

Equity Subcommittee Report (Section) Supplemental Document for Item 4.0

Introduction

Data from the most recent homeless point-in-time count show that Los Angeles County has the second-largest total homeless population and largest unsheltered homeless population in the nation.¹ Within this population, Black people experiencing homelessness were vastly overrepresented. While Black people comprise only 9% of the County's overall population, they represent 31% of the homeless population.² Hispanic/Latino people, on the other hand, while still slightly underrepresented in the homeless population, represent the largest and fastest-growing group of people experiencing homelessness, increasing 76% between 2018 and 2024. Similarly, AIAN people experiencing homelessness more than tripled between 2020 and 2024, from 686 to 2369. Combined, these three groups make up close to 3 out of every four people experiencing homelessness in Los Angeles County, and if growth trends continue unchecked, this majority will likely continue to grow.³

These alarming trends underscore the need for robust and intentional policy solutions aimed at addressing racial and ethnic disparities, which also drive homeless numbers throughout the County. The Equity Subcommittee of the Leadership Table Regional Homelessness Alignment (LTRHA) proposed an equity framework and metrics for the Responsive Regional Homelessness Plan (RHP) to meet this demand. Co-chaired by representatives from the Los Angeles County Chief Executive Office Anti-Racism, Diversity and Inclusion (ARDI) Initiative and the Los Angeles Homeless Services Authority (LAHSA), the LTRHA Equity Subcommittee engaged in multiple planning sessions to identify equity principles, strategies, and metrics that will ensure that equity is embedded in the goals outlined in Measure A.

The Equity Subcommittee proposed the below equity subgoals for consideration and approval by the LTRHA, and they approved on March 6, 2025; next, the subgoals and other Measure A metrics proposed by the LTRHA will go to the Executive Committee for Homelessness Regional Alliance (ECHRA) for consideration on March 14, 2025. Finally, the recommended metrics and subgoals will be elevated to the Board of Supervisors (BOS) for final approval before April 1, 2025, in line with the commitment set forth by Measure A.

Equity Definition, Framework, and Principles

To set equity goals and metrics, the Equity Subcommittee began its work by first defining equity. In 2023, the County adopted a Racial Equity Strategic Plan,⁴ which defines equity as:

The acknowledgment that each person has different circumstances and backgrounds and starts from a different place. Equity is the concept that differences matter and that systems must be balanced to distribute resources and opportunities needed to reach equal outcomes by treating

¹ Los Angeles Homeless Services Authority (LAHSA), "2024 Greater Los Angeles Homeless Count." <https://www.lahsa.org/documents?tid=8164-2024-greater-los-angeles-homeless-count-results-long-version-.pdf>; 2024 Annual Homeless Assessment Report (AHR), Part I: PIT Estimates of Homelessness. Retrieved from <https://www.huduser.gov/portal/datasets/ahar/2024-ahar-part-1-pit-estimates-of-homelessness-in-the-us.html>

² LAHSA, *ibid.*; U.S. Census Bureau (2023). American Community Survey (ACS) Demographic and Housing Estimates (DP05), <https://www.census.gov/quickfacts/fact/table/losangelescountycalifornia/PST045223#PST045223>

³ 2023 Point In Time Count LA CoC

⁴ County of Los Angeles (2023). Los Angeles County Racial Equity Strategic Plan. Retrieved from https://file.lacounty.gov/SDSInter/lac/1137148_ARDIStratPlan2.8.23_fullreport.pdf

everyone justly according to their circumstances.

In addition to this, the Equity Subcommittee recognized equity is a process and practice that enables positive life outcomes in various domains (i.e., health, housing, education, economic opportunity, etc.) and aims to create the conditions necessary to ensure that an individual's or group's outcomes are not determined by their race, ethnicity, or other social or physical characteristics. Furthermore, equity as practice:

- 1) invites us to ensure those most impacted by structural racial inequity are meaningfully involved in the creation and implementation of the institutional policies and practices that affect their lives;⁵ and
- 2) requires us to observe and embody new ways of being that center personal awareness and healing, community care, and co-creation.

Equity principles are values-based and incorporate ethical premises that articulate how to express the values basis for action. Equity principles can be evaluated, which means it is possible to document qualitatively and quantitatively how the principle is being followed and what results from following the principle. To this end, an overarching equity framework promotes key equity principles, strategies, and activities that drive purposeful, meaningful, and measurable progress toward preventing and ending homelessness in Los Angeles County.[2] Hence, the Equity Committee proposes the adoption of the existing Countywide Guiding Equity Principles to undergird the work we do in this effort.

With respect to applying an equity framework precisely to Measure A goals and metrics, the Equity Subcommittee proposes Targeted Universalism as a bold and rigorous framework for addressing the challenges inherent in solving an issue as large and complex as homelessness.

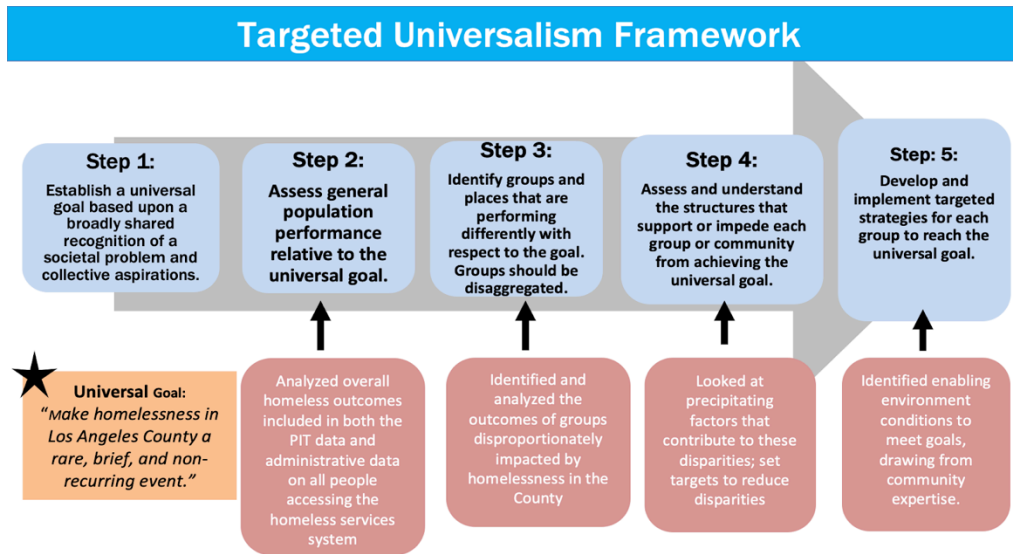
Targeted Universalism

Targeted universalism is a framework and policy approach that aims to bridge the divide between developing policy solutions that are either universal or targeted. It involves establishing universal goals designed to positively impact all groups while ensuring that the strategies developed are targeted and considering "how different groups are situated within structures, culture, and across geographies to achieve the universal goal. Thus, Targeted Universalism is goal-oriented, and the processes are directed in service of the explicit, universal goal."⁶ Figure 1. below illustrates the five-step process for applying the Targeted Universalism framework to create goals and metrics for addressing racial disparities in homelessness.

Figure 1. Applying a Targeted Universalism Framework to Homelessness

⁵ Race Forward

⁶ Ake, W., & Menendian, S. (2019). Targeted Universalism: Policy & Practice. (p. 15). Retrieved from <https://belonging.berkeley.edu/sites/default/files/2022-12/Targeted%20Universalism%20Primer.pdf>



Step 1 is to articulate a clear universal goal based upon a broadly shared recognition of a societal problem and collective aspirations. In the context of Measure A, the universal goal is to “make homelessness in Los Angeles County a rare, brief, and non-recurring event.” The next step (Step 2) is to assess general population experiences relative to the universal goal. In this instance, the task is to analyze overall homeless outcomes in the County (including data from the point-in-time count and administrative data such as newly homeless population, unsheltered homeless population, homeless population with SUD, or SMI, or both; and exits to permanent housing) and determine what resources, in general, might be needed to address overall homelessness in the County. Steps 3, 4, and 5 entail focusing on specific, disproportionately impacted populations, which is explained in greater detail in the next section.

This framework is integral to achieving equity because it acknowledges that some groups within the broader population may require different strategies to reach the same goal due to their unique circumstances, histories, cultural backgrounds, and lived experiences. Research on racial disparities in homelessness indicates that the overrepresentation of Black, AIAN, and Hispanic/Latino people in poor homelessness outcomes stem from historic policies and practices that impact these groups both negatively and more severely, including a history of forced removal, redlining, and other forms of residential discrimination, exclusion from the labor market and institutions of higher education, mass incarceration, child welfare system involvement, and more. Moreover, longstanding inequities embedded in our social, economic, and political systems due to structural racism continue to disadvantage individuals from these communities such that if unaddressed, existing systems will reinforce marginalization, halt progress toward topline Measure A goals, and further exacerbate inequities. To prevent this outcome, Targeted Universalism acknowledges concepts such as intersectionality, representation, cultural humility, cultural responsiveness, and trauma-informed care. As a collective practice, we must anticipate, incorporate, and sustain diverse perspectives to drive the adoption of genuinely equitable processes and strategies.

In summary, Targeted Universalism aligns with the text of Measure A, which directs leaders to utilize these resources to reduce racial disparities and the disproportionate impacts of homelessness. However, it extends beyond the measure by also inviting an environment that prioritizes belonging and emphasizes the creation of systems and structures where all individuals are valued, supported, and recognized as

integral to the community.⁷ By ensuring accountability⁸ through the prioritization of systemic and institutional responsibility over group or individual blame for inequities, it offers love as an organizing principle and intuitive care practice. Keeping these values at the forefront of this work will enable us to safely and sustainably house all people.

Applying a Targeted Universalism Framework to Measure A

As mentioned, Figure 1 above illustrates the process for applying a Targeted Universalism framework to Measure A. Step 3, which entails identifying groups performing differently or further from the goal, required the Equity Subcommittee to review and analyze racially disaggregated homeless data. In February 2024, the Data Subcommittee provided the Equity Subcommittee with several data tables, including racially disaggregated baseline homeless metrics over five years. These data were compiled from administrative databases from multiple County Departments that service people experiencing homelessness in the County. The Equity Subcommittee reviewed these data, and also reviewed Point-in-Time Homeless County data, and made the following preliminary observations (see Table 1).

Table 1. Racially Disaggregated PIT and Homeless Services Data

Calculating and Measuring Disparities in Homelessness									
Population	LA County Census: All People in Los Angeles County 2023		People Experiencing Homelessness (PIT) 2023			2023 Homeless Rate	People Accessing Homeless Services 2023 Service Data		
Source/measure	LA County Raw	LA County %	Raw number	Percent of PIT	Rate of growth PIT	HL rate per 10,000	All People Accessing Services	All People Access Services %	Rate of Growth of People Accessing Svcs.
American Indian/ Alaska Native	144,950	2%	723	1%*	5%	486	2068	2%	-11%
Asian	1,546,135	16%	1,212	2%	57%	9	1786	2%	15%
Black/ African American	869,701	9%	22,606	32%	5%	342	40708	36%	26%
Hispanic/ Latino	4,696,386	49%	30,350	43%	32%	67	40965	36%	30%
Native Hawaiian/ Other Pacific Islander	38,653	0.40%	3,89	1%	90%	233	964	1%	7%
White	2,444,826	25%	13,826	19%	-15%	66	22046	19%	8%
Multi-Racial/ Other	328,554	3%	2214	3%	1%	62			

Dimensions of Equity:

- Rate of Growth**
- Share of Homelessness/ Disproportionality**
- Disparities in access, outcomes**

Dimensions of Equity we don't have:

- Data on experience of service**
- Data on how long it takes different groups to access services and housing**

Black and Hispanic/Latino people accessing the homeless services system each made up the largest share of those accessing the system—36% each—and each experienced the largest rate of growth of those accessing the system, 26% and 30%, respectively. After reviewing and analyzing these data, three equity priorities emerged. The Equity Subcommittee determined that to reduce racial disparities and the

7 Powell, J. A. (2022, January 19). On belonging. Othering & Belonging Institute. <https://belonging.berkeley.edu/democracy-belonging-forum/papers/on-belonging>

8 Anderson, P. (2021a). Building a culture of Accountability (SSIR). How to Build a Culture of Accountability to Promote Racial Equity in Your Organization.

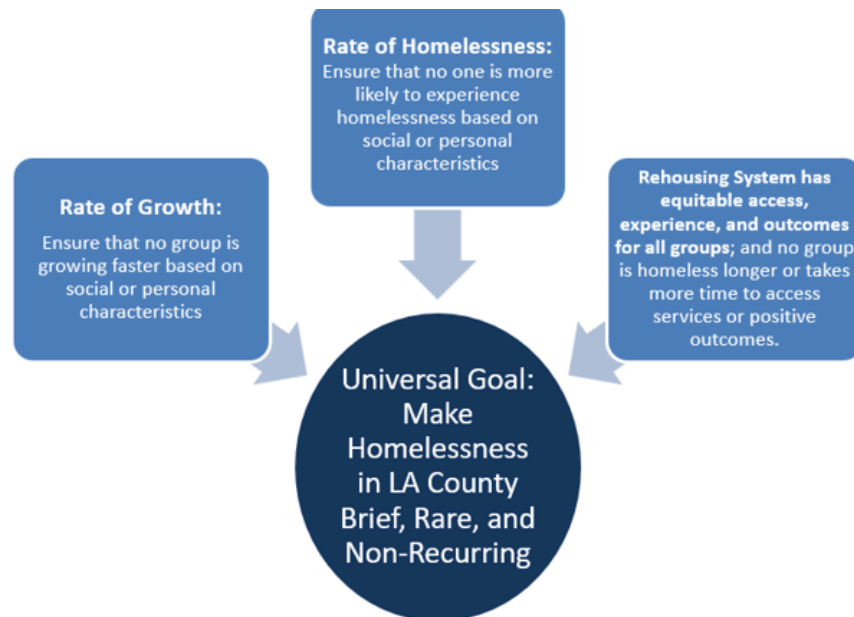
https://ssir.org/articles/entry/building_a_culture_of_accountability

overall number of people experiencing homelessness we must:

- Reduce racial disproportionality in homelessness.
- Reduce racial disparities in the growth of homelessness between racial/ethnic groups.
- Reduce disparities in access, experience, and outcomes in homeless services between racial/ethnic groups.

Hence, in developing equity subgoals and metrics, the Equity Subcommittee used these priorities as a guide and criteria for developing metrics (see Figure 2 below).

Figure 2. Equity Criteria



The Equity Subcommittee further determined that to develop robust strategies for meeting the equity goals derived from this process, we must map the homeless services system and articulate a research agenda that will enable us to identify the strongest levers and barriers that inform the way the system functions (Step 4). These disparities are compounding, meaning when one group experiences a higher rate of growth, overrepresentation, and poorer outcomes in the homeless service system, the impact is amplified, driving an increase in overall homelessness numbers. Thus, looking at all three dimensions to understand disparities and conditions for success for each group is critical.

Setting Measure A Equity Metrics and Targets

Measure A included the following goals:

- Goal 1: Increase the number of people moving from encampments into permanent housing to reduce unsheltered homelessness
- Goal 2: Reduce the number of people with mental illness (SMI) and/or substance use disorders (SUD) who experience homelessness
- Goal 3: Increase the number of people permanently leaving homelessness
- Goal 4: Prevent people from falling into homelessness

- Goal 5: Increase the number of affordable housing units in Los Angeles County.

LTRHA was then tasked to translate these goals into measurable metrics. Once LTRHA formed metrics and methodology to pull these data, LTRHA created metrics for each goal. On January 31, 2025, LTRHA voted to develop the Equity Subcommittee, and on February 21, 2025, the Data Subcommittee of ECRHA provided baseline data disaggregated by race and ethnicity. The Equity Subcommittee closely reviewed the disaggregated metrics for each goal and observed the following⁹:

- Although Black people are served at rates roughly proportional or higher rates (36% of all service participants in 23-24), signifying that the homeless system is serving Black people comparable to their proportion of the homeless count (33%), the PIT continues to show roughly the same overrepresentation of Black people experiencing homelessness and growth year-over-year.
- While Black people make up the largest share of people who exit to permanent housing (42%), they remain housed (i.e., retained) at lower rates (77%) than the overall population in the system (79%) and other racial/ethnic groups, such as Asian (84%) and Hispanic (82%) people who have exited to permanent housing. Other research has indicated that the disparity for Black people who exit to permanent housing and return to homelessness is larger.
- Similar to other groups, just 20% of Black people who accessed services exited to permanent housing in 23-24, which may relate to the rise of homelessness and continued overrepresentation of Black people in the PIT.
- Hispanic/Latinx people are the fastest growing in the PIT population—23,005 in 2020 to 30,948 (43%) in 2024—still below their overall percentage of the LA population (48%). They are most represented in the new homeless services group (58%).
- Latinx are overall accessing services at lower rates (36%) than their proportion of the homeless population (43%).
- Unsheltered Latinx people are accessing interim housing or permanent housing at a lower rate than their proportion of the homeless population (36% 1b unsheltered to permanent housing, 36% 1c to interim housing) and had among the lowest percentage throughput from unsheltered to permanent housing (only 8%).
- AIAN people are growing in the homeless count (686 in 2020 to 2369 in 2024). However, the definition has also changed to be more accurate, and using the 2023 PIT data in the above table and our analysis undercounts the rate of AIAN homelessness (see footnote 15).
- Only 73% of AIAN people who enter permanent housing remain in housing within 2 years, the lowest percentage amongst groups.
- Black and Latinx people make up 72% of all newly homeless people accessing services and have the highest rates of growth in this population (Black 9% and Latinx 22%). Latinx have the highest rate of growth in the PIT, at 32%, while Black people are significantly overrepresented in the PIT (32%), but growing at a slower rate (5%).

Additionally, the Equity Subcommittee observed that between FY 2022-2023 and 2023-2024, the number of newly homeless individuals increased significantly, and this group is also predominantly Black and Latinx. Additionally, exits to permanent housing from the current system remain low, at just 17%. If the overrepresentation of different groups in homelessness were the only issue, targeted services and interventions, as well as changes to make a more balanced and efficient system, could help correct these disparities. However, the rise in homelessness within these overrepresented and rapidly growing groups,

⁹ Given the abbreviated timeframe and previous research and data on disparities and disproportionality, the Equity Subcommittee decided to begin the analysis by looking at race and ethnicity.

as well as their disproportionate entry into homelessness, highlights that a decrease in the number of people entering or receiving services without addressing systemic barriers that enable growing inflow may not lead to meaningful progress.

For example, Black people make up 36% of all service participants in 2023-2024, but only 20% of all Black participants accessing services are successfully transitioning to permanent housing. The 80% of Black individuals who do not exit to permanent housing remain in the system, potentially exacerbating year-over-year increases in homelessness. Figure 3 below illustrates how low system throughput impacts disparities, with the dark blue bars showing overall service participants experiencing homelessness in 2023-2024 and the green bar representing total permanent housing exits in the same period. In 2023-2024, 112,287 total people accessed homeless services, and only 19,168 exited to permanent housing.

Figure 3: Impact of Low System Throughput to Permanent Housing on Disparities

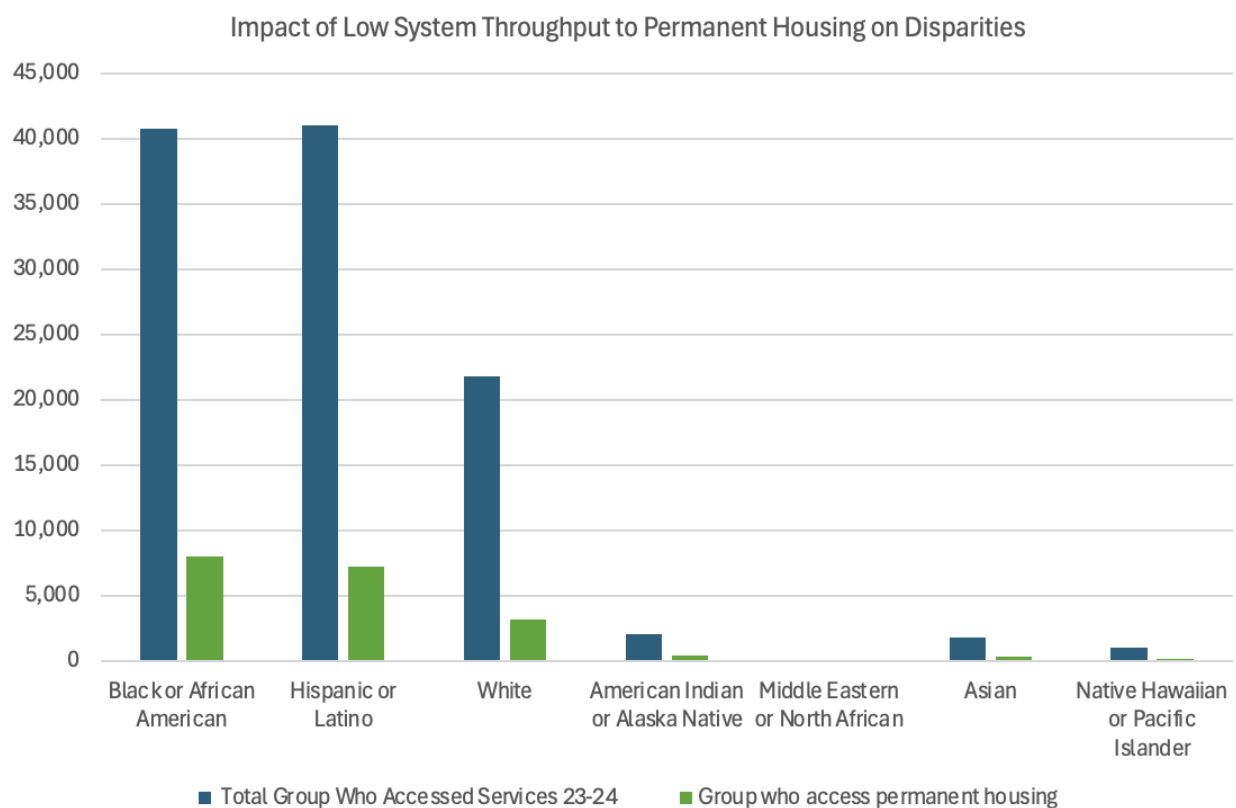


Figure 3 shows that while many people access services, only 17% of all people who access services exit to permanent housing. In a fully efficient system with balanced permanent housing resources, people access services quickly, enter interim housing if they choose, and exit to permanent housing quickly. In contrast, low throughput to permanent housing creates a bottleneck in the homeless service system, exacerbating inequities and contributing to growth.

The Equity Subcommittee also found that disparities can be masked within a particular portion of the population (e.g., unsheltered) or outcome data (e.g., permanent housing exits) when only one dimension of equity is considered. For example, disaggregated permanent housing outcome data is often

reported by showing the percentage of the overall outcome of a particular group and comparing that to the proportion of people experiencing homelessness in that same group. For Example, 42% of all exits to permanent housing in 23-24 were Black people, which is above their proportion of the overall service population (36%); this could lead one to assume that the system is equitably serving Black people. However, when we look at this outcome relative to the disproportionate representation of Black people experiencing homelessness, we find that while this is above proportional to the service population (and PIT), it is still not sufficient to correct the significant overrepresentation of this group in overall homelessness. In other words, if representation or outcomes look favorable for a marginalized population, it is critical to contextualize the outcome by looking at the groups' disproportionality and/ or rate of growth and understand what this will mean for our ability to achieve equity and meet the universal goals.

In addition to strong consideration for disproportionality, the Equity Subcommittee identified that Latinx people experiencing homelessness are the largest and fastest-growing population. If Latinx people continue to increase at the same rate of growth as they have between 2020-2023 (32%), they will be overrepresented in homelessness within the next couple of years. See Table 2, which shows the rate of growth in the PIT and average yearly growth for all populations; the disparate and rapid growth of Latinx people is significant, with an average yearly growth of 2,448 people.

Table 2. Rate of Growth and Average Growth in Homeless Count Data from 2020-2023

	Point-in-Time Count			Rate and Average Growth	
	2020	2022	2023	Rate of Growth 2020-2023	Average Growth 2020-2024
American Indian/ Alaska Native	686	610	723	5%	12
Asian	774	598	1,212	57%	146
Black/ African American	21,509	19,524	22,606	5%	366
Hispanic/ Latino	23,005	29,938	30,350	32%	2448
White	16,208	13,662	13,826	-15%	-794
Multi-Racial/ Other	1,319	1,637	2214	68%	298

Goals and Equity Metric Considerations

The Measure A framework uses several goals to track homelessness and service access rate reductions (Goals 1, 2, 4) or increase service outcomes (1b, 1c, 3a, 3b). The Equity Subcommittee raised concerns about the counting reduction in the number of people who access services as a success in isolation without considering the overall homelessness trends as measured by the PIT. To accurately assess whether service reductions represent positive outcomes, it is critical to integrate PIT data alongside service access data for specific goals, such as goals 1a, 2a, b, c, and 4a, to ensure that rates of homelessness have reduced alongside a reduction in the need for services. These goal metrics track

reductions in the scale of homelessness (e.g., reductions in unsheltered homelessness and decreases in homelessness among individuals with serious mental illness (SMI) or substance use disorder (SUD)).

For Goals 1 and 2, the Equity Subcommittee observed the following disparities:

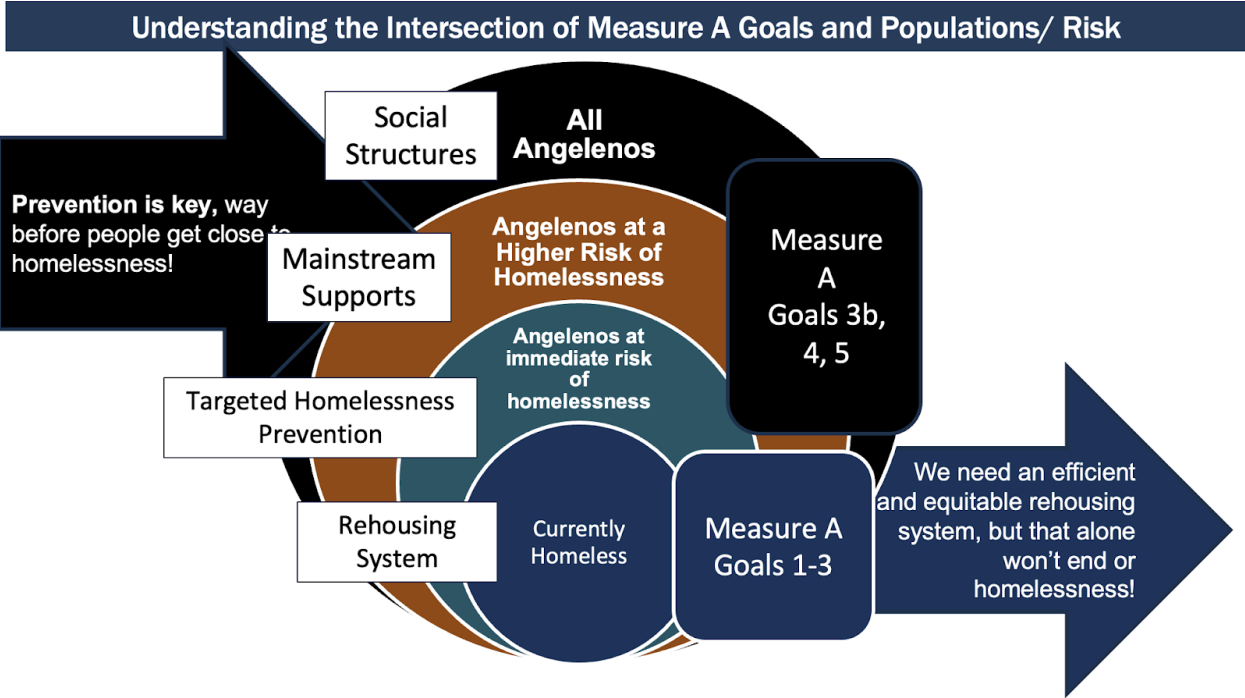
- **Black** people are underrepresented in the unsheltered PIT count. Black people make up about 28% of the unsheltered population compared to their percentage of the overall homeless population (32%), and this is still well over their LA County population (9%).
- **American Indian Alaska Native** people have the highest rate of severe mental illness or substance use disorders of any population (49%).
- **Latinx** people have the highest rate of substance use disorder alone (9%).
- **Black** people have lower rates of SMI or SUD, SUD alone or with co-occurring disorders. Other research suggests this is because Black people fall or are pushed into homelessness faster than other groups due to systemic racism (i.e., lack of access to quality healthcare, discrimination in the job market, higher rates of arrests and incarceration for the same offenses as other groups, etc.); this means Black people are not as sick when they become homeless, but more Black people fall into homelessness each year.¹⁰

As a result of the observations captured above, the key equity questions the Equity Subcommittee considered were:

- What groups are disproportionately impacted by unsheltered homelessness, severe mental illness, substance use disorders, or new homelessness? How can we make meaning of these disparities? How can interventions address these disparities?
- How can the system ensure that service rate reductions for overrepresented groups do not simply reflect unmet needs or service underutilization?
- Alternatively, how can we ensure that exits to permanent housing are accounting for and reducing disparities?

Many factors that contribute to higher rates of homelessness, unsheltered homelessness, SMI, and SUD, or new homelessness are controlled by factors outside the homeless response system and broader prevention and promotion efforts must target earlier housing precarity and system inequities to reduce these numbers. On the other hand, positive system outcomes, like increasing permanent housing exits, are levers that the Measure A goals and homeless service system can impact (see Figure 4 below). See Figure 4 to understand the intersection of broader support structures to prevent inflow and efficient and equity-centered outflow to permanent housing in overall homelessness reduction.

Figure 4. Understanding the Intersection of Measure A Goals and Populations/ Risk



After rigorous analysis and discussion of the baseline metrics (included in Appendix A), a discussion of key questions for consideration, and application of the Equity Criteria Equity subgoals and targets, the Equity Subcommittee developed the following equity subgoals and metrics (see Table 3 below). In addition to ensuring that marginalized groups (Black, Latinx, AIAN people) are meeting the universal metrics set by the other subcommittees, the Equity Subcommittee created subgoals as benchmarks to measure whether our system and response are starting to reduce disparities across the three equity criteria described and added a fourth criteria to ensure sufficient resources to evaluate system disparities and improvements.

- Criteria 1: **Reduce racial disproportionality in homelessness**
- Criteria 2: **Reduce disparities in the growth of homelessness between racial/ethnic groups.**
- Criteria 3: **Improve access, experience, and outcomes in homeless services.**
- Criteria 4: **Ensure the collection, disaggregation, and tracking of demographic data, including qualitative data.**

To achieve criteria 1-3 and to have benchmarks to identify if Measure A is making progress on these criteria, the Equity Subcommittee selected the below-proposed equity subgoals (see Table 3).

Table 3. Equity Subcommittee Proposed Subgoals and Metrics

Metric #	Subcommittee Metric	Proposed Equity Subgoals
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1a	Metric 1a. Decrease by 30% the number of people experiencing unsheltered homelessness from a baseline of 52,365 in 2024 to a target of 36,656 in 2030.	Decrease the rate of growth of Latinx people experiencing unsheltered homelessness from a baseline of 30% by 10 percentage points to 20% in the service data (and reduce rate of growth in Latinx unsheltered point-in-time (32%) also by 10 percentage points). Decrease unsheltered point-in-time by 10 percentage points for Black, Latinx, and AIAN people.
1b	Metric 1b. Increase by 80% the number of people moving into permanent housing from unsheltered settings from a baseline of 5,937 in FY 23-24 to a target of 10,687 in 2030.	Reduce disparities in access to permanent housing for Black, Latinx, and AIAN people experiencing unsheltered homelessness by 10 percentage points from baselines 11% (Black), 8% (Latinx), 11% (AIAN).
1c	Metric 1c. Increase by 32% the rate of people moving into interim housing from unsheltered settings from a baseline of 34% in FY 23-24 to a target of 45% in 2030.	Reduce disparities in access to interim housing for AIAN people from unsheltered settings by 10 percentage points from baseline of 42% to 52% and for Latinx people from a baseline 34% to 44%.
2a	Metric 2a: Reduce by 15% the number of people with SMI alone experiencing homelessness from a baseline of 14,056 in FY 23-24 to a target of 11,978 in 2030.	To reduce disparities, decrease the rate of SMI or SUD (49%), SUD (8%), and co-occurring disorders (26%) by 20% for the American Indian/ Alaska Natives.
2b	Metric 2b: Reduce by 10% the number of people with SUD alone experiencing homelessness from a baseline of 8,697 in FY 23-24 to a target of 7,827 in 2030.	Reduce the rate of growth of Latinx people with SUD or SMI (54%) by 10 percentage points and the percentage of Latinx people with co-occurring disorders (17%).
2c	Metric 2c: Reduce by 15% the number of people with co-occurring SMI and SUD experiencing homelessness from a baseline of 20,446 in FY 23-24 to a target of 17,379 in 2030	To reduce inequities, decrease the rate of co-occurring disorders by 5 percentage points from a baseline of 18% to 13% for Black people.
2 a, b, c	Across all the metrics for goal 2.	Reduce the share of people who experience homelessness and report having these conditions within the point in time demographic surveys for Black, Latinx and AIAN people.
3a	Metric 3a: Increase by 57% the number of service participants who exit homelessness to permanent housing from a baseline of 19,127 in FY 23-24 to a target of 30,000 in 2030.	Reduce the rate of growth of Latinx people experiencing homelessness by increasing permanent housing exits by at least 57%.

3a:	Metric 3a: Increase by 57% the number of service participants who exit homelessness to permanent housing from a baseline of 19,127 in FY 23-24 to a target of 30,000 in 2030.	Reduce disproportionality of Black and AIAN people experiencing homelessness by increasing permanent housing exits by 65% for each group.
3a.	Metric 3b: Increase by 91% the number of service participants who retain permanent housing two years after they exit homelessness from a baseline of 10,501 in FY 23-24 to a target of 20,008 in 2030.	Reduce disparities in outcomes by increasing the percentage of Black and AIAN people who are permanently housed and do not return to homelessness by 10 percentage points, from 73% for AIAN and 77% for Black or African Americans.
3b	Metric 3b: Increase by 91% the number of service participants who retain permanent housing two years after they exit homelessness from a baseline of 10,501 in FY 23-24 to a target of 20,008 in 2030.	Reduce disparities in outcomes by increasing by 91% the number of service participants who retain permanent housing 5- and 10- years after they exit homelessness for Black or African American, Hispanic or Latino, and American Indian Alaska Native by 2030. *
4a	Metric 4a: Decrease the inflow of newly homeless individuals by 20%, from a baseline of 66,302 in FY 23-24 to 50,501 by the end of 2030.	Decrease disproportionality of newly homeless Black or African American individuals by 30% from a baseline of 35% by 2030.
4a	Metric 4a: Decrease the inflow of newly homeless individuals by 20%, from a baseline of 66,302 in FY 23-24 to 50,501 by the end of 2030.	Decrease the disparity in the rate of growth of newly homeless Black (9%) and Latinx (21%) people by 7 percentage points each.
4a		Reduce the overall share of homelessness within in the point-in-time count by 20% for Black or African American, Hispanic or Latino, and American Indian Alaska Native by 2030.

Table 3 reflects an effort to address the specific disparities identified amongst populations within the goal, contextualize data where disproportionality was identified, mitigate the rapid rate of growth, and set metrics to reduce the disparities. If the homeless services system does not meet the goals for these critical populations, it is less likely to meet the universal goals. The equity subgoals allow the Equity Subcommittee, LTRHA, and the public to ensure that impacted groups, at the very least, meet the universal metrics and progress toward the overall equity criteria.

For Goal 5, the Equity Subcommittee offers strategies to be refined into metrics as we identify the correct data sets and collaborate with LACAHS, which is ultimately responsible for resource decisions (see Table 4 below).

Table 4. Goal 5 Recommended Strategies

Goal	Submetrics	Equity Strategies
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<p>5</p>	<p>Metric 5a: Increase by 41%-53% the current level of affordable housing production, from a baseline of 1,700 units in FY 23-24 to a target of 2,400-2,600 units in 2030.</p> <p>Metric 5b: Increase by the current level of affordable housing units being preserved to a total of 416 at-risk units preserved annually.</p> <p>Metric 5c: Increase the number of housing vouchers by 15,000 and the number of project-based vouchers by over 10,000.</p>	<p>Increase outreach to people who experience homelessness, earning 30% or below the Area Median Income (AMI) and severely cost-burdened renter households in LA County for affordable units.</p> <p>Increase retention of Black people in Permanent Supportive Housing by targeting legacy permanent supportive buildings for preservation.</p> <p>Reduce disparities in access to high-opportunity neighborhoods and increase investment into under-resourced communities through affordable housing development.</p> <p>Increase enforcement of sources of income-protected class cases across the county to reduce discrimination in the housing market.</p> <p>Increase Flexible Housing Subsidy Pool vouchers to increase access for undocumented and documented households.</p> <p>Explore small area Fair Market Rate (FMR) to increase equity in voucher amounts.</p> <p>Use a master leasing strategy to reduce challenges for people with criminal backgrounds or poor credit.</p> <p>Conduct outreach to groups with the highest rates of homelessness to access vouchers.</p> <p>Reduce disparities in homeownership by using vouchers for homeownership through the Housing Choice Voucher Program.</p>
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The LTHRA recommends that equity and the above strategies for Goal 5 be considered by the Los Angeles County Affordable Housing Solutions Agency (LACAHS) in setting their targets and resource allocation.

Conditions for Success

We take an expansive definition of homelessness prevention that recognizes multiple systems have conspired to maintain housing inequities and that multi-system engagement is necessary to realize our goals. The promotion and institutionalization of holistic prevention efforts are necessary at every level of our County system to end homelessness and reduce disproportionality and fast-growing homelessness. Measure A alone cannot reduce inflow. Efforts to remediate the generational harm caused by land and labor extraction and racialized housing policy—such as home ownership promotion, widespread

enforcement and education on the Fair Housing Act across protected classes¹⁰, and multi-family zoning—are elemental to addressing the housing and homelessness crisis. For example, guaranteed income¹¹ and direct cash assistance are evidenced-based approaches that can resource housing precarious and homeless Angelenos and should be practiced at scale to prevent homelessness.

Within the homelessness sector, we must create a balanced and well-resourced system that is efficient and effective in reducing the length of time people experience homelessness and increasing the exits to permanent housing. The availability of enough housing options to meet the needs is essential. That will take systems and organizations outside of LAHSA to create this pool of housing options. Inefficiencies in each part of the system (from enough housing options to culturally responsive services) lead to poorer outcomes for people of color. But, our aims must go beyond the number of housing exits and toward building generational wealth and thriving for people served and impacted by our systems. New project-based supportive housing developed in underinvested communities can build generational wellness and wealth by providing retail space for community-owned businesses or services such as childcare centers and health clinics. Utilization of the Fair Housing Act can facilitate access to and integration within high-opportunity neighborhoods, inclusive of addressing nimbyism. The system must invest in homeless service workers¹², particularly front-line staff, through professionalizing homelessness service provision, mental health, and housing support across small and large agencies. Our impact, particularly in the rehousing system, is only possible if we have a thriving, well-resourced, well-paid workforce.

Recommendations and Next Steps

The LTRHA Equity Subcommittee seeks to ensure that homelessness response systems become more equitable and effective in serving marginalized populations. By adopting these recommendations, integrating equity metrics into all aspects of Measure A, and fostering collaboration across agencies and subcommittees, Los Angeles County can take a significant step toward addressing root cause systemic barriers that drive homelessness in our region. Developing a robust research agenda and targeted investments will provide the foundation for long-term innovations that advance racial equity in housing and homelessness services.

Upon adopting equity metrics and targets, the Equity Subcommittee will focus on partnerships for data analysis, creating and standardizing data workflows and demographic standards. To ensure consistency and parity across the homelessness system, the subcommittee recommends standardizing demographic data workflows across databases utilized in Measure A, such as HMIS, CHAMP, IBIS, and LRS. Doing so will allow us to better track the experiences and outcomes of overrepresented groups and allow a more accurate analysis of trends. The subcommittee also proposes that equity analyses become an integral part of program evaluations under Measure A, ensuring that disparities in outcomes are identified and addressed. This includes quantitative and qualitative data to understand the lived experiences of people accessing services and how these experiences differ across racial and ethnic groups.

The LTRHA Equity Subcommittee will prioritize efforts to understand further the data, particularly

¹⁰ [Fair Housing and Why It Matters to Ending Homelessness - National Alliance to End Homelessness](#)

¹¹ https://hpri.usc.edu/past_events/hpri-symposium-guaranteed-income/

¹² https://hpri.usc.edu/?s=Workforce&post_types=homeless_research

¹⁰ http://publichealth.lacounty.gov/chie/reports/Homeless_Mortality_Report_2025.pdf

regarding the racial and ethnic disparities that persist within the homelessness system. This will require:

- **Creating new data workflows** that enable consistent tracking of the experiences and outcomes of overrepresented groups.
- **Updating demographic standards** to ensure they accurately capture the complexity of identities, especially for populations that have been historically overlooked or unexamined (e.g., Asian, Native Hawaiian/Pacific Islander, Trans, and LGBTQI+ people).
- **Standardizing demographic data workflows** across systems involved in Measure A (HMIS, CHAMP, IBIS, LRS, etc.). This will enable data consistency and comparability across the various platforms and agencies engaged in homelessness services and tracking.
- **Inclusion of equity analyses in program evaluations** for new and existing homelessness services and Measure A initiatives. This will ensure that the impact on marginalized communities is assessed and that disparities in outcomes are addressed.
- **Regular monitoring** of service and PIT data must be conducted to assess the progress in addressing disparities, with a specific focus on Black, Latinx, and AIAN populations.
- Reporting mechanisms for quantitative data (e.g., service access rates, housing exits, retention) and qualitative data (e.g., experiences of discrimination or barriers to services).
- Publicly available reports that stakeholders review to facilitate ongoing dialogue and accountability.
- **Collaborate closely with LTRHA** to ensure that regional strategies for addressing homelessness are equitable and tailored to meet the specific needs of overrepresented groups.

We propose that the County develops a research agenda to identify and implement innovative approaches to addressing inequities in the housing and homelessness system. This agenda should leverage the **1.25% of Measure A funds** allocated for accountability, data, research, and philanthropic contributions. These funds can be used for:

- **Developing more qualitative research** to better understand the experiences of people receiving services and the barriers they face.
- Conducting studies on **tenant retention in PSH and other permanent housing**, especially for Black and AIAN tenants who have higher returns to homelessness after permanent placement.
- Investigating **housing preservation strategies** and targeting resources to communities of color to ensure equitable access to high-quality, affordable housing.
- Research into the **intersectionality of populations** and how individuals with multiple marginalized identities navigate the homelessness system.
- Developing a **better understanding of the inflow of homelessness**, especially focusing on those who self-resolve and exploring the reasons behind their ability to leave homelessness without formal support.

Monitoring and reporting must be structured to reflect equity goals, and regular assessments should be conducted using service data and Point-in-time (PIT) data to track progress and disparities. Publicly available reports will ensure transparency and accountability, with equity-based questions guiding the analysis. To support these efforts, the subcommittee will work closely with other subcommittees, including the Los Angeles County Regional Homelessness Authority (LTRHA), to ensure that equity considerations are integrated throughout homelessness system planning. This collaboration should include exploring targeted investments in communities of color, ensuring that resources are directed to the most vulnerable areas, and addressing the preservation needs of existing affordable housing, particularly in communities with significant Black and Latinx populations.

In addition to these efforts, qualitative research is essential to gain deeper insights into the lived experiences of marginalized groups. The subcommittee recommends including research on the experiences of Black, Latinx, AIAN, Trans, and LGBTQI individuals in homelessness, as well as studies on General Relief Housing Subsidy impacts and the intersectionality of populations navigating the system. This research should inform future policies and interventions. Moreover, the subcommittee suggests that the County develop a research agenda leveraging Measure A's 1.25% fund allocation for accountability, data, and research in addition to pursuing ongoing philanthropic support. This agenda could explore innovative approaches to addressing inequities, such as tenant retention in permanent supportive housing (PSH), housing preservation for Black tenants, and research on NHPI homelessness. The subcommittee also emphasizes the importance of engaging with agencies led by Black, Latinx, and AIAN communities to ensure they receive adequate resources and support. This outreach will include resourcing smaller, community-based organizations and improving frontline worker retention by investing in living wages and professional development. Understanding why some individuals self-resolve homelessness is another critical area for investigation, as it may reveal important insights into effective homelessness prevention strategies.

Through these actions, the Equity Subcommittee aims to improve data collection, service delivery, and housing access, ensuring that the homelessness system becomes more equitable and responsive to the needs of all Angelenos, particularly those from historically underserved communities. These efforts, combined with targeted investments and collaboration across agencies, will provide a foundation for long-term innovations that address the inequities in the housing and homelessness system, ultimately benefiting all those at risk of or experiencing homelessness in Los Angeles County.

Equity Subcommittee	
Name	Entity Represented
D'Artagnan Scorza, co-chair	CEO-Anti-Racism, Diversity, and Inclusion
Saba Mwine-Chang, co-chair	Los Angeles Homeless Services Authority
Tolu Wuraola	CEO-Anti-Racism, Diversity, and Inclusion
Alex Braboy	Los Angeles Homeless Services Authority
Jackie Contreras	Department of Public and Social Services
Angel Martinez	Department of Health Services
Molly Rysman	Department of Health Services
Stephanie Klasky Gamer	LA Family Housing
Andy Perry	Chief Information Officer, LA County

Andrea Illouljian	CEO-Homeless Initiative, LA County
Celina Alvarez	Housing Works
Peter Casey	California Policy Lab
Alexis Obinna	Homeless Youth Forum Los Angeles
La'Toya Cooper	LA Emissary
Amara Ononiwu	Faith Collaboration to End Homelessness
Meredith Berkson	Consultant, CEO-Anti-Racism, Diversity, and Inclusion

Appendix: Additional Data Tables

Goal 1: Metrics Disaggregated by Race and Ethnicity

Goal 1: Increase the number of people moving from encampments into permanent housing to reduce unsheltered homelessness; Baseline Data 1a, 1b, 1c

Unsheltered People Accessing Services to Interim and/ or Permanent Housing

Group	2023 Unsheltered Point in Time		Metric 1a		Metric 1b		Metric 1c	
	Unsheltered PIT	Unsheltered PIT %	Unsheltered Service Population 2023	Unsheltered Service Population %	Unsheltered Access Permanent Housing	Unsheltered Access Permanent Housing%	Unsheltered Access Interim Housing	Unsheltered Access Interim Housing%
All service participants experiencing homelessness	52,307	73%	66,919		5,907	9%	22,804	34%
Black or African American	14,529	28%	22,344	55%	2,501	11%	8,633	39%
Hispanic or Latino	22,753	44%	24,803	61%	2,103	8%	8,413	34%
Middle Eastern or North African			168	67%		N/A	49	29%
Asian	621	1.9%	1,014	57%	82	8%	379	37%
American Indian or Alaska Native	982	1.2%	1,208	58%	134	11%	512	42%
Native Hawaiian or Pacific Islander	326	.6%	596	62%	58	10%	220	37%
White	11,195	21.4%	14,860	68%	1,093	7%	4738	32%

Goal 2: Metrics Disaggregated by Race and Ethnicity

Goal 2: Reduce the number of people with mental illness and/or substance use disorders who experience homelessness Data

Group	1a. SUD or SMI %	Rate of Growth	1b. Substance Use Disorder %	1c. Co-occurring SMI and SUD %
Black or African American	24%	24%	6%	18%
Hispanic or Latino	57%	54%	9%	17%
Middle Eastern or North African	32%	24%	5%	12%
Asian	43%	54%	7%	17%
American Indian or Alaska Native	49%	8%	8%	26%
Native Hawaiian or Pacific Islander	46%	23%	7%	23%
White	47%	26%	9%	23%

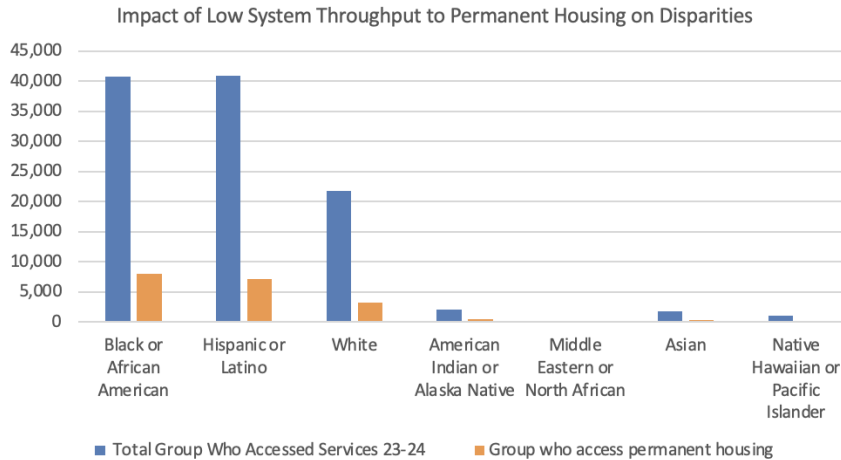
Black people with co-occurring SMI/ SUD are overrepresented relative to their share of LA County.

Latinx and AIAN people have disparities in Health Outcomes

Goal 3: Metrics Disaggregated by Race and Ethnicity

Goal 3: Increase the number of people permanently leaving homelessness

Metric 3a: Increase by 57% the number of service participants who exit homelessness to permanent housing from a baseline of 19,127 in FY 23-24 to a target of 30,000 in 2030.



Imbalances and inefficiencies in services relative to the positive outcome (outflow, permanent housing) exacerbate disparities

In 23-24, 112,287 people accessed services, and only 19,168 exited homelessness to permanent housing.

Goal 3: Increase the number of people permanently leaving homelessness

Metric 3b: Increase by 91% the number of service participants who retain permanent housing, two years after they exit homelessness from a baseline of 10,501 in FY 23-24 to a target of 20,008 in 2030.

Group	FY2019	FY2020	FY2021	FY2022	FY2023
All service participants experiencing homelessness	85%	79%	79%	NA	NA
Black or African American	84%	78%	77%	NA	NA
Hispanic or Latino	88%	82%	82%	NA	NA
Middle Eastern or North African	N/A	NA	N/A	NA	NA
Asian	85%	80%	84%	NA	NA
American Indian or Alaska Native	78%	77%	73%	NA	NA
Native Hawaiian or Pacific Islander	87%	76%	75%	NA	NA
White	81%	76%	76%	NA	NA

Black and AIAN people have:

Disparity in retention outcome

+

Disproportionality

Goal 4: Metrics Disaggregated by Race and Ethnicity

Goal 4: Prevent people from becoming homeless.

Metric 4a: Reduce the number of people who become newly-homeless by 20%

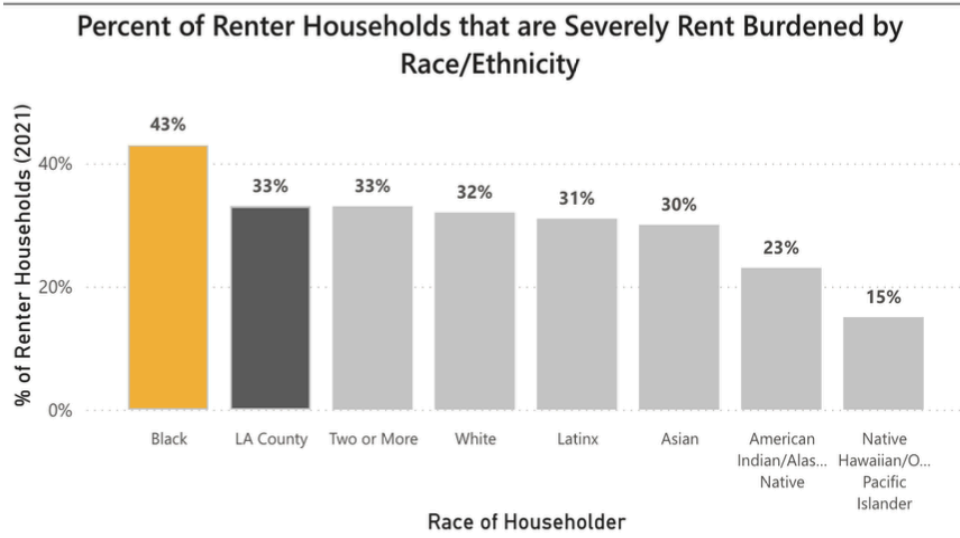
Group	FY2023	Share of Newly Homeless 2023	Rate of Growth 2020-2023
All service participants experiencing homelessness	64,667	100%	10%
Black or African American	22,749	35.2%	9%
Hispanic or Latino	23,923	37.0%	21%
Middle Eastern or North African	226	0.3%	N/A
Asian	969	1.5%	2%
American Indian or Alaska Native	900	1.4%	-20%
Native Hawaiian or Pacific Islander	424	0.7%	-29%
White	11,021	17.0%	-20%

Black people have disproportional representation in the newly homeless population.

Newly homeless Latinx people accessing services is growing significantly.

Goal 5: Contributing Factor: Population Severely Rent Burdened

Goal 5: Increase the number of affordable housing units in Los Angeles County.



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