Los Angeles' Downtown Homeless Connections Project to improve outreach and engagement, permanent housing support, and remove housing barriers for chronically homeless individuals. The current balance in the Mayor's Fund is approximately \$88,200. Mayor Foster had established a minimum balance threshold of \$70,000 to remain in the fund for interest accrual. HSAC membership agrees that the threshold minimum balance is not by ordinance and should be reduced to \$25,000 to allow resources donated by the public to be utilized to address the many unmet needs in the City. Furthermore, HSAC encourages the Mayor's office to engage in a public outreach campaign to increase donations that will promote the increased effectiveness of this resource to meet the gaps in the Continuum of Care system.

Scope of Homelessness. Since 2003, the City's Department of Health and Human Services, Homeless Services Division (HSD) has conducted a Point-in-Time (PIT) count every two years. Required by HUD, a PIT count is a biennial count of sheltered and unsheltered homeless persons in Long Beach. The count process involves two distinct activities: a service-based count and a street count. The service-based count is achieved by gathering data from emergency shelters, transitional housing programs and

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permanent supportive housing programs within Long Beach. In the street count, the City of Long Beach is divided into 47 GIS mapped segments that are canvassed by community volunteers and CoC staff who interview and count unsheltered homeless individuals and families.

The chart below presents summary results of this count over the 10 year period. Attachment A, entitled "Biennial Homeless Count Comparison."

2003 – 2013 Biennial Long Beach Homeless Count Results
Total Individuals-Street and Shelter Counts

2003	2005	2007	2009	2011	2013
5,845	4,475	3,469	3,482	3,852	3,533

The next Point in Time Count is scheduled for Thursday, January 22, 2015. Constituents from all sectors of the City are encouraged to participate, in an effort to learn about available resources, engage the homeless population, encourage volunteerism and bring our community together on an issue that impacts us all. Attachment B, "2015 Everyone Counts Flyer."

Funding. Annually, the Homeless Services Division administers approximately \$9.2 million in federal, local, and private funding, primarily from competitive grant sources. Since 1995, the City Council has approved the annual application for Continuum of Care (CoC) competitive funding from the U.S. Department of Housing and Urban Development (HUD). Currently, this program coordinates almost seven million in federal funding each year, in conjunction with 12 nonprofit agencies conducting street outreach, coordinated entry and assessment, supportive services, transitional and permanent supportive housing. Other sources of funding to address homelessness in Long Beach include: Veterans Affairs Supportive Housing (VASH), Supportive Services for Veteran Families (SSVF), Proposition 63 Mental Health Services Act (MHSA), Emergency Solutions Grant (ESG), Emergency Food and Shelter Program (EFSP-FEMA), Homeless Veterans Initiative, Coordinated Entry System (CES-SPA 8), Homeless Family Solutions System (HFSS – SPA 8), and the Gateway Cities Council of Governments (SPA 7), Hilton Foundation Downtown Homeless Connections Program. The ultimate goal of all these programs is to assist households that are currently experiencing homelessness, or in some cases persons at-risk for homelessness, to achieve greater self-sufficiency and housing stability. Attachment C entitled Long Beach Continuum of Care Program Summary.

Program Name	Funding Source	Annual Amount
Continuum of Care	Federal - HUD	\$6,985,304
Emergency Solutions Grant	Federal – HUD (DS)	492,796
HOME Move in Deposits	Federal – HUD (DS)	210,500
CDBG Public Service/Admin	Federal – HUD (DS)	50,000

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Homeless Vets Initiative	LA County – HPI funds	450,000
Council of Governments	LA County – HPI funds	185,000
Council of Governments - CES	LA County – HPI funds	40,000
Downtown Connections Initiative	Hilton Foundation	80,000
Program Name (<i>continued</i>)	Funding Source	Annual Amount
Emergency Food and Shelter Program – Motel Vouchers only	Federal - FEMA	14,000
Multi Service Center Operations	City General Fund	748,000
	Total:	\$9,255,600

(DS) Development Services Department allocates these funds to support the CoC activities as part of the City of Long Beach Consolidated Plan.

Unified Funding Agency. During the 2013 Continuum of Care grant competition, the City of Long Beach, lead by the City Health Department, Homeless Services Division, received its inaugural designation as a Unified Funding Agency (UFA). Long Beach and Columbus, Ohio are the only two CoC’s to have received this status, amongst the 410 CoCs nationwide. To achieve UFA designation, a CoC lead agency must demonstrate significant capacity to meet HUD and Office and Management and Budget (OMB) requirements for the monitoring, performance, and financial management of subrecipient agencies. The HSD conducts programmatic and fiscal monitoring of funded agencies to ensure efficiency, accountability and performance outcomes are met.

Hearth Act and UFA requirements: The Long Beach CoC has been evolving in its structure to meet the new regulatory requirements of the HEARTH Act, signed into law in 2009, implemented in 2012, respectively. In addition, the Long Beach CoC also engages the broad base of local community stakeholders (funded and non-funded partners) in decision making processes impacting the entire CoC through the General Membership, CoC Board, HSAC, and ultimately the City Council. This new governance structure allows the HSAC to work with a broader group of stakeholders who represent the interests of service providers and sub-populations, to address planning and implementation strategies as a CoC. The main emphasis of HEARTH Act implementation has been on the following key components:

- CoC Board elected in November 2013, aligned the Governance Structure to include both HSAC and the City Council, expanding the General Membership to include broad/diverse stakeholders,
- Centralized Intake and Assessment at the Multi-Service Center, aligned with the Regional work of CES, HFSS and COG initiatives.
- HMIS Data Quality and Performance Measurement/Management
- UFA Policies and Procedures, Compliance and Monitoring practices

- Performance Based Contracting and Targeting of resources to meet critical needs in Long Beach Community.

With the additional responsibility and authority as the UFA, the Long Beach CoC will continue to be a national model for other CoC jurisdictions, particularly with regard to CoC administration, system wide coordination of programs and services, and diversity of partnerships to elevate our effectiveness with some of our hardest to reach populations.

CoC performance on National HUD Objectives:

	2010	2011	2012	2013
Participants remain in Permanent Housing for 6 Months	86%	80%	87%	89%
Participants moving from Transitional to Permanent Housing	65%	61%	64%	67%
Percentage of Participants with employment income at exit	21%	17%	16%	16%

Total Beds in the CoC system:

328 Emergency Shelter Beds
620 Transitional Housing Units
996 Permanent Supportive Housing

In 2013, the Long Beach CoC served 5,344 unduplicated persons.

Multi-Service Center Modernization. The MSC serves as the centralized entry point for homeless services in Long Beach. In operation since 1999, the MSC houses a mixture of co-located public and private social service agencies that provide critical resources and housing linkages to Long Beach residents experiencing homelessness. On average, the MSC serves 2,000 contacts per month and 26,000 per year. See Attachment D, entitled "Long Beach Continuum of Care Flow Chart."

Los Angeles County Supervisor Don Knabe granted a \$2 million dollar Capital Improvement Funding from the County Homeless Prevention Initiative (HPI) funds for the MSC Modernization project in 2008. The planning for this project was delayed by environmental discussions for the Port Rail B Expansion project and the potential expansion of the 710 Freeway projects. The Port, which owns the 14,000 sq. footage of two contiguous industrial buildings at 1301 West 12th Street, approved the project at its current site. The construction is led by the City Department of Public Works, was started in March of 2014 and is slated to be completed in the Fall 2014. The coordinated service delivery model, one stop shop has been operating in a decentralized coordinated effort out of three satellite sites, the Long Beach Rescue Mission, the Catholic Charities and Mental Health America Village programs. Once completed, the MSC modernization will allow for a vastly improved floor plan to enhance collaboration, medical services, while improving the overall safety features of the center.

Ending Veteran Homelessness in Long Beach. In 2010, *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness* set a bold goal to end Veteran homelessness in the United States before the end of 2015. The City of Long Beach is poised to join the growing list of communities that have ended Veteran homelessness. In 2009, Supervisor Knabe office provided an investment of \$500,000 per year for the Homeless Veterans Initiative (HVI). The HVI program has been instrumental in leading the efforts in reducing veteran homelessness in Long Beach. Some notable accomplishments include: 629 veterans placed in permanent housing, provided 156 veterans with employment assistance, and reduced or eliminated over \$7.8 million in child support arrears. The Long Beach homeless count identified, between 2009 and 2013, the number of Veterans without shelter decreased 28%, from 228 to 164. New and innovative strategies will be incorporated in the upcoming homeless count to reach zero in 2015.

The federal investment in solutions to end veteran homelessness has been unprecedented. The US Department of Veterans Affairs (VA) and HUD are determined to meet that challenge through an unprecedented commitment to those who served our nation but lack safe, secure housing. This includes the Mayor's Challenge to End Veteran Homelessness, a June 2014 call to action by First Lady Michelle Obama for cities to make a commitment to ending Veteran homelessness in 2015. HUD and the VA have also allocated significant resources, including the HUD-Veterans Affairs Supportive Housing (HUD-VASH) Program and the Supportive Services for Veterans and their Families (SSVF) program, to help communities across the nation end veteran homelessness.

- The City was recently notified by HUD and the VA that it will be a recipient an award under the HUD-Veterans Affairs Supportive Housing (HUD-VASH) Program, which combines rental assistance from HUD with case management and clinical services provided by VA. The Department of Health and Human Services (DHHS) will receive an additional 75 project-based VASH vouchers for Anchor Place, a Century Villages at Cabrillo Project. These project-based vouchers will supplement the 485 VASH vouchers currently allocated to the Long Beach Housing Authority.
- In 2014, the Long Beach CoC jurisdiction received \$6 million in Supportive Services for Veterans and their Families (SSVF) funding, which will provide homeless prevention and short-term rental assistance to Veterans in need. This SSVF allocation will be administered by the United States Veterans Initiative, who currently provides supportive services to the over 500 veterans housed at the Villages at Cabrillo on any given night.

These combined investments and collaboration between the Long Beach CoC funded agencies, Long Beach Housing Authority and the Long Beach Veterans Administration create an ideal scenario for ending veteran homelessness in Long Beach by end of 2015!

Chronic Homelessness: The biennial homeless counts within Long Beach remain static, with approximately 1,100 homeless people that have been homeless for more than a year, or four times in a three year period, while also having a disabling condition.

Chronic homelessness is a top priority for HUD in the annual CoC grant competitions, with Permanent Housing Bonus projects targeting this population above all other subpopulations of homelessness.

The Long Beach CoC has received four of these PH Bonus projects over the years:

2005	Good Samaritan Bonus	9 units
2010	CH Bonus	8 units
2011	CH Bonus	8 Units
2013	Streets to Home	21 units

The Homeless Services Division has partnered with Mental Health America and People Assisting the Homeless (PATH) to design and implement the Downtown Connections Initiative, supported by Supervisor Knabe's Office and the Hilton Foundation. Long Beach is part of a National Best Practice movement called the 100,000 Homes Campaign, which in 2014, achieved this mark. A vulnerability index was implemented downtown in 2009, 2011 and 2013, to identify the most vulnerable homeless persons, in an endeavor to target limited resources to meet the greatest in need. Since 2009, over 400 people have been permanently housed through the Downtown Connections Initiative. Within Los Angeles County, Home for Good has emerged. The vulnerability index has been upgraded to the VISPDAT acuity tool, which is now part of the HMIS software used by all service providers within the City of Long Beach.

Chronic homelessness represents the tip of the iceberg for the CoC services and populations served. Typically, the CH population has multiple barriers to housing and are high utilizers of public resources. The CoC has several initiatives in the development process that will improve both our response and resource to mitigate the impacts of chronic homelessness. The Homeless Services Division will be adding a Chronic Homeless Initiatives Coordinator in FY 15, to better coordinate funding and services to improve outcomes for this most challenging demographic in our City. Coordination with all city departments has been the most effective means of engaging the chronically homeless, providing resources and ensuring balance between legal rights and quality of life for all in Long Beach.

Regional Collaborative Initiatives. The City of Long Beach continues to play a critical leadership role in the coordination of regional efforts to address homelessness. Regional approaches to address homelessness offer a balanced and more effective way for local governments to target limited resources. The implementation of the Gateway Cities Council of Governments Homeless Strategy, the SPA 8 Coordinated Entry System (CES), and Homeless Family Solutions System (HFSS) is anticipated to further the regional capacity and response to homelessness, while reducing regional referrals to the Long Beach Multi-Service Center. Additional services, shelter and housing resources within the Gateways Cities COG and SPA 8 areas can only improve the effectiveness of our collective efforts. Below is some additional detail about each of these regional resource collaborations that benefit the City of Long Beach:

- 2013-2014 Winter Shelter Program. The Winter Shelter Program, funded and managed by LAHSA, provides a significant benefit for the City. While the primary

goal of the Winter Shelter Program is to increase the number of emergency shelter beds available in Los Angeles County during the inclement winter months (December 1 through March 15) each year, the program also provides increased engagement opportunities with homeless individuals to encourage enrollment into case management services, employment and housing programs and further maximizes the effectiveness of those services to reduce homelessness in the City. During the winter of 2013-14, over 1,000 clients were served. The program has been operated within the City of Long Beach for more than a decade, in Council Districts 1, 2, 4, 6, and 9 respectively.

- Gateway Cities Council of Governments, Homeless Strategic Plan. Since 2008, the City has been working with the COG to apply for Homeless Prevention Funds from LA County, hire the consultant agency (PATH), develop and implement the Homeless Strategic Plan within the 28 Cities region. The plan targets resources for individuals and families experiencing chronic homelessness through four regional Local Coordinating Alliances (LCA). As the lead agency for LCA 4, the City of Long Beach, Department of Health and Human Services, Homeless Services Division (HSD) works with the communities of Avalon, Hawaiian Gardens, Lakewood, Long Beach, and Signal Hill. In addition to providing outreach, case management, and housing resources for chronically homeless individuals, the initiative also enhances system coordination. The project has improved the capacity of communities adjacent to Long Beach to address homelessness through linkage to Los Angeles County based resources.
- Coordinated Entry System (CES). In July 2014, the Coordinated Entry System, funded through United Way of Los Angeles, coordinates intake and assessment, case management, health and human services referrals, and housing resources for individuals experiencing chronic homelessness. The lead agency is Harbor Interfaith, located in San Pedro, which will co-locate two staff at the MSC to coordinate regional linkages to housing.
- Homeless Family Solution System (HFSS). The Homeless Family Solutions System, funded through the Los Angeles Homeless Services Authority (LAHSA), provides intake and assessment, and overall service coordination for homeless families.

Though the City will not receive direct funding for these two projects, the additional resources and regional systems coordination will decrease the impact of homelessness upon the local system.

Conclusion. For more than 20 years, Long Beach has been leading an innovative and responsive City to the needs of those experiencing homelessness, from the creation of the HSAC and Mayor's Fund in the late 1980's, to the formation of the Continuum of Care and Villages at Cabrillo in the mid 1990's, the opening of the MSC in 1999, the creation of the Long Beach Police Department Quality of Life Unit in 2007, and now the designation of Unified Funding Agency for the Long Beach Continuum of Care in 2014. The foundation of the CoC was built as a result of a Federal Base Realignment and Closure act, whereby the closure of military bases must include a conveyance for

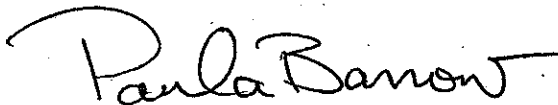
homeless service provisions. The MSC, the Villages at Cabrillo and the MHA outpatient clinic for those with mental health issues were borne from this legal requirement. The HUD annual competitive application for the Continuum of Care was timely in its inception in 1995 to be available to support the development of these resources well into the future.

The Long Beach CoC is a robust system of care, with many diverse stakeholders working together to address homelessness. From the street outreach network that is out canvassing the City day-in and day-out, to the centralized intake and assessment center, the Multi-Service Center (MSC), the City of Long Beach is a leader within the region.

Community stakeholders across the City have also become engaged in solution based practices. From the Friends of Lincoln Park and Bixby Park, to other neighborhood and business associations and the Convention and Visitors Bureau, collectively, solutions are most possible when we are working closely together. Homelessness impacts our City in so many ways, and it is a shared responsibility to address it.

The HSAC recommends the City Council continue its support for the innovative work that has resulted in the infrastructure, service system, shelter and housing resources to address the needs of those experiencing homelessness in Long Beach, while sharing responsibility for the impact of homelessness regionally with the ongoing cultivation of regional capacity building efforts.

Respectfully Submitted:

A handwritten signature in black ink that reads "Paula Barrow". The signature is written in a cursive, flowing style.

Paula Barrow, Chair
Homeless Services Advisory Committee

