



Board Report

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Agenda Number: 21.

**OPERATIONS, SAFETY & CUSTOMER EXPERIENCE COMMITTEE
EXECUTIVE MANAGEMENT COMMITTEE
JANUARY 20, 2022**

SUBJECT: METRO’S HOMELESS OUTREACH & ENGAGEMENT - AMENDMENT NO. 5 TO THE LETTER OF AGREEMENT WITH THE COUNTY DEPARTMENT OF HEALTH SERVICES (DHS)

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

AUTHORIZE the Chief Executive Officer (CEO) to execute Amendment Number 5 (Amendment No. 5) to the Letter of Agreement for Multidisciplinary Street-based Engagement Services with the County Department of Health Services (DHS) to include additional funding in the amount of \$1,470,000 for the extension of the emergency-shelter program funding through June 30, 2022.

ISSUE

Metro has partnered with LA County’s Department of Health Services (DHS) to establish and implement a comprehensive homeless outreach and engagement program since 2017. This partnership is codified in a Letter of Agreement (LOA) between Metro and DHS. Due to the COVID-19 crisis, in March 2021, Metro initiated a partnership with an emergency shelter (Home at Last - HAL) to provide short-term housing for up to 80 clients engaged on the Metro system. The agreement to provide the pilot short-term housing expires January 31, 2022. Staff recommends that the Board authorize the CEO to amend the agreement through execution of Amendment No. 5 to increase funding to address the continued need for emergency-shelter services during the current Covid-19 spike through June 30, 2022.

BACKGROUND

LAHSA conducts an annual point-in-time count throughout the entire county. According to the 2020 count, there were 48,041 individuals surveyed who were unsheltered. Comparing Metro’s counts to the LAHSA county-wide count, Metro serves approximately 3.1% or 1,490 of the unsheltered population, who may seek shelter on our system.

Metro has invested resources and developed a comprehensive outreach strategy to fill in the gaps

that exist in the Los Angeles Continuum of Care by connecting homeless individuals on Metro's system with adequate health, social and supportive housing services. To-date, the outreach efforts have been successful in connecting riders experiencing homelessness with much-needed support services and housing options. From 2017, over 5,300 individuals have been engaged by PATH teams, nearly half have been connected with interim housing. Over 500 individuals have been permanently housed through Metro's work with DHS/PATH.

Metro and DHS consulted with PATH on an interim solution - a pilot program to temporarily increase short-term shelter bed availability in Metro's service area. In February 2021, HAL operated as a DHS -designated emergency COVID shelter location that was set to close. It is a communal living facility with beds for single adult males and females. There is also personal property storage at the facility. The shelter is located in South Los Angeles at 7900 S Western Avenue.

To provide PATH outreach teams with additional shelter bed availability to quickly match individuals with interim/emergency shelter, Metro initiated a dedicated homeless shelter bed pilot program from March 01, 2021 to January 2022, with the Home At Last (HAL) emergency shelter, through the existing agreement with DHS. HAL's program includes full supportive services for residents in a secure facility, including specialized programming for those impacted by mental health crises and addiction, regular counseling, meals, laundry, showers, basic skills training, medical care, transportation to medical appointments, assessments and housing-ready documentation assistance, and daily activities for residents.

DISCUSSION

Metro initiated a pilot program to temporarily increase short-term shelter bed availability in Metro's service area through the Home At Last (HAL) emergency shelter. The pilot program will expire January 31, 2022.

This partnership allows for Metro to reserve access eighty (80) beds and supportive wrap-around shelter resources for single women, men, and individuals who identify as transgender for clients referred by PATH teams. Within two weeks of the program's inception, the majority of the beds were filled. In November 2021 60% of the beds were in use.

During the pilot program from March to the close of November 2021, PATH referred 345 people experiencing homelessness to the HAL Shelter. Metro staff tracks the relevant data for usage, housing placement, service referrals and program operating and administrative costs. The preliminary evaluation of the HAL program shows that 26% of individuals placed at the facility were connected with long-term housing placements through family reunification, moving to a higher supportive care facility, other interim housing programs and permanent housing. The average occupancy is between 50-67 individuals and the average length of stay for a client is 31 days at the HAL emergency shelter. While at HAL clients are eligible to participate in HAL's specialized program of support. They receive access to a number of services including mental health and addiction support.

The data also shows that a vast majority of individuals who are placed at HAL exit the facility and are not given permanent housing placements. The individuals we have served through this program are single men and women of varying ages, with varying mental and physical medical needs. The clients

referred to HAL include 20 percent who identify as female, 79 percent who identify as male and less than 1 percent identify as transgender/non-binary.

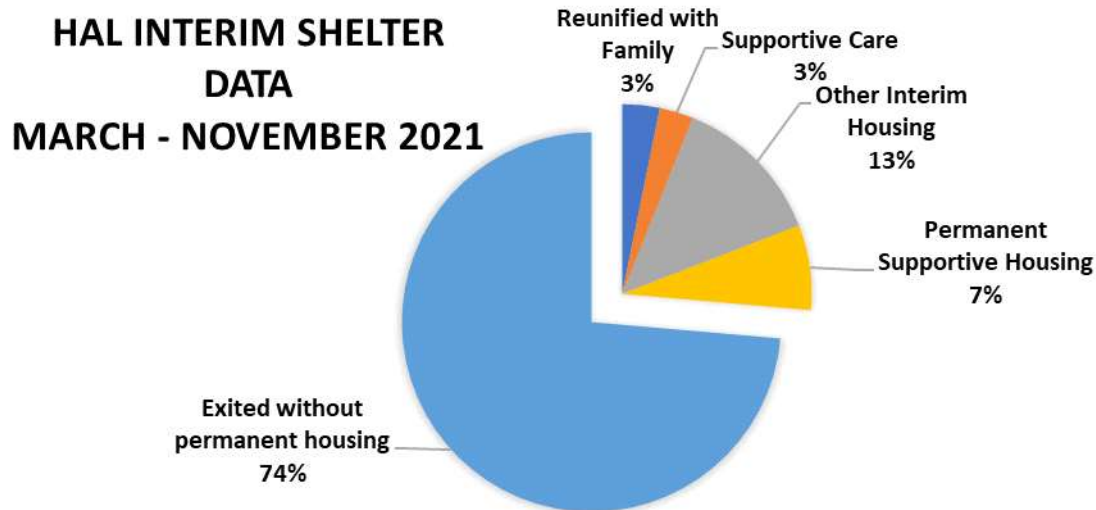


Figure 1. HAL Interim Shelter Data - March - November 2021

Staff’s preliminary evaluation of the HAL emergency shelter program shows that the program should be continued through June 30, 2022 due to the increase in COVID-19 cases. The need for emergency shelter beds goes beyond what Metro can provide through the HAL partnership.

The staff recommendation to extend the interim shelter program at Home At Last (HAL) was presented to PSAC at their meeting on January 5, 2022. PSAC unanimously voted to support the extension of the Home At Last program until June 30, 2022 (Attachment B). PSAC also voted to support several additional recommendations for Metro’s Homeless outreach program. Metro is pursuing a consultant to provide a comprehensive analysis with recommendations for how Metro should best structure its homeless outreach programs that will consider the committee’s input.

Challenges to the Emergency Shelter Pilot Program

Due to the communal living quarters at the Home At Last shelter location if a COVID outbreak occurs the shelter implements strict quarantine protocols. During those quarantine time periods PATH outreach teams cannot refer any individuals to HAL for shelter. Quarantine periods were mandated during September, October, November and December 2021 and placements were lower during those periods than in other months.

Long term funding continues to be a challenge. While the HAL program provides valuable positive benefits to the individuals it serves, the pilot has not yielded visible results in reducing the number of unhoused individuals on Metro’s system. Because Metro does not have access to social service funding, this pilot program is funded using scarce transit operations dollars. The cities, county and state of California have record amounts of funding for housing and resources to end homelessness. Currently, transit agencies, including Metro are not eligible to be a direct recipient of those funds.

From the Vision 2028 strategic plan staff notes that partnerships like the model Metro has established with DHS/PATH are beneficial - but they are not sufficient at addressing the broader challenges, including homelessness. Partnerships with other public, private, and non-profit organizations are essential to identify and implement effective solutions. Leveraging partnerships, Metro can take deliberate steps to lead where it has the authority, offer guidance where it provides funding, and support others where there are additional opportunities to shape outcomes that benefit the broader public.

Metro is engaging the services of a consultant to prepare a comprehensive analysis with recommendations for how Metro should best structure its investment in homeless programs to yield the most benefits for the transit system and our customers while also providing solutions that connect the homeless to appropriate housing and supportive services. This will further create opportunities to align homeless strategies, resulting in better leveraging and coordination of services and funds. Recovery from the pandemic offers an opportunity to reexamine our current program and partnerships to better coordinate, avoid duplication of efforts, and effectively leverage and maximize resources. Metro will return to the board in June 2022 with the results of this analysis and recommendations for moving forward.

DETERMINATION OF SAFETY IMPACT

This Board action will not have a direct impact on safety.

FINANCIAL IMPACT

Adoption of the Letter of Agreement - Amendment Number 5 would result in an additional cost of \$1,470,000 for the extension of the interim shelter program through June 30, 2022. The costs for these services are included in the FY22 budget. The Board authorized funding to support Metro's ongoing and expansion of homelessness outreach efforts through the adoption of Motion 26.2 - Re-imagining Metro's Approach to Public Safety. Motion 26.2 includes \$3 million for PSAC pilot homelessness strategies that would be used to fund this extension. Funding for this effort is included in Metro's Federally approved indirect cost allocation plan and includes a mix of federal, state, and local sources including operating eligible funds.

EQUITY PLATFORM

Expanding Metro's efforts to address homelessness on the transit system through extending the HAL shelter program will directly benefit unhoused individuals in LA County. Data from the 2020 LAHSA point-in-time count shows that a majority (over 64%) of individuals experiencing homelessness are male, and over 35% are African American individuals and families experiencing chronic homelessness. Increasing funding and outreach efforts to address the most need will have a direct impact on Metro's efforts to invest in Equity Focus Communities.

The extension of the interim shelter pilot program will increase interim/emergency housing for unhoused Metro riders. Extending the interim shelter pilot program at the Home At Last facility, which is located in South Los Angeles, will directly improve access to interim housing for individuals who are experiencing homelessness in the communities near the shelter, as well as throughout LA

County.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The staff recommendation to expand the partnership with the Department of Health Services supports Metro's Vision 2028 Strategic Plan goal #4.1 which states: Metro will work with partners to build trust and make decisions that support the goals of the Vision 2028 Strategic Plan. An excerpt from the Vision 2028 Strategic Plan cites - Transportation interfaces with quality of life issues, such as equity, economic opportunity, gentrification, displacement, affordable housing, homelessness, environmental quality, public health, and access to education and health care.

ALTERNATIVES CONSIDERED

The Board could consider not extending the HAL shelter agreement and instead end the program immediately. This would require DHS to re-house 50-60 clients who are currently housed at HAL and require a 30-day notice to clients.

NEXT STEPS

Should the Board approve the staff recommendation, the CEO will execute Amendment Number 5 to the Letter of Agreement with LA County Department of Health Services to extend the pilot emergency shelter program to June 30, 2022. Metro is pursuing a consultant to provide a comprehensive analysis with recommendations for how Metro should best structure its investment in homeless programs and staff will return to the Board with those recommendations.

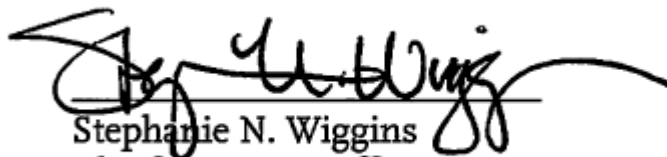
ATTACHMENTS

Attachment A - DHS Letter of Agreement Amendment No. 5

Attachment B - PSAC HAL Interim Shelter Recommendations - January 2022

Prepared by: Desarae Jones, Senior Director, Office of the CEO, (213) 922-2230

Reviewed by: Nicole Englund, Chief of Staff, (213) 922-7950



Stephanie N. Wiggins
Chief Executive Officer

**AMENDMENT NUMBER FIVE TO LETTER OF AGREEMENT
FOR MULTIDISCIPLINARY STREET-BASED ENGAGEMENT SERVICES**

This Amendment Number Five to the Letter of Agreement for Multidisciplinary Street-Based Engagement Services with an execution date of June 27, 2018 (hereinafter "Agreement"), is made and entered into this _____ day of _____, 2022 ("Amendment Five Effective Date") by and between the County of Los Angeles (hereinafter "County") and the Los Angeles County Metropolitan Transportation Authority (hereinafter "Metro"). The County and Metro are each individually a "Party" and collectively the "Parties" to this Agreement.

RECITALS

WHEREAS, in February 2016, the County's Board of Supervisors (Board) approved 47 strategies for the Los Angeles County Homeless Initiative (Homeless Initiative), directing the County, Los Angeles Homeless Services Authority (LAHSA), and Community Based Organizations (CBOs), to develop and implement a plan to leverage outreach efforts and create a countywide network of multidisciplinary, integrated street-based teams to identify, engage and connect, or re-connect, homeless individuals to interim and/or permanent housing and supportive services. A pilot program utilizing "County-City-Community" ("C3") teams was deployed to engage individuals living on Skid Row, and on September 2016, the Board expanded the pilot program; and

WHEREAS, in response to the Homeless Initiative and in support of the pilot program expansion, on October 2016, Metro's Board of Directors directed its Chief Executive Officer to provide funding towards the deployment of two (2) C3 homeless outreach teams to provide multidisciplinary street-based engagement services (field-based services) exclusively to the Metro Red Line, and take all actions necessary to transfer the funds to the County to administer the program, in coordination with the implementation of the Homeless Initiative. On February 21, 2017, the Board delegated authority to the Los Angeles County, Director of Health Services to accept funding from participating funders including government, non-profit, and private organizations; and

WHEREAS, in April 2017, Metro and the Los Angeles County, Department of Health Services entered into the first Letter of Agreement for Multidisciplinary Street-Based Engagement Services, in the amount of \$1,200,000 to deploy two (2) C3 homeless outreach teams for twelve (12) months and engage persons that turn to the Metro Red Line and property for alternative shelter; and

WHEREAS, in May 2018, Metro's Board of Directors directed its Chief Executive Officer to provide funding to expand the C3 homeless outreach teams from two (2) to eight (8) teams on the Metro rail, bus, and Union Station. Metro and the Los Angeles County, Department of Health Services entered into their second Letter of Agreement for Multidisciplinary Street-Based Engagement Services, dated June 27, 2018 to provide services from July 1, 2018 through June 30, 2019 in the amount of \$4,940,000, which was amended by that certain Amendment No. 1, dated June 19, 2019, to continue services through June 30, 2021, and increase the funding by \$9,880,000 for a total funding amount not to exceed \$14,820,000; and

WHEREAS, in March 2021, Metro and the Los Angeles County, Department of Health Services entered into Amendment No. 2 to establish a four (4) month homeless shelter bed pilot program, thereby increasing funding for the Agreement by \$1,500,000 for a not-to-exceed total of \$16,320,000. The pilot program includes adding staff (five (5) Generalist and one (1) Supervisor) to enhance homeless outreach teams, providing up to eighty interim housing beds throughout Los Angeles County, properly document, track and submit monthly data reports, to properly submit complete monthly invoices of the actual costs incurred, and to properly document deployments; and

WHEREAS, in June 2021, Metro and the Los Angeles County, Department of Health Services entered into Amendment No. 3 to extend the Term of the Agreement through June 30, 2023, and increase the funding by \$9,880,000 for a total amount not-to-exceed \$26,200,000; and

WHEREAS, in November 2021, Metro and the County entered into Amendment No. 4 to amend the Agreement to increase the funding by \$1,250,000 for a total amount not-to-exceed \$27,450,000; and

WHEREAS, the Parties desire to enter into this Amendment No. 5 to amend the Agreement to increase the funding by \$1,470,000 for a total amount not-to-exceed \$28,920,000; and

NOW, THEREFORE, in consideration of the mutual covenants, promises and undertakings set forth herein and other consideration, the receipt and adequacy of which the Parties hereby acknowledge, the Parties hereby agree as follows:

AGREEMENT

1. Section 1 – Term of Agreement, is hereby deleted in its entirety and replaced as follows:

“1. Term of Agreement and Period of Performance: The term of this Agreement begins on July 1, 2018 and remains in place through June 30, 2023.

The Period of Performance of this Agreement shall be as follows:

Eight (8) C3 Homeless Outreach Teams – through June 30, 2023.

Five (5) Generalist Outreach workers, One (1) Supervisor and Eighty (80) Interim Housing Beds – March 1, 2021 through June 30, 2021.

Eighty (80) Interim Housing Beds – July 1, 2021 through June 30, 2022.

The Parties may, by mutual written consent, execute another Amendment to extend the term of Agreement and period of performance.”

2. Section 2 – Purpose of Funds, is hereby deleted in its entirety and replaced as follows:

“2. Purpose of Funds: The County shall use \$27,423,400 of the \$28,920,000 for SHSMA work order(s) with County contractor(s) who will provide:

A. At least eight (8) multidisciplinary outreach teams that will each provide field-based engagement/outreach services Monday through Sunday eight hours per day, County recognized holidays excepted, for homeless individuals living in and around the Metro system as defined by Metro. The Parties may, by mutual written consent, modify the days of the week and/or time that the field-based engagement/outreach services are to be provided by the multidisciplinary outreach teams.

B. Enhanced homeless outreach teams and related mental health, addiction, nursing, and shelter services by adding five (5) additional generalist outreach workers, one (1) additional supervisor, and up to eighty (80) interim housing beds at sites throughout Los Angeles County.

The County shall obtain Metro’s written consent prior to issuing SHSMA work orders to perform work pursuant to this Agreement. Further, the County will bill Metro at a rate not to exceed 5% for administering this program.

The Parties may, by mutual written consent, execute another Amendment to add additional funds.

FY19 – FY21 Historical Spending Pattern

Term	SHSMA Work Orders	Administrative Costs	Total
7/1/18- 6/30/19	\$4,693,000	\$247,000	\$4,940,000
7/1/19- 6/30/20	\$4,693,000	\$247,000	\$4,940,000
7/1/20- 6/30/21	\$4,693,000	\$247,000	\$4,940,000
3/1/21- 6/30/21	\$1,417,000	\$83,000	\$1,500,000

FY22 – FY23 Projections

Term	SHSMA Work Orders	Administrative Costs	Total
7/1/21 - 6/30/23	\$10,786,000	\$564,000	\$11,350,000
Total	\$26,282,000	\$1,388,000	\$27,670,000

The funding shall not exceed the total contract value of \$27,670,000 for the term of the Agreement. Work orders and Budgets will be agreed upon by the parties.”

3. Except as expressly amended hereby, the Letter of Agreement for Multidisciplinary Street-Based Engagement Services, Amendment Number One, Amendment Number Two, Amendment Number Three and Amendment Number Four remain in full force and effect as originally executed. All rights and obligations of the parties under the Letter of Agreement, Amendment Number One, Amendment Number Two, and Amendment Number Three, and Amendment Number Four that are not expressly amended by this Amendment shall remain unchanged by this Amendment.

IN WITNESS WHEREOF, the Board of Supervisors of the County of Los Angeles has caused this Amendment to be executed by the County’s Director of Health Services and the Los Angeles County Metropolitan Transportation Authority on its behalf by its duly authorized officer, on the day, month, and year first above written.

By _____

Stephanie N. Wiggins, CEO
Los Angeles County
Metropolitan Transportation Authority

Date _____

By _____ for

Christina R. Ghaly, M.D., Director
Los Angeles County
Department of Health Services

Date _____

Public Safety Advisory Committee

Prepared by the PSAC Facilitator Team

MEMO

Date: January 12, 2022

To: Metro Office of the Chief Executive Officer

From: Public Safety Advisory Committee (PSAC)

Re: Outcomes from the January 5, 2022 PSAC Meeting

During the January 5, 2021 Public Safety Advisory Committee (PSAC) meeting, the advisory body held a vote to approve the following:


- A proposal to approve the recommendations from the Community Engagement (CE) ad hoc committee on the Home at Last short term shelter program (HAL program)

Below is a summary of the committee action:

- PSAC voted to approve the CE ad hoc committee's recommendations for the HAL program. The vote was 12 "yes," 0 "no," 0 "abstain," and 3 "absent." (Link: [Approved Recommendations on Home at Last short term shelter program](#))

Proposal to approve the recommendations of the CE ad hoc committee on the HAL program

The committee voted unanimously to approve the CE ad hoc committee recommendations included in the [January 5, 2022 meeting agenda packet](#) (Attachment J). No modifications were made to the recommendations.



OFFICE OF THE CHIEF OF STAFF

LA Metro's Home At Last Interim Shelter Program

January 2022 Update



**Home at
Last
(HAL)**

Created in
response to lack
of available
shelter during
COVID

HOME AT LAST (HAL) PARTNERSHIP

- **Metro has dedicated funding for 80 emergency shelter placements at HAL in South LA**
- **PATH connects clients with the shelter directly**
- **HAL has a full program of wrap around support services for clients**
- **Current Pilot - March - Jan 2022**

OCEO is Re-defining the Goal

What is the goal of Metro's homeless outreach program?

- Connection to existing social services & County and City Resources
- Securing additional funding & better partnership with City and County
- Evaluating Impact



DATA FROM MARCH - NOVEMBER 2021

HAL Emergency Shelter Evaluation

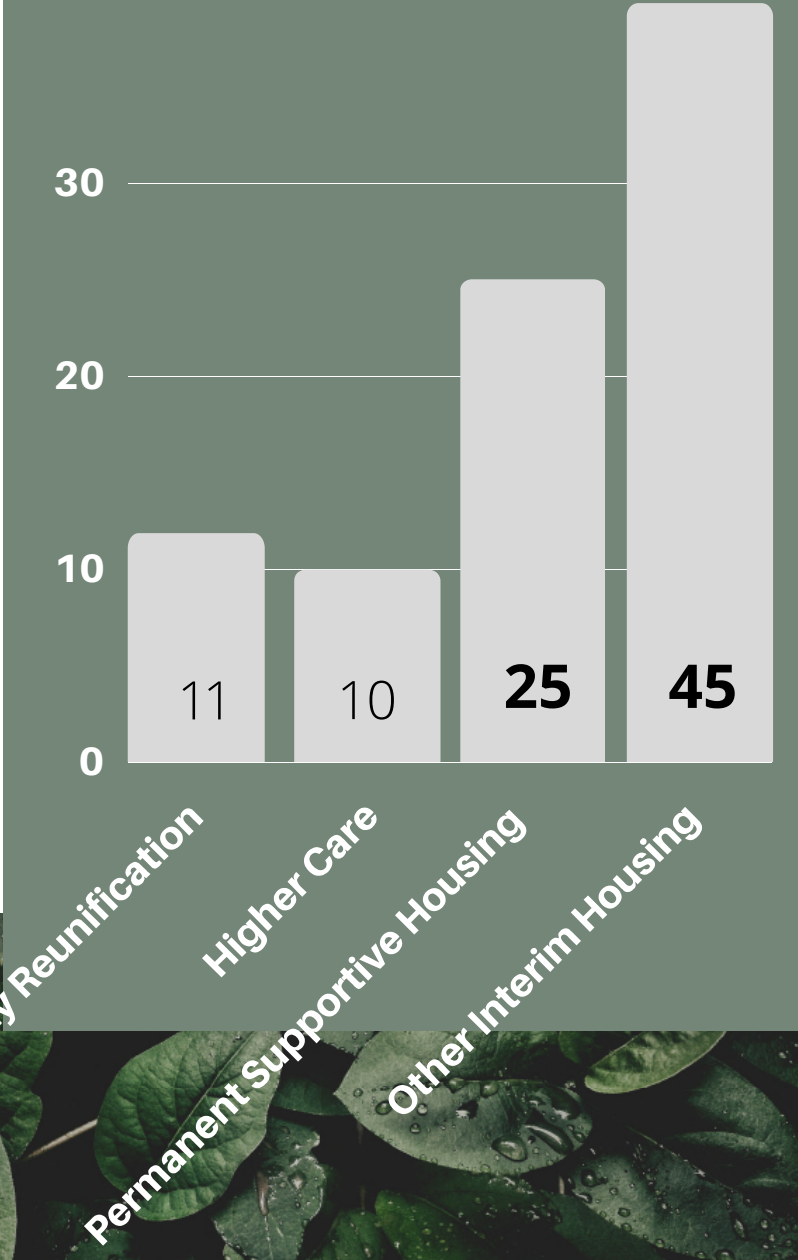
March - November 2021, Metro housed 345 individuals through the HAL pilot program.

91 individuals (26%) reunified with family, connected with a higher level of care, moved to permanent supportive housing or other interim housing.

74% of individuals exit the shelter without a permanent housing placement

Although Metro is connecting individuals with housing through HAL, it is not yielding visible results. There is not a meaningful reduction in the number of unhoused observed on Metro's system.

HAL SHELTER - TRANSITIONS TO OTHER HOUSING AND SERVICES



HAL Shelter - Challenges:

- **Lack of on-going funding source**
- **Location**
- **Communal Setting/COVID protocols**
- **Only serves single individuals, not families**
- **Providing services and housing that county would normally provide**



Item 2021-0803

Staff recommends approving \$1.47 mil DHS contract amendment to:

- **Extend the emergency shelter program (HAL) through June 2022**
- **Funding source: Motion 26.2 PSAC Pilot Strategies for Homelessness**
- **Approved by PSAC on January 5, 2022**

Future of HAL

- **Metro is pursuing a consultant to provide a comprehensive analysis with recommendations for how Metro should best structure its investment in homeless programs and staff will return to the Board in June with those recommendations.**



OFFICE OF THE CHIEF OF STAFF

Thank you.