

Inventory

HOMELESS OFF STREET SANCTUARY NETWORK

Published
June 9, 2021



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ACKNOWLEDGMENTS

Prepared for the Venice Neighborhood Council & Frank Murphy, Chair of the Homeless Committee

SUGGESTED CITATION

Rodman-Alvarez, et al (2021) *Homeless Off Street Sanctuary Network*. Los Angeles, CA. Pacific Urbanism.
Retrieved from <https://www.pacificurbanism.com/research-publications>

COVER IMAGE

Laura Cleffmann (2019). Hoek van Holland, Rotterdam, Netherlands.

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MESSAGE FROM THE DIRECTOR OF THE CENTER FOR PACIFIC URBANISM

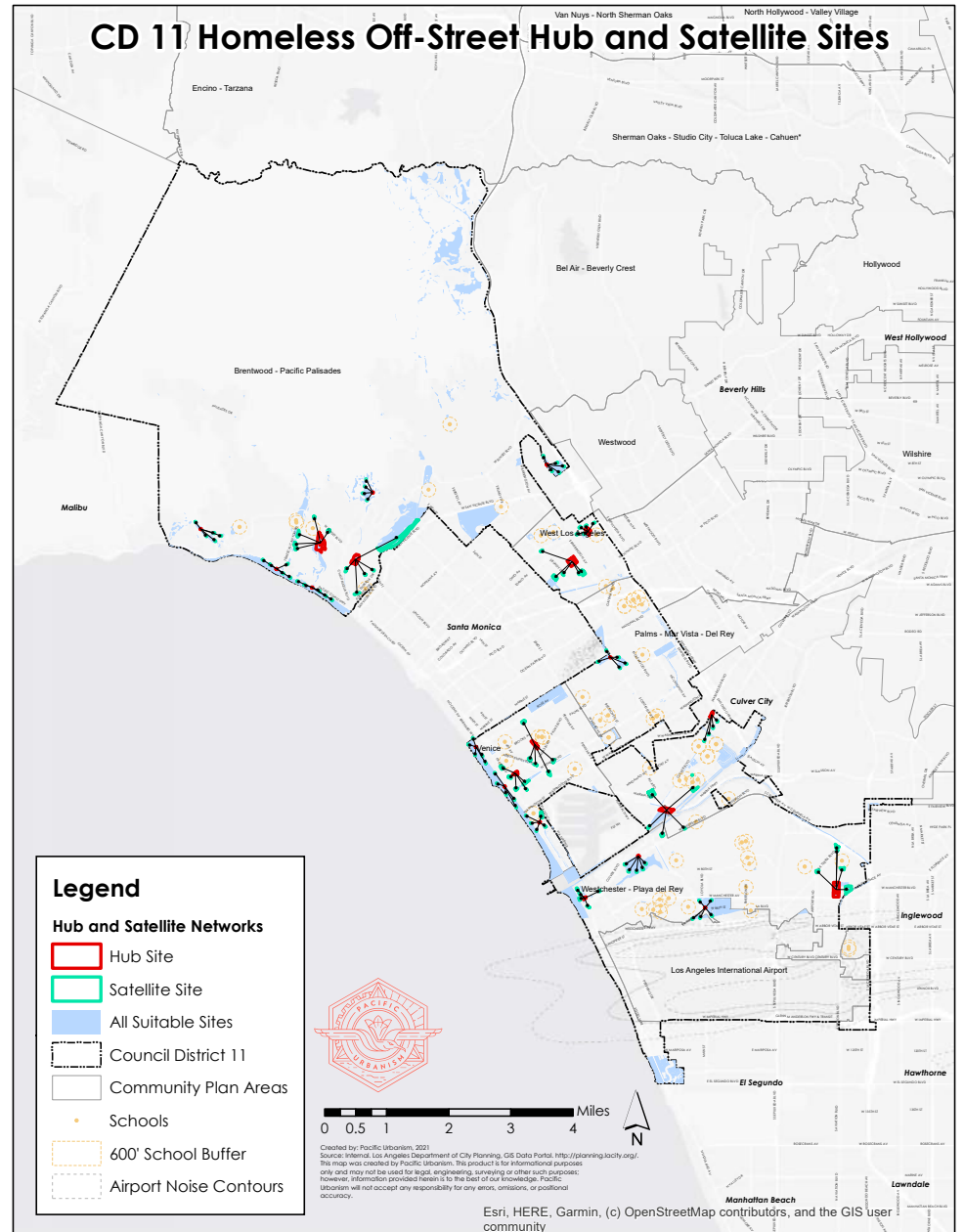
The Center for Pacific Urbanism is a non-profit organization that seeks fair, affordable, and equitable housing for all income groups. We have five broad objectives: supply, spatial analysis, public education, policy reform, and a culture shift towards practical, local, public and private solutions in the housing industry.

Sincerely,
Dario Rodman-Alvarez

Introduction

In 2020, the Los Angeles Homeless Services Authority (LAHSA) counted over 41,000 people experiencing homelessness in the City of Los Angeles and over 66,000 in the County of Los Angeles, excluding Glendale, Long Beach, and Pasadena. This is a 16% increase from the previous year.¹ In Council District 11 there were close to 3,300 homeless people, rounded to the nearest hundred as follows:²

- 1,700 in the Venice Community Plan Area
- 600 in Palms-Mar Vista-Del Rey Community Plan Area
- 200 in Westchester-Playa Del Rey Community Plan Area
- 500 in West Los Angeles Community Plan Area
- 100 in Brentwood-Pacific Palisades Community Plan Area

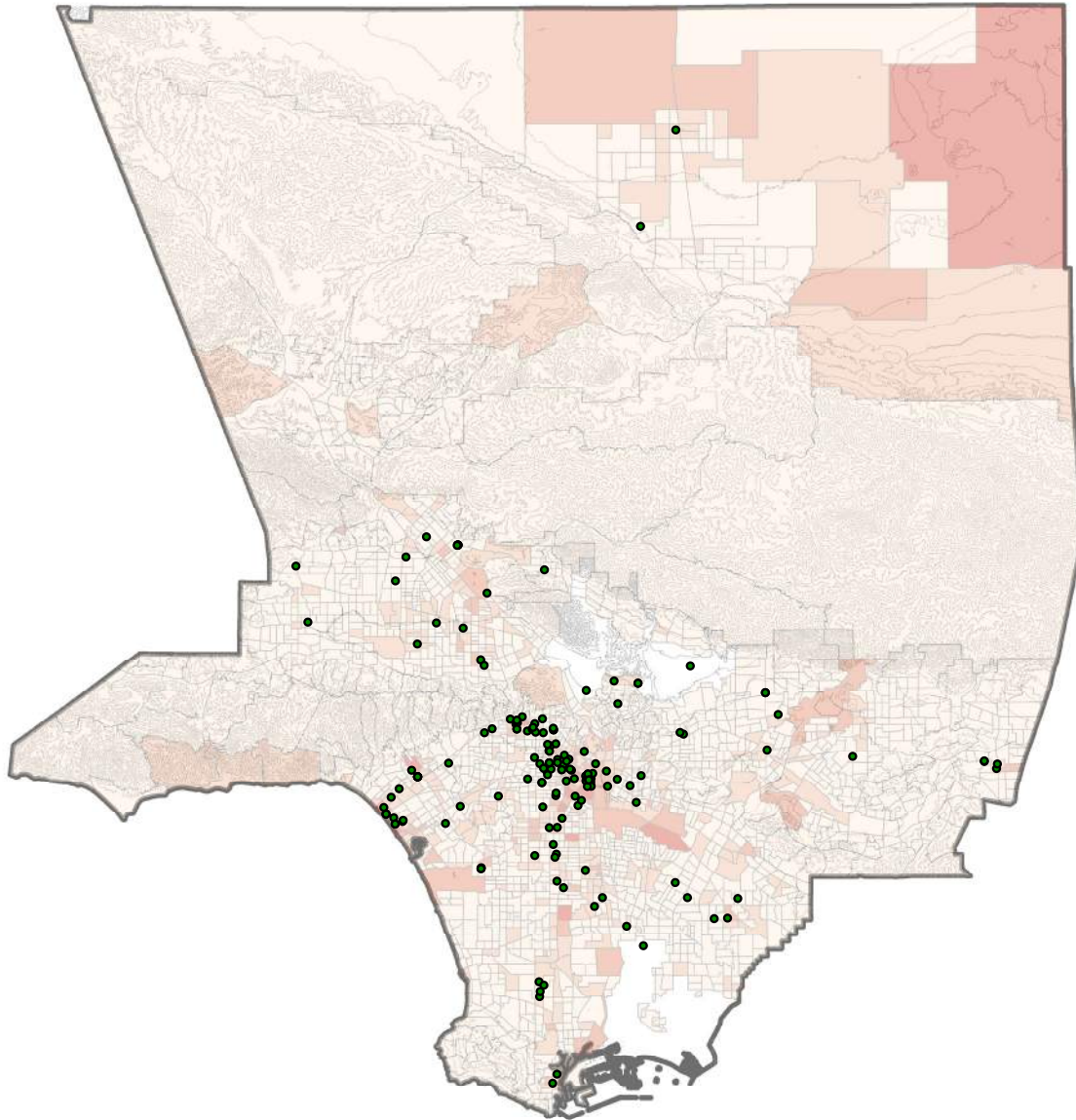


Locations of shelter site networks selected within Council District 11. Workable suggestions of sites (called *clusters*) are distinguished by black lines connecting several satellite sites to a central hub site.

¹ Los Angeles Homeless Services Authority. (2021). 2020 Greater Los Angeles Homeless Count.

² Rodman-Alvarez, et al (2020) Homeless Off Street Sanctuary and Site Suitability Analysis.

Los Angeles County Homeless Population and PSH



Legend

- Permanent Supportive Housing

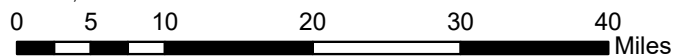
Total Homeless Population

- 0 - 32
- 33 - 109
- 110 - 258
- 259 - 705
- 706 - 3180

- 250' Contours
- LA County



Created By: Pacific Urbanism, 2021
 Source: Los Angeles Department of City Planning, LA County GIS Portal, Internal
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Population density of unhoused individuals and locations of permanent supportive housing units (PSH) within Los Angeles County.

Doug Smith of the Los Angeles Times recently posed the question: What would a City with no homelessness look like? One answer is that it would address the variety of root causes that drive people into homelessness. In 2019, Housing and Urban Development published Market Predictors of Homelessness, a report that outlines the association between rising housing costs and homelessness rates. The main reasons that people fall into homelessness include high median rents, overcrowding, and high unemployment rates.³ In addition to this, we can point to the housing shortage as the main driver of the increasing cost of housing, disparities in socioeconomic outcomes, and mental health issues.

Further, our qualitative research reveals additional soft factors that draw people to specific places. Venice, for example, not only has the greatest number of subsidized low income housing units per capita of any Community Plan Area (CPA) on the westside, but its total is still far below its necessary target.⁴ Yet, as stated by some of the unhoused population currently there, places like Venice have an allure that is promulgated through word of mouth that draws people in. Unfortunately, as housing prices continue to soar at levels close to five times the amount of natural market trends, social frictions among the affluent gentry and the most vulnerable among us continue to grow.



Sample hub and satellite network at Corinth & Santa Monica Boulevard. Hub shown in blue, satellites shown in green, commercial land shown in red. This arrangement houses 120 individuals with no more than 20 per site.

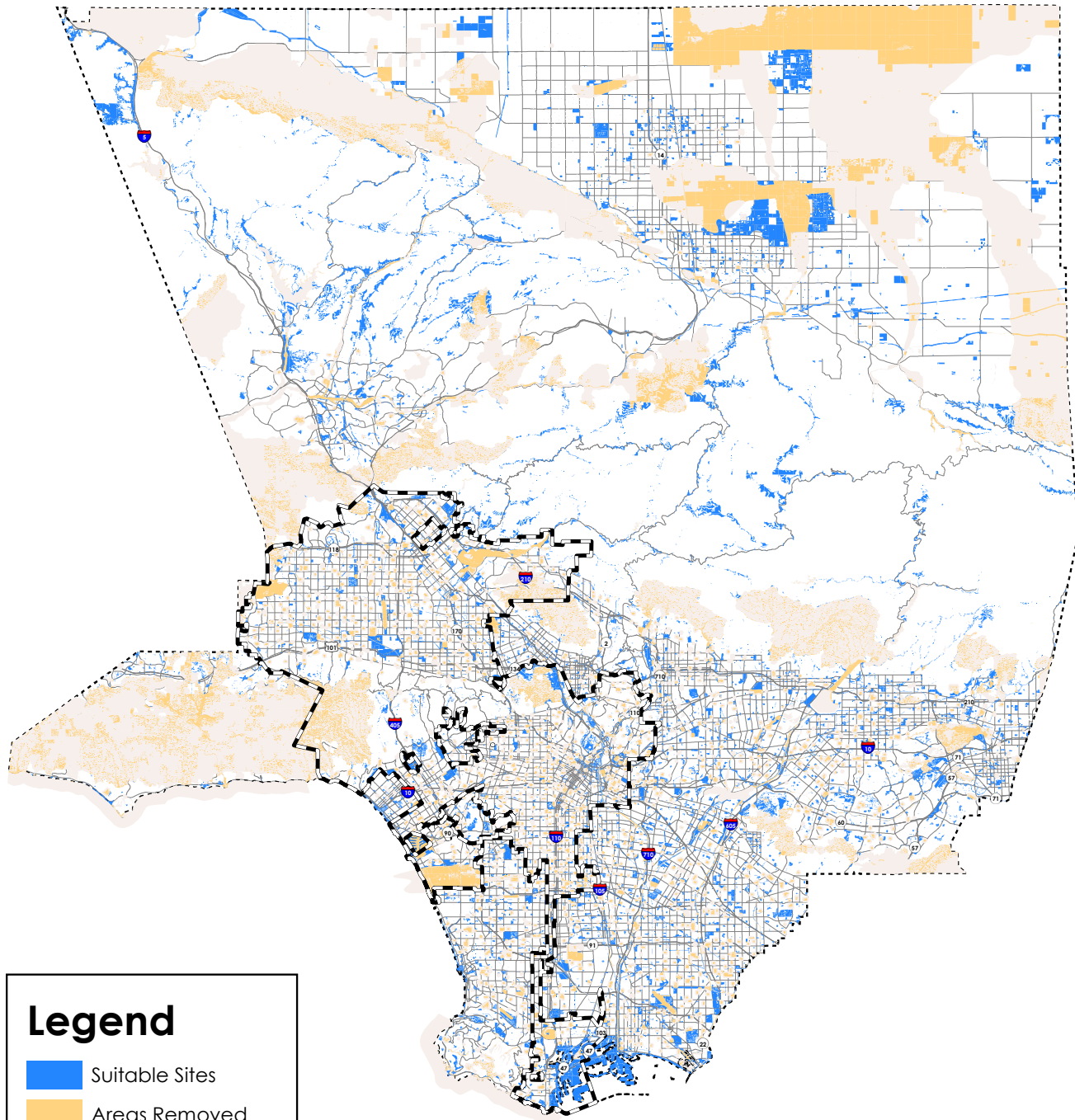
Not least among the root causes are constraints in the housing supply chain; since around the 1970s and culminating in the 1980s, associations of organized and well-connected homeowners succeeded in reducing the allowable number of dwelling units in much of Los Angeles, largely on the west side.⁵ The number of homes being offloaded onto the housing market today is so low that even a 100% increase represents a drop in the bucket; supply rates are the lowest they've been in 120 years, including the era of the Great Depression. The cost of housing, however, continues to increase.

³ United States Department of Housing and Urban Development. (2019). Market Predictors of Homelessness: How Housing and Community Factors Shape Homelessness Rates Within Continuums of Care

⁴ Rodman-Alvarez, et al (2021) 2020 Los Angeles County Subsidized Low Income Housing. Los Angeles, CA. Pacific Urbanism. Retrieved from <https://www.pacificurbanism.com/research-publications>

⁵ Morrow. (2013). The Homeowner Revolution: Democracy, Land Use and the Los Angeles Slow-Growth Movement, 1965-1992

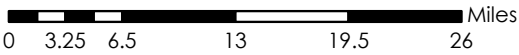
City of Los Angeles Homeless Off-Street Publicly Owned Suitable Sites



Legend

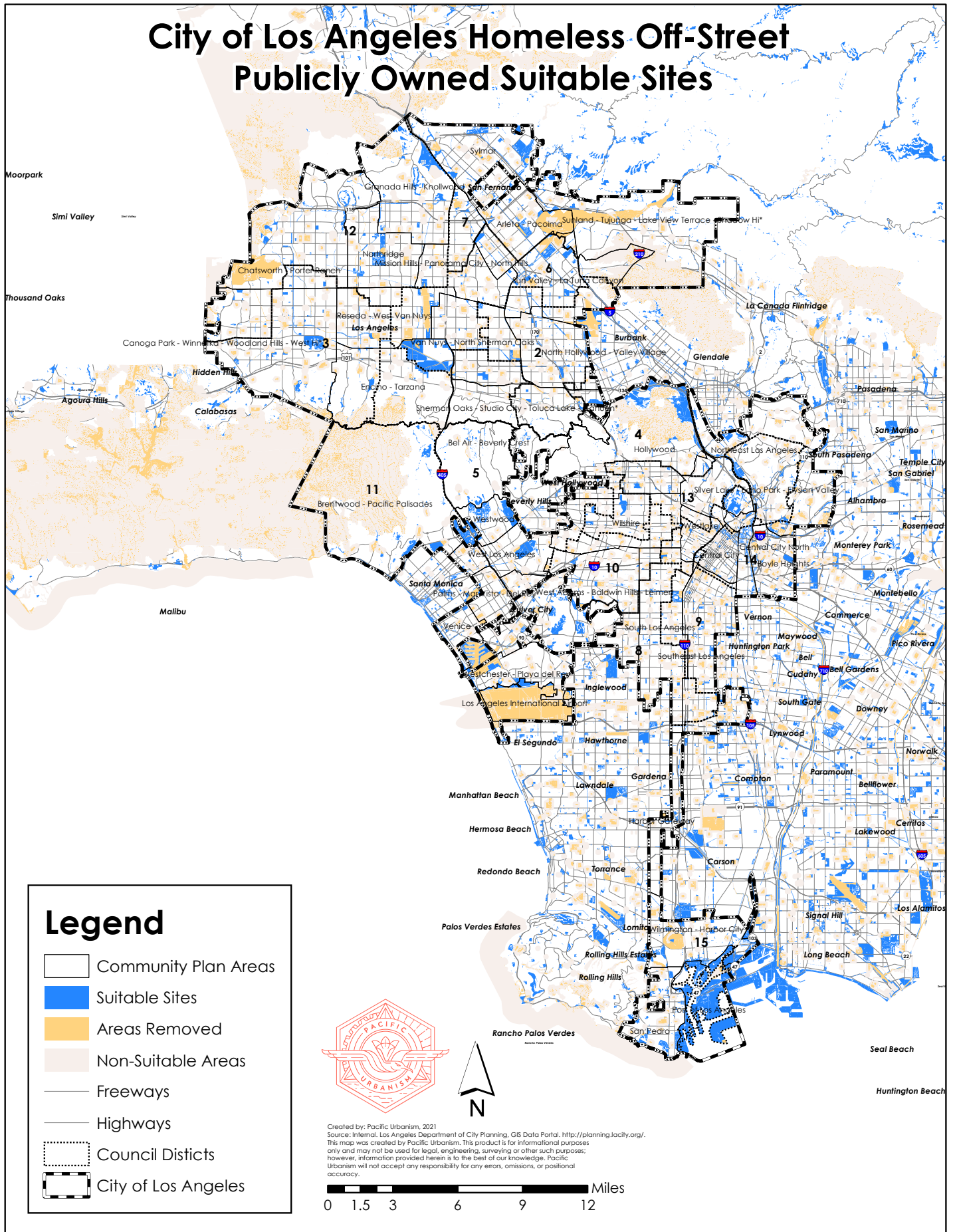
- Suitable Sites
- Areas Removed
- Non-Suitable Areas
- Freeways
- Highways
- City of Los Angeles

Created by: Pacific Urbanism, 2021
 Source: Internal, Los Angeles Department of City Planning, GIS Data Portal, <http://planning.lacity.org/>.
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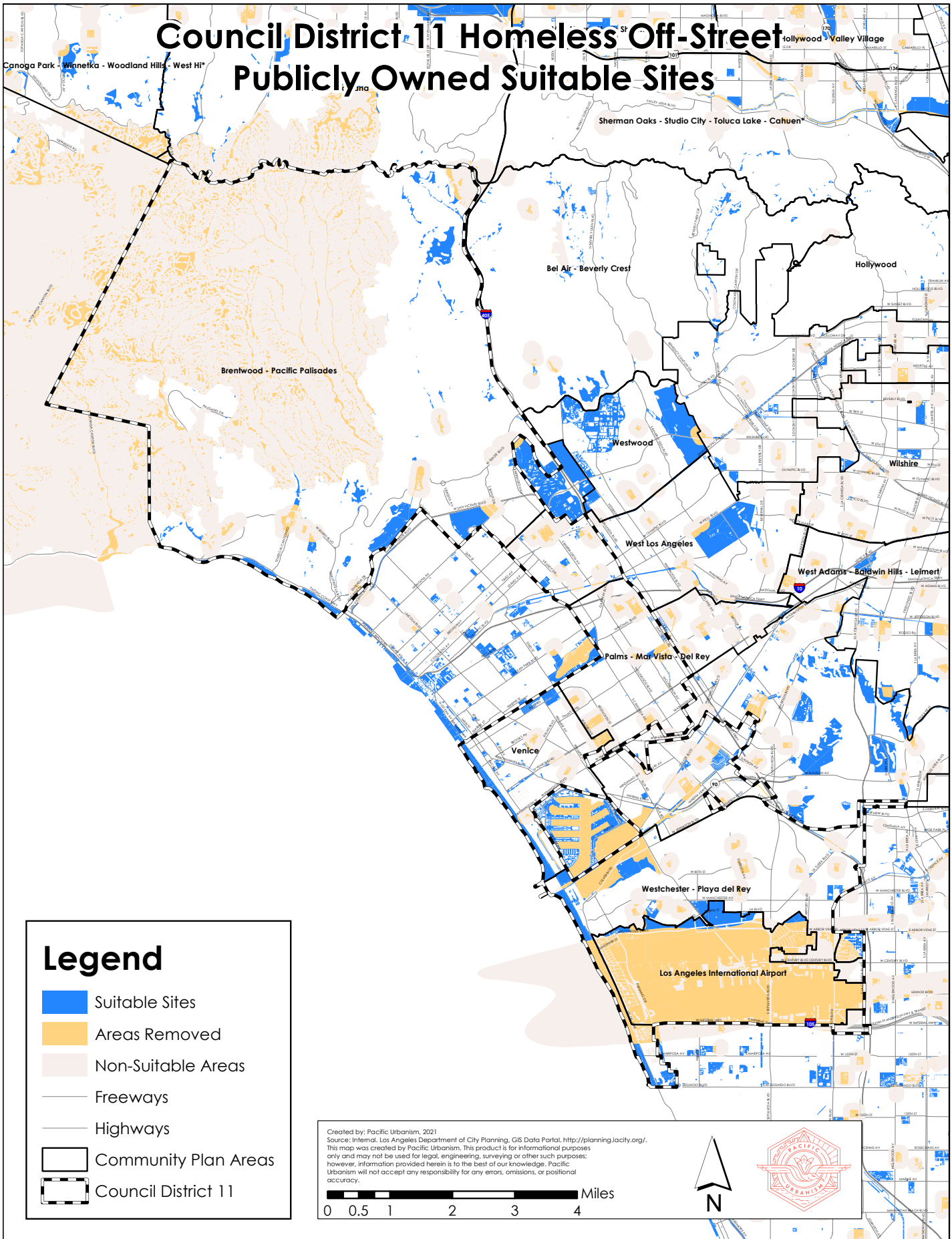
Locations of suitable sites within Los Angeles County.

City of Los Angeles Homeless Off-Street Publicly Owned Suitable Sites



Locations of suitable sites within the City of Los Angeles, Council Districts, and Community Plan Areas

Council District 11 Homeless Off-Street Publicly Owned Suitable Sites



Locations of suitable sites within Council District 11 and corresponding Community Plan Areas

The scarcity approach to housing is an exclusionary tool aimed at keeping land ownership and tenancy limited to socioeconomic groups that are considered desirable by those with the influence to effect such decisions; the induced effects, however, include the increasing homelessness rates. A repair of the housing supply chain, availability of mental health and substance abuse treatment, community institutions, etc, are all necessary in order to advance towards a city free from homelessness.

If the mosaic of communities that make up the City are to benefit from an absence of homelessness, then each community ought to participate in taking in their fair share of unhoused neighbors, meaning, provide an alternative to sleeping on the street. Using the rubric of 234 square feet per individual for temporary shelters and ancillary requirements, this translates to roughly 0.6 acres in Brentwood-Palisades, 1.1 acres in Westchester - Playa del Rey, 3.1 acres in Palms - Mar Vista - Del Rey, and 9.1 acres in Venice, or some other fair distribution of the same. By each community taking in its fair share, the issue of influx from one community to another can be mitigated.

In this report, we present the results of our analysis and plan, which indicate that plenty of suitable government owned sites are available in each community. An academic literature review confirms that a scattered site approach, as opposed to a concentration of poverty approach, is desirable for various reasons, which have been addressed by Geoffrey Nelson et al in detail elsewhere.⁶

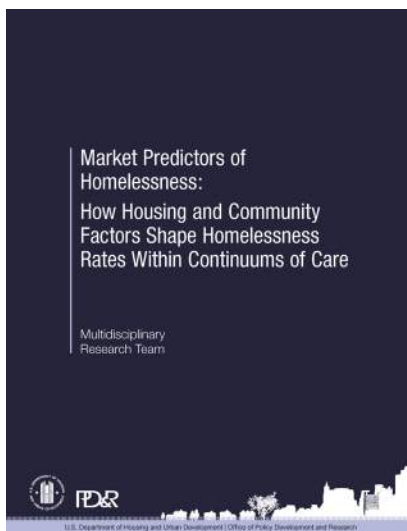
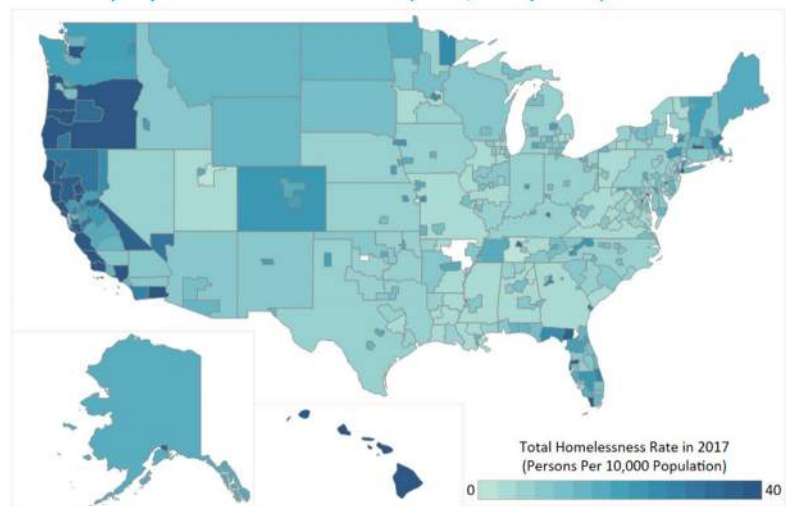


Exhibit ES-1 | Map of Total Homelessness Rates (Per 10,000 Population) Across CoCs



Homelessness rates per HUD's Market Predictors of Homelessness publication.

As of 2020, Council District 11 provides close to 3,300 subsidized low income housing units, a 3% share of the City as a whole. However, the deficit to be met by 2029, that is, the share of the 2029 Regional Housing Needs Assessment (RHNA) target for low and very low income housing units required, is close to 25,800 for the same area. From 2015 to 2020, the rate of change in total subsidized low income dwelling units was negative, therefore, projected out to 2029, the outlook without further action points to a worse situation than that of today. Additionally, as mentioned before, the number of individuals experiencing homelessness in Council District 11 is increasing. These conditions present financial challenges described below.

The current approach in some parts of the City presents opportunities and challenges. Perhaps most significant among the challenges are the financial constraints of the current approach. At the rate of close to \$100,000 per bed, Council District 11 would need close to \$258 million in order to provide emergency temporary shelters, while the City as a whole would need \$5.4 billion, which represents a little over half of the entire City's annual operating budget.⁷ Alternatively, using a community based approach, not only can costs be substantially reduced, but also, production could produce economic spillover effects, create meaningful jobs, and provide necessary residential infrastructure that, unlike other forms of infrastructure, is required to be produced largely by private property owners.

⁶ Nelson, G., Stefancic, A., Rae, J., Townley, G., Tsemberis, S., Macnaughton, E., et al. (2014). Early Implementation Evaluation of a Multi-Site Housing First Intervention for Homeless People with Mental Illness: A Mixed Method Approach. *Journal of Evaluation and Program Planning*, 16-26.

⁷ City of Los Angeles. (2021). Budget for the Fiscal Year 2021-22 as Presented by Mayor Eric Garcetti.

Homeless Offstreet Sanctuary Network

The Homeless Off Street Sanctuary initiative consists of four main elements that are described in greater detail below:

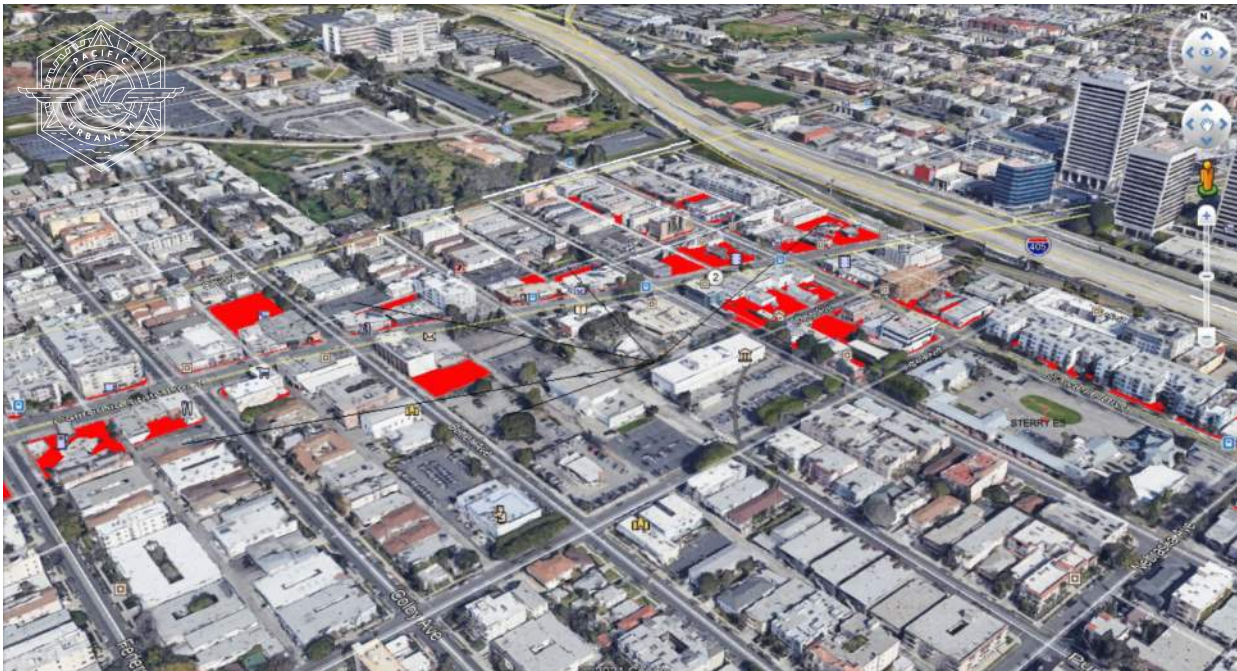
1. Land
2. Site design
3. Budget
4. Operation

1. Land - Suitable Site Analysis

In 2020, as consultants for the LA Alliance for Human Rights, in what ultimately resulted in the Judge Carter settlement, we used public data sources, ESRI spatial analysis tools, and a decentralized approach at locating suitable, government owned sites to place emergency off street shelters.⁸

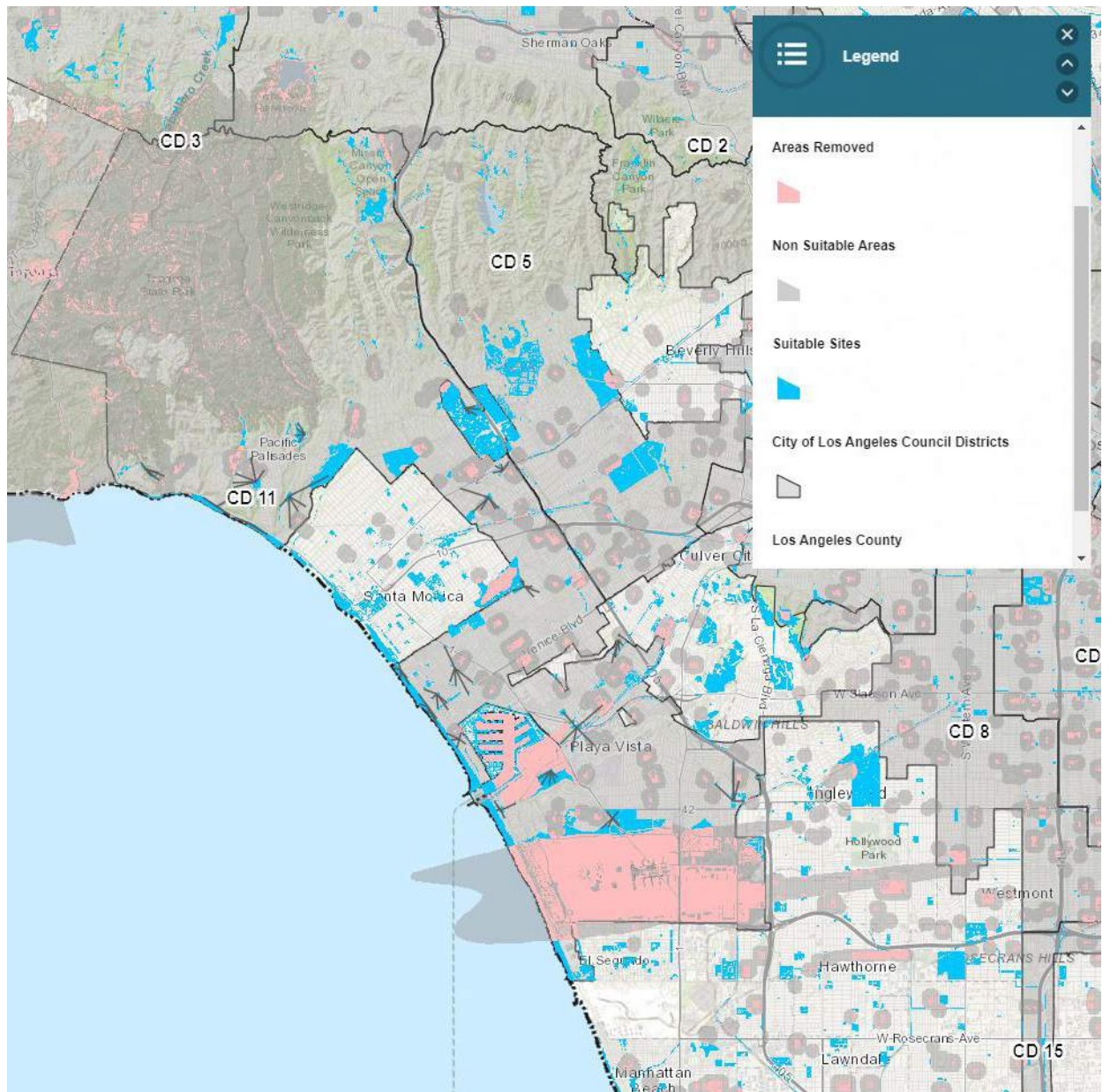
Initially, this effort aimed to identify government owned land alone. However, as a further development of the initiative, we sought to include privately owned land, in particular, parking lots and other underutilized land owned by faith based organizations. Further, suitable sites were identified to conform to the following criteria:

- Maximize Hub and Satellite networks or clusters;
- Utilize government owned land only, however, identify privately owned land;
- Hub sites cover a minimum 8,500 square foot area;
- Satellite sites cover a minimum 4,000 square foot area;
- Satellites and hubs shall be no closer than 600 feet from each other and may be on a single parcel;
- Satellites shall be no farther than 1/2 mile apart
- Variables and areas removed:
 - 600 foot buffer from schools;
 - Significant Ecological Areas;
 - Airport Noise Contours;
 - Parcels that begin more than 40 feet from centerline of streets;
 - Surface water;
 - Land with slope greater than 15%;
 - Building footprints



Sample network at Corinth & Santa Monica Boulevard. Distance between hub and satellite sites shown by black lines, with commercial properties shown in red.

⁸ Rodman-Alvarez, et al (2020) Homeless Off Street Sanctuary and Site Suitability Analysis.



Interactive online map showing location of all potential hub and/or satellite sites within Los Angeles County. Retrieved from <https://www.pacificurbanism.com/research-publications>



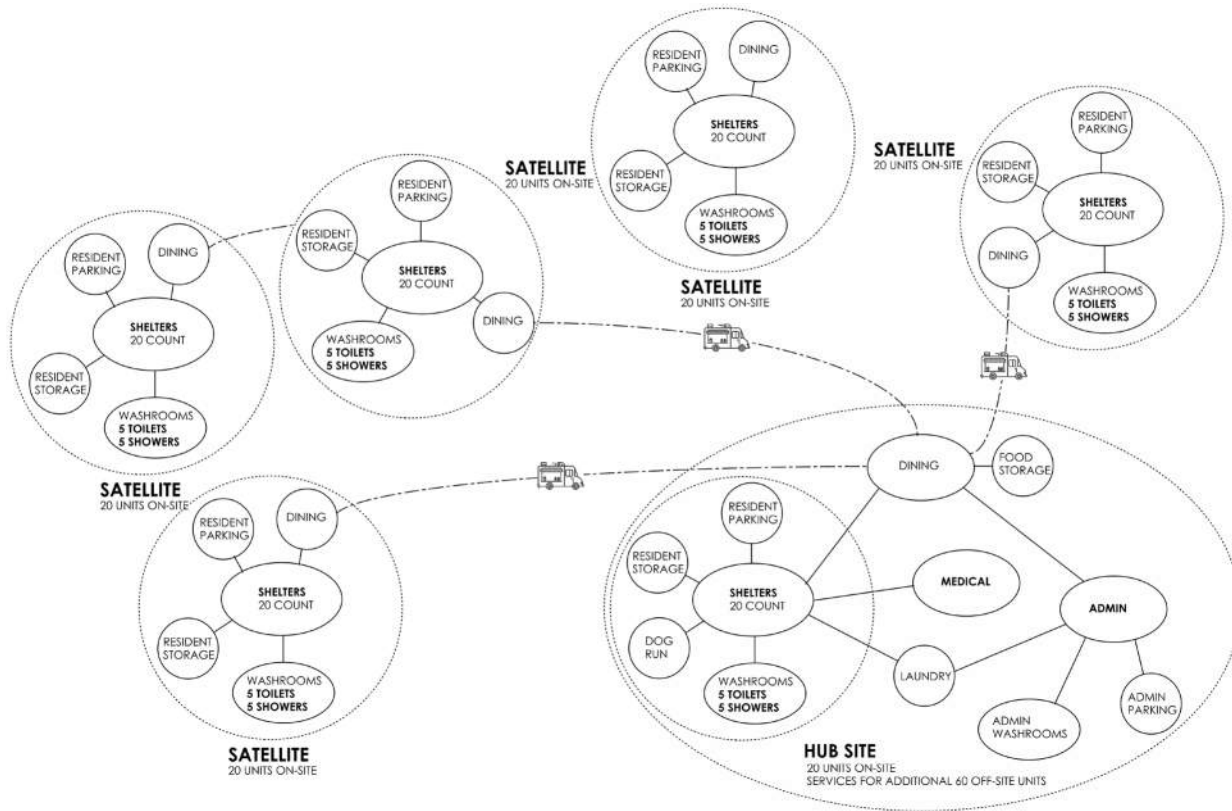
Hub Location
 LA Metro Division 6
 100 Sunset Ave
 Venice, CA 90291



Satellite Location
 Westminster Park
 1234 Pacific Ave
 Venice, CA 90291

2. Site Design - Hub and Satellite Network

Next, in order to maintain a small size of groups, reduce potential for adverse issues that may result from larger numbers of people, and in order to allow for a greater degree of self regulation, we limited sites to 20 occupants, organized in a network of five to six, served by a hub that houses administrative, medical, and other facilities.



Programmatic diagram of a hub & satellite network, showing key components within each site along with a default capacity of 20 individuals per site.

Distance from the satellite to the hub is limited to a 1/2 mile in order to allow for walkability from satellites to the service providing hub, yet still maintaining sufficient distance to avoid concentrating large populations in a single location.



Sample of hub site components and layout for a network in Elysian Park.

Basic Shelter Amenity Requirements

Medical

- 150 sqft minimum
- Examination bed
- Lockable cabinet
- Small desk
- Washbasin
- Countertop
- Paper towel dispenser

Administrative Support Services

- 113 sqft minimum (varies with size)

Counseling and Support Services

- Varies with size
- Minimum STC sound-rated walls

Commercial Kitchen

- Varies with size

Dining Area

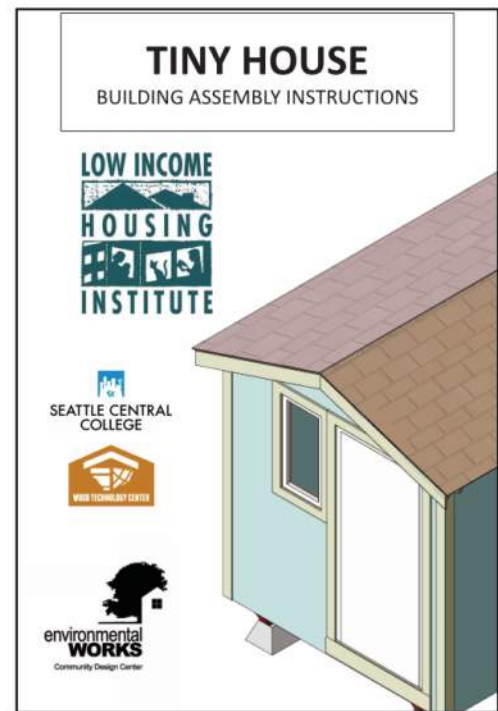
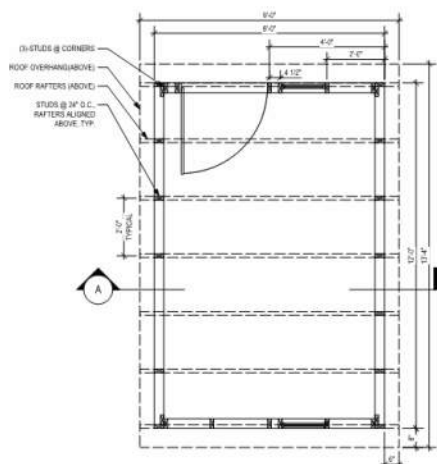
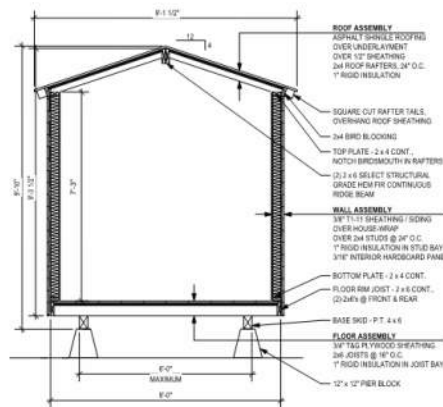
- Able to accommodate all residents
- Two, four, and six seat tables

Bathrooms

- Common washrooms for newly arrived clients (two gender neutral)
- Common washrooms for shelter residents
- One washbasin per four beds
- One shower per four beds
- One toilet per four beds
- Staff washrooms

Laundry

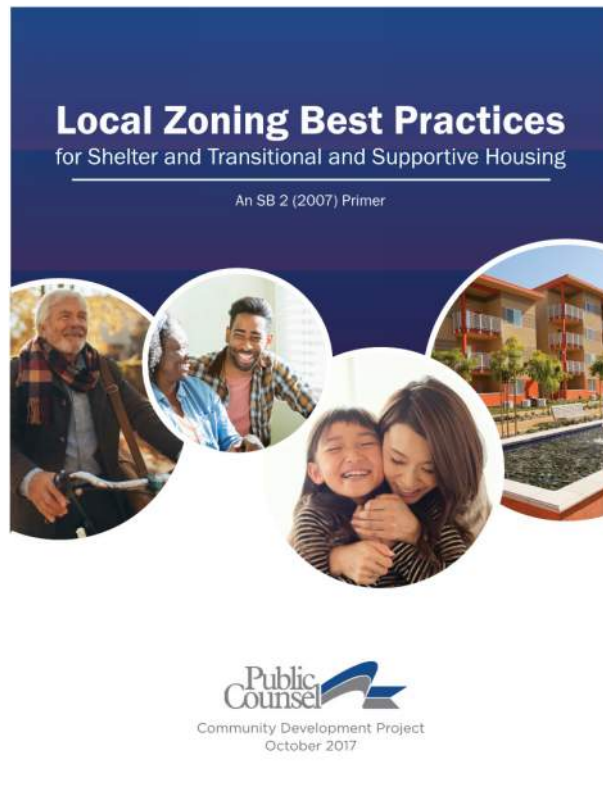
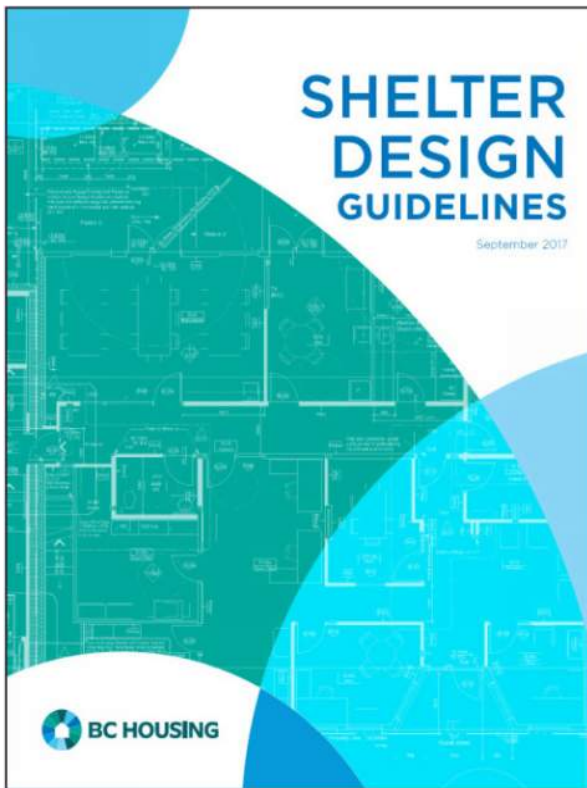
- One washer & dryer per 15 beds
- Two washer & dryer per 16 to 40 beds



<https://lihi.org/tiny-houses/>

The Low Income Housing Institute develops, owns and operates housing for the benefit of low-income, homeless and formerly homeless people in Washington State; advocates for just housing policies at the local and national levels; and administers a range of supportive service programs to assist those we serve in maintaining stable housing and increasing their self-sufficiency.

Example of a tiny home assembly per the Low Income Housing Institute



How to Build a Shelter Community

A checklist guide to building safe, dignified, and cost-effective shelter for your neighbors experiencing homelessness.

Sample of precedents referenced to determine required components of the Homeless Offstreet Sanctuary Site Network

3. Budget

As a result of our literature review of precedents and recent investigative journalism, we developed a program of site services and specifications for the types of shelters identified in a study of Best Practices. Further, we found that by implementing a community based construction of ground up “tiny homes”, costs could be reduced by a factor of 10 relative to current costs incurred by the City of Los Angeles.

In other words, communities building temporary shelters themselves on government owned land, sanctioned and supported by local decision makers, could be provided at one tenth of the current cost of government supplied shelters. Soft costs, such as those associated with permitting, etc. could and ought to be waived by the City in order to facilitate and streamline resolution of the lack of temporary shelters.

Construction Budget

Los Angeles Homeless Off-Street Sanctuary

Revised: 6/8/2021

Item	Qty./Area	Unit	Unit Cost	Subtotal Per Unit	Unit Quantity	Subtotal Budget
HUB & SATELLITE SITE						
Site	8,500	SF		\$49,835.50	1	\$49,835.50
Demo/Preparation (if required)	8,500	SF	\$2.51	\$21,326.50		
Fencing	8,500	SF	\$0.83	\$7,072.00		
Gravel/Paving	8,500	SF	\$1.30	\$11,050.00		
Generator/Temp Power	8,500	SF	\$1.22	\$10,387.00		
Shelter	117	SF		\$5,725.62	20	\$114,512.32
Foundation (Pier Blocks)	4	Units	\$26.00	\$104.00		
Framing	117	SF	\$11.44	\$1,338.48		
Insulation	117	SF	\$1.56	\$182.52		
Roofing	117	SF	\$1.50	\$174.92		
Finishes (Drywall, Paint, Ext. Finish)	117	SF	\$10.15	\$1,187.90		
Doors and Windows	117	SF	\$6.18	\$722.48		
Lighting	117	SF	\$3.17	\$371.12		
HVAC (evaporative heater/cooler)	117	SF	\$6.50	\$760.50		
Electrical	117	SF	\$6.50	\$760.50		
Fire Sprinklers (required where living greater than 6 mos.)	117	SF	\$1.05	\$123.20		
Bathrooms - Portable	7	Units		\$19,140.49	1	\$19,140.49
Showers	7	Units	\$1,493.70	\$10,455.90		
Toilets	7	Units	\$830.70	\$5,814.90		
Sinks	7	Units	\$409.96	\$2,869.69		
Storage	1	Units		\$5,155.90	1	\$5,155.90
Shipping Container	1	Units	\$5,155.90	\$5,155.90		
Dining	1	Units		\$1,970.80	1	\$1,970.80
Tables	4	Units	\$232.70	\$930.80		
Shade Structure	4	Units	\$260.00	\$1,040.00		
Subtotal Satellite Program						\$190,615.01
Medical	700	SF		\$139,443.00		\$139,443.00
(Review and VE if possible to temp. construction trailer)						
Administrative Offices	700	SF		\$130,000.00		\$130,000.00
(Review and VE if possible to temp. construction trailer)						
Subtotal Hub Site						\$460,058.01
Contingency 5%						\$23,002.90
Contractor IOP 25%						\$120,765.23
Grand Total Hub Budget						\$603,826.14
Number of Beds					20	
Budget per Bed						\$30,191.31

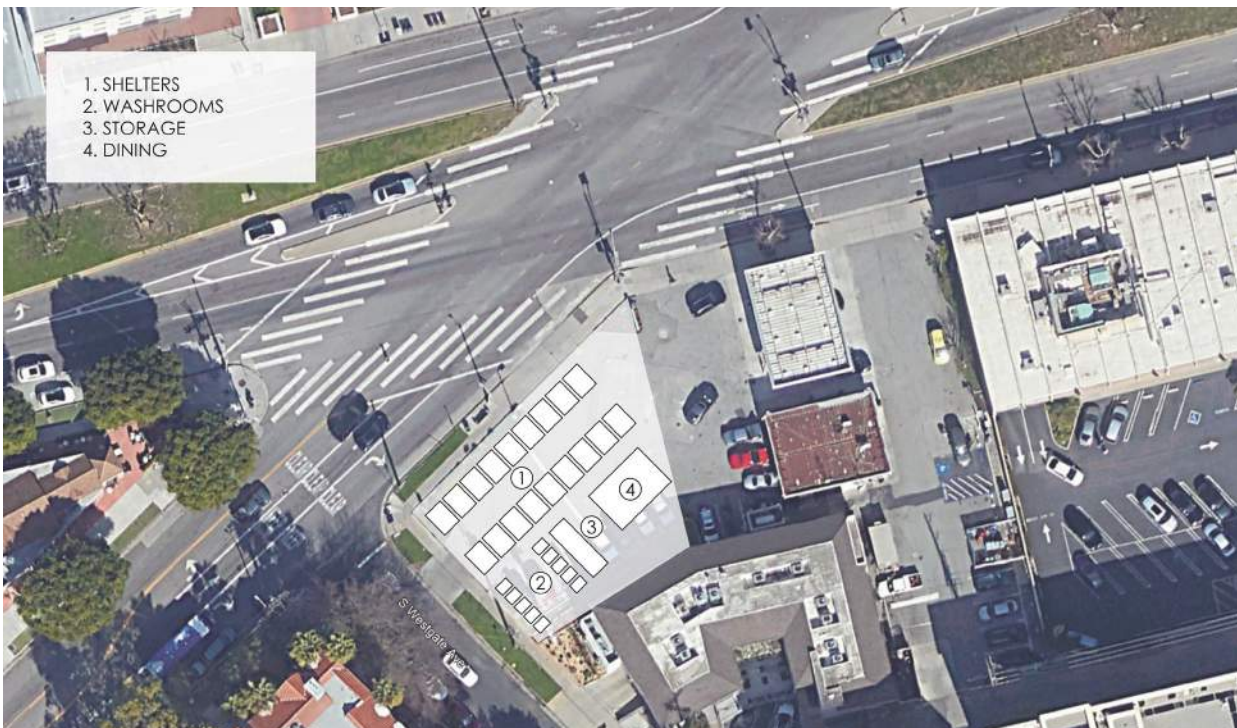
Rough Order of Magnitude (ROM) estimate for the construction of one hub site with 20 shelters.

4. Operation

As mentioned, site populations are limited to 20 individuals, within a network of 120 served by a single hub site that would house administrative staff, mental health and medical support facilities, etc. While cases vary, a certain proportion of the unhoused population requires a greater degree of mental and emotional health, and/or substance use treatment. In discussions with the Street Medicine team at the USC Keck School of Medicine and related stakeholders, we confirmed that while the physical infrastructure need not generally differ, the staff at each location could be tailored to the needs of the specific population.

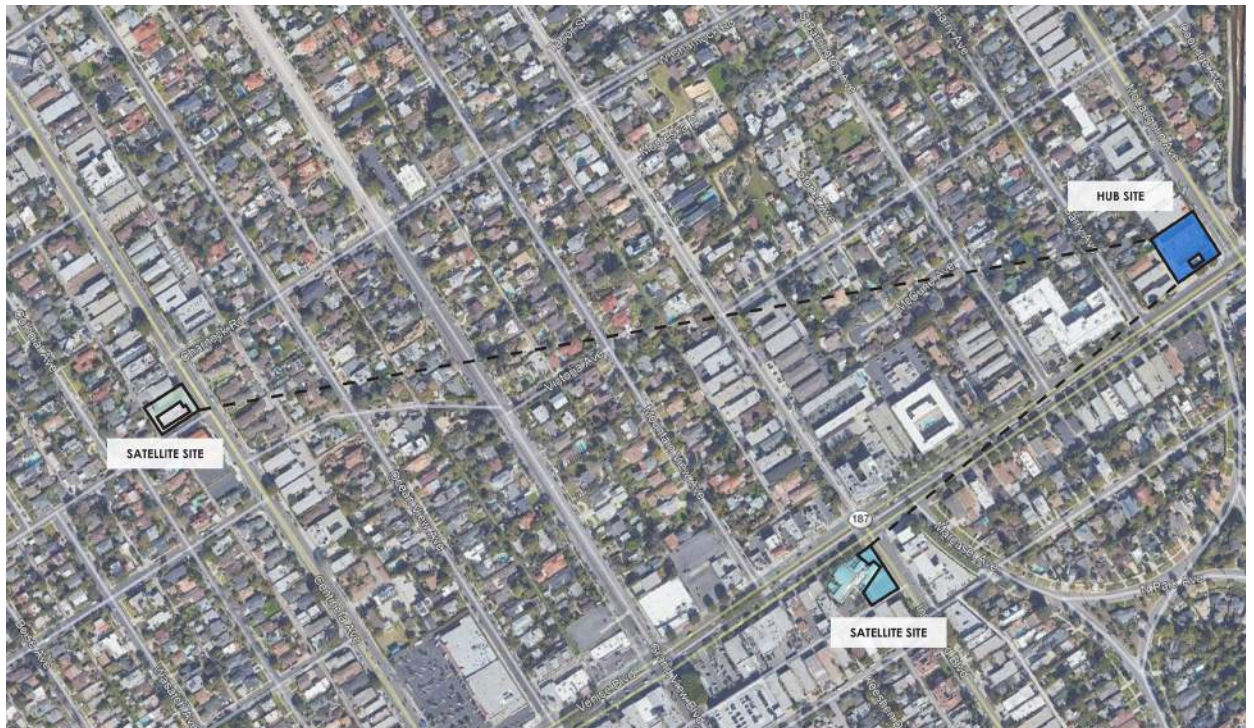


Example of network in the Brentwood-Pacific Palisades Community Plan Area

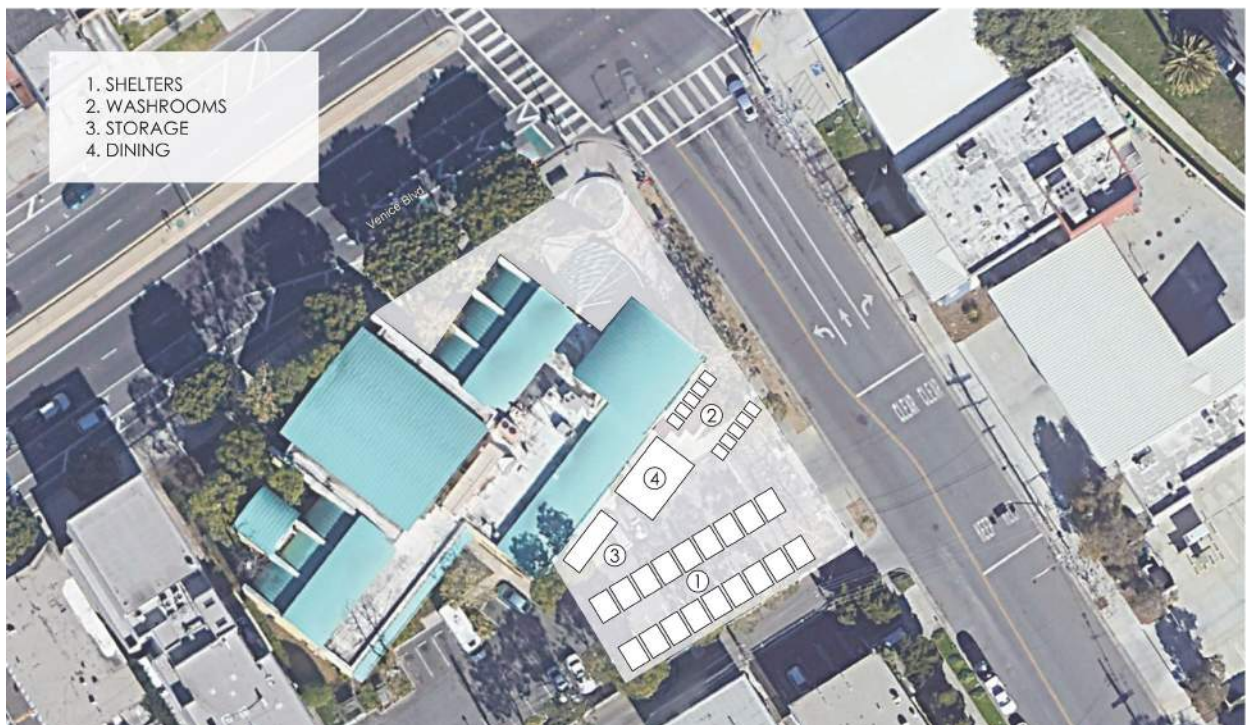


Example of satellite site in the Brentwood-Pacific Palisades Community Plan Area

In other words, the Homeless Off Street Sanctuary initiative applies to both recently unhoused populations as well as those with greater needs. Partnerships with operators, including the City, non-governmental organizations, and others, would contribute to the immediate scaling of temporary shelters that are required today. Last, as unhoused populations do not discreetly conform to political boundaries of Council Districts, but rather, exist more fluidly, a coordinated and collaborative effort among Council District offices is desirable.



Example of network in the Palms-Mar Vista-Del Rey Community Plan Area



Example of satellite site in the Palms-Mar Vista-Del Rey Community Plan Area

Conclusion

Alternatives to our unhoused neighbors sleeping on the streets is within reach, spatially and financially feasible, and our collective responsibility. This includes the City Council and the Department of City Planning addressing the root causes that continue to drive homelessness rates: housing scarcity, barriers to supply, and a fair share approach by every community. In 2020 Council District 11 counted close to 3,300 total homeless, a 40% increase from the previous year.

Rather than continue down the path of housing scarcity at all income levels, neighborhood communities, their elected representatives in the City Council, staff, and others, can and ought to contribute to a community based alternative to sleeping on the street. The Homeless Off Street Sanctuary initiative is one such alternative that identifies suitable government owned land Countywide, in a hub and satellite network arrangement, at a cost that is one tenth that which is currently being incurred. This is within reach now.

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