



Understanding Homeless Encampments Final Report

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Submitted to:

Conrad N. Hilton Foundation

August 2025

About This Report

Approximately two out of every three people experiencing homelessness in California do so in an unsheltered setting. The visibility of unsheltered homelessness coupled with this issue ranking high on the list of concerns for Californians has pushed lawmakers across the state to act through policy and funding. Beginning in 2021, the California State Legislature enacted the Encampment Resolution Funding (ERF) program to direct funds to local communities for encampment resolution efforts. The Conrad N. Hilton Foundation also provided funding to select communities for their encampment response efforts. In late 2022, the Hilton Foundation engaged Abt Global to evaluate the efforts of organizations implementing homeless encampment resolutions in the City of Long Beach, the San Fernando Valley, and the City of Los Angeles' Council District 4. The purpose of this study was to understand the unique approaches by service providers of responding to encampments in their communities. This final report summarizes the findings from the two-year study (2022–2024).

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Acknowledgements

The Abt evaluation team extends our thanks to staff at LA Family Housing, West Valley Homes YES!, Los Angeles City Council District 4, People Assisting the Homeless, and the City of Long Beach for their participation in this study. We would also like to thank the people with lived homeless experience who shared details of their lives in an encampment.

This report is based on data collection, analysis, and reporting from a team at Abt Global. We appreciate all their efforts: Kim Altunkaynak, David Ciemnecki, Jill Khadduri, Charlene Kwan, Thomas McCall, Nayara Mowry, Victoria Phillips, Mathew Stange, Enrique Unruh, and Amanda Yoshioka–Maxwell.



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List of Acronyms

CD	Council District
CoC	Continuum of Care
DMH	Department of Mental Health
DHS	Department of Human Services
ERF	Encampment Resolution Fund
HSB	Homeless Services Bureau, Long Beach
HMIS	Homeless Management Information System
LAFH	LA Family Housing
LAHSA	Los Angeles Homeless Services Authority
MDT	Multi-Disciplinary Team
PATH	People Assisting the Homeless
SPA	Service Planning Area
WVHY	West Valley Homes Yes!

Executive Summary

The majority of people experiencing homelessness in California do so in an unsheltered setting (about 66 percent).¹ Unsheltered homelessness varies by location (urban, rural, suburban) but is often characterized as sleeping or staying in vehicles, tents or makeshift structures, abandoned buildings, and other outdoor spaces. Given the visibility of unsheltered homelessness and the growing number of people experiencing unsheltered homelessness, state and local policymakers continue to identify approaches to close encampments and move people indoors. In 2022, the Conrad N. Hilton Foundation engaged Abt Global to study the implementation of homeless encampment resolutions in three areas of Los Angeles County. The purpose of this study was to understand the unique approaches service providers use in responding to encampments and moving people inside. Specifically:

1. What are the different roles and responsibilities of various stakeholders engaged in encampment resolution efforts?
2. To what extent does the encampment resolution design, cost, and implementation efforts differ across the three partners?
3. How does public/neighborhood opinion change before and after resolution efforts are completed?
4. To what extent do encampment residents who move into housing achieve these outcomes as a result of services provided through the resolution?

Understanding Encampments and Encampment Residents

In Los Angeles, encampments have grown and spread to areas such as highway on-and off-ramps, busy intersections, industrial areas, and along public parks and waterways. ***People stay in encampments – rather than isolated areas alone – for several reasons, including a greater sense of personal safety and autonomy, and a sense of community.*** While people from all racial and ethnic backgrounds experience unsheltered homelessness, ages, and genders, the majority of people experiencing unsheltered homelessness are men and a large percentage are Black, a consequence of historic and present day policies that excluded Black homeownership, such as redlining. Many people staying in unsheltered locations and encampments have chronic health conditions that are worsened by living outside.

Over the past five years, LA County and City established non-punitive processes to humanely clear and close encampments to both meet the needs of encampment residents and respond to the

¹ Annual Homelessness Assessment Report (AHAR), 2024,
<https://www.huduser.gov/portal/sites/default/files/pdf/2024-AHAR-Part-1.pdf>

concerns of community members that live in areas near encampments. County and City responses to encampments since 2020 included:

- The development of a protocol for cleaning or clearing encampments;
- Pausing encampment closures due to the COVID-19 pandemic;
- Implementing Project Roomkey, a state program that moved people experiencing homelessness into motels and hotels during the pandemic; and,
- Augmenting street outreach to provide place-based responses, called encampment resolutions.

In addition to County and City approaches to clearing and closing encampments, Los Angeles area service providers in conjunction with local philanthropists and the Los Angeles Homeless Services Authority (LAHSA), piloted the “Encampment to Home” resolution model for larger encampments. This approach combined high-touch outreach services to engage people living in the encampment during a set timeframe with dedicated housing units for them to move into. Introduced in 2021, the state’s Encampment Resolution Fund (ERF) program provides additional resources to communities to respond to large encampments and meet the needs of people experiencing unsheltered homelessness. Over five rounds of grants, ERF has provided over \$900 million dollars in funding.² LA County also introduced its own encampment resolution program, Pathway Home. In December 2022, Mayor Karen Bass introduced the “Inside Safe Initiative,” a City-led approach to quickly conducting engagement in encampments and leveraging City-owned property for temporary and permanent housing. In August 2023, Los Angeles County launched a similar response to resolving encampments called Pathway Home.

Recent changes to the federal landscape may change local responses to encampments. The U.S. Supreme Court ruling in *Grants Pass v. Johnson* in 2024 allows cities and counties to pass and enforce anti-camping laws.³ Fearing punishment, people in encampments may resist engaging with outreach workers and refuse the offers of assistance. In response to the *Grants Pass* ruling California Governor Newsom released a model ordinance for California cities and counties that encourages them to “address unhealthy and dangerous encampments.”⁴ Changes to state and

² Legislative Analyst’s Office, Oversight of Encampment Resolution Funding, <https://lao.ca.gov/Publications/Report/5007>

³ United States Supreme Court, *City of Grants Pass v. Johnson*, https://www.supremecourt.gov/opinions/23pdf/23-175_19m2.pdf

⁴ Governor Gavin Newsom, Model Ordinance for City Response to Encampments, <https://www.gov.ca.gov/2025/05/12/governor-newsom-releases-state-model-for-cities-and-counties-to-immediately-address-encampments-with-urgency-and-dignity/>

local policies related to encampments and camping—bans may disrupt the outreach and engagement to people living in encampments.

Three Place-Based Encampment Resolutions in Los Angeles

The encampment resolution efforts in the City of Long Beach, the San Fernando Valley, and along the Los Angeles River Basin were led by service providers and partners with familiarity with each specific area. The complexities of each encampment varied as did the needs of encampment residents. Due to these unique factors, the service providers implemented different outreach and engagement approaches. Exhibit 1 summarizes the key attributes of each of the three encampment resolutions.

Exhibit 1. Key Attributes of Encampment Resolutions

	Long Beach	San Fernando Valley (SPA 2)	Los Angeles River Basin (CD4)
Location	East Anaheim Corridor: Area surrounding MacArthur Park and Mark Twain Library in Cambodia Town Downtown Long Beach: Area surrounding Billie Jean King Main Library and Lincoln Park	North Hollywood Metro Station, Roscoe Boulevard and I-405, Paxton Park in Pacoima, Plummer and Jordan in Chatsworth, and San Fernando and Bledsoe Road in Sylmar, Roxford Street, Desmond Street, & Stagg and Morella	19 mile stretch of the Los Angeles River located within City of Los Angeles Council District 4's boundaries
Lead Organization	City of Long Beach, Homeless Services Bureau (HSB)	- LA Family Housing - West Valley Homes Yes!	- Council District 4 Homelessness Team - People Assisting the Homeless (PATH)
Funding Source(s)	- California Encampment Resolution Funding (ERF) Grant - Conrad N. Hilton Foundation Grant	Conrad N. Hilton Foundation Grant	California Encampment Resolution Funding (ERF) Grant
Number of People Served	East Anaheim Corridor: 53 Downtown Long Beach: 76	357	160
Duration of Outreach at Encampment	Less than 1 month	Between 90 days and 1 year	Between 5 and 6 months
Services Offered	- Case management, including housing navigation assistance; referral to medical care, help with applying for public benefits, coordinating transportation. - Daily meals (Downtown only) - Harm reduction supplies and counseling (Downtown only) - Mental health counseling (Downtown only)	- Case management, including housing navigation assistance; referral to medical care, help with applying for public benefits, coordinating transportation. - Daily meals	- Case management, including housing navigation; development of housing plans; referrals to medical care and mental health resources - Food/grocery gift cards

Housing Assistance	East Anaheim Corridor:	- No-barrier non-congregate shelter in nearby motels - Rapid re-housing assistance - Permanent supportive housing	- Placement at city-funded interim housing facility, - Motel rooms - Substance use treatment beds - Permanent supportive housing
	Downtown Long Beach:		

City of Long Beach. The City of Long Beach’s Homeless Services Bureau (HSB) received state Encampment Resolution Funding (ERF) to conduct outreach and engagement and provide housing for encampment residents in two city neighborhoods, the East Anaheim Corridor and Downtown Long Beach. HSB also received funding from the Conrad N. Hilton Foundation. Outreach workers from HSB conducted outreach at the two encampments for about one month and then moved encampment residents into nearby motels. While in the motels, encampment residents received daily case management, housing navigation, referrals to other services such as medical care, and assistance applying for public benefits. Encampment residents from Downtown Long Beach received daily meals and harm reduction supplies, as well as on-site mental health counseling when they were moved to the motel.

San Fernando Valley. LA Family Housing (LAFH) and West Valley Homes Yes! (WVHY) received funding from the Conrad N. Hilton Foundation to respond to tent encampments and RV/vehicle encampments across Service Planning Area (SPA) 2 in the San Fernando Valley. LAFH responded to large tent encampments near the North Hollywood Metro station, the intersection of Roscoe and I-405, and Paxton Park. WVHY focused on RV and vehicle encampments and continued responding to encampments across SPA 2 including encampments in Sylmar, Pacoima, and Chatsworth, where they had been conducting ongoing outreach. In 2022, the two service providers jointly responded to a large tent and RV encampment in Chatsworth, and in 2024 began outreach in an encampment in Sylmar. The service providers conducted outreach and engagement in each encampment for 90 days to one year. They offered encampment residents case management, referral to other services, housing navigation, placement in interim housing, and worked to identify sustainable permanent housing placements.

Los Angeles River Basin. LA City Council District 4 (CD4), in conjunction with People Assisting the Homeless (PATH), used ERF funding to respond to encampments along the LA River Basin. CD4 and PATH staff conducted outreach in encampments for 5–6 months. Outreach and engagement in the LA River Basin encampment resolution efforts included case management, housing navigation, development of housing plans, and referral to medical and mental health care services. Encampment residents also received food and grocery gift cards. Encampment residents were

offered placement at city-funded interim housing sites, motel rooms, or in substance use treatment facilities. Some encampment residents entered permanent housing.

Approaches to Outreach, Engagement, and Case Management

A primary component of encampment resolutions is the outreach and engagement of encampment residents. ***The service providers leading the encampment resolution efforts focused on building strong relationships with encampment residents to help them navigate the homeless service system and move indoors.*** Prior to beginning outreach in encampments, the lead organizations selected encampments for the resolution efforts based on various factors such as the encampment's location and density.

Outreach teams used existing information from previous outreach to the targeted encampment area and data from the local Homeless Management Information System (HMIS) to identify people eligible to participate in the resolutions. Outreach staff began by talking with encampment residents to gauge their interest in participating in the resolution and moving inside. Outreach teams visited the encampments daily or weekly to continue engagement, assess needs, and provide food, water, blankets, tents, and hygiene items.

Each homeless service provider had three to four staff members that consistently interacted with encampment residents. ***This approach allowed encampment residents to build trust and rapport with provider staff.*** After encampment residents moved into motels or interim housing, service provider staff shifted from outreach to case management activities, connecting people to benefits, making referrals to other services, or continuing housing navigation.

Interim and Permanent Housing Options and Client Outcomes

The three place-based encampment resolutions used two main housing types to move encampment residents inside.

- ***Interim housing*** is any type of short-term shelter such as crisis housing, motels, bridge housing, and emergency shelter.
- ***Permanent housing*** includes Permanent Supportive Housing (PSH), which is housing coupled with supportive services, Time-Limited Subsidies (TLS) that provide short-to- medium-term rental assistance, and federal housing vouchers. Vouchers target rental assistance to specific populations that can allow families or individuals to find their own housing in the private rental market.

Each encampment resolution effort moved people inside using interim housing. ***Housing outcomes for resolution clients highlighted a significant need for more permanent housing,*** as many individuals returned to unsheltered homelessness or transitioned into other temporary living situations after exiting the program.

- In Long Beach, 38 percent of clients returned to unsheltered homelessness after exiting the resolution, while another 35 percent exited to temporary housing situations including emergency shelter (15 percent), living with friends or family (12 percent), and transitional housing (8 percent). Twenty-five percent exited to permanent housing through an ongoing rental subsidy. Two percent exited to a long-term care facility or nursing home.
- In the San Fernando Valley, 48 percent of clients returned to unsheltered homelessness after exiting the encampment resolution and 28 percent exited to temporary housing situations. Of those who exited to temporary housing situations, the vast majority entered interim housing. Twenty percent of clients in the Valley exited to permanent housing, primarily with an ongoing housing subsidy such as a housing voucher. Three percent exited to an institutional setting, including long-term care or nursing facilities, jail or prison, and substance use treatment.
- The Los Angeles River Basin resolution clients also had high rates of remaining homelessness (61 percent), though some of those clients did not want to engage in the resolution effort. About a third of clients from this resolution exited into permanent housing with an ongoing subsidy. Only a small portion exited the resolution to interim housing (5 percent).

Permanently housing resolution clients proved a significant challenge for all three efforts. While the Long Beach resolution planned to have HUD Emergency Housing Vouchers for clients to transition to, these ultimately were not available. As a result, clients remained at the motel for more than a year waiting for an available long-term housing subsidy. While some Anaheim Corridor residents secured subsidized housing through other channels, many ultimately exited back to homelessness. Service providers in the San Fernando Valley and Los Angeles River Basin resolutions struggled to find permanent housing placements for their clients. The tight housing market across Los Angeles County meant that even for clients that secured a housing voucher, it was very challenging to find a unit to rent. Also, delays in the completion of new permanent supportive housing units meant that clients could not be placed immediately into these units. Instead, they had to enter interim housing or stay in their encampments until the units became available.

Findings from the Public Perception Survey

As part of this study, the Abt team conducted two surveys of housed residents surrounding the areas of the three encampment resolution areas. The first survey occurred in late 2023, and the second survey occurred in late 2024. The survey asked respondents about their interactions with and observations of homeless encampments in their neighborhood;

- Perceptions of the causes of homelessness;
- Local communities' response to homeless encampments;
- Changes to homeless encampments over the past six months;

- Preferred responses to homeless encampments; and
- Government funding in response to homelessness.

Overall, respondents reported they felt sad and worried about crime and public health hazards associated with encampments and were worried for encampment residents' health and safety. Respondents indicated they were aware of services for people experiencing homelessness and received information about homelessness in their community through social media. ***About half of the respondents indicated that the solution to resolving homeless encampments is to build more housing.*** The majority of respondents believe that it is the responsibility of the state government to address homeless encampments, followed by the Los Angeles County government.

Lessons Learned from Three Approaches to Encampment Resolutions

As the Los Angeles' region's elected officials, funders, homeless service system leaders and providers, and other community organizations continue to invest in efforts to bring people living in encampments indoors using non-punitive methods there are several key findings from this study to consider.

- ***The encampment resolution efforts successfully moved clients inside quickly, keeping them engaged and providing safety and privacy in interim housing.*** Despite the common perception that people experiencing chronic or persistent homelessness are hesitant to move indoors, resolution efforts quickly moved many clients into interim housing. The resolutions offered a mix of congregate and non-congregate shelters options in addition to substance use treatment beds to people living in the targeted encampments. Once in interim housing, clients reported feeling safe and appreciating the privacy of their own space in motels. Clients also described being able to focus on regaining physical and mental health while searching for permanent housing or having the time to look for employment.
- ***Intensive outreach and continuous engagement with people living in encampments resulted in high levels of trust.*** The three encampment resolution efforts included in this study used a different approach to outreach and engagement than what is traditionally offered. Each of the encampment resolution teams provided sustained outreach to people living in the targeted encampments. During most weeks provider teams visited the encampments daily, bringing food, water, hygiene supplies, and anything else the encampment resident asked for (e.g., blankets, tents, RV supplies). Each of the lead service providers had a small group of staff members (i.e., usually 3 or 4) who consistently interacted with encampment residents. This purposeful staffing model helped to build strong relationships between resolution clients and homeless outreach staff, which can make clients more likely to engage with services and accept the offer of housing.

- ***A shortage of permanent housing complicated efforts to move clients from interim housing.*** A lack of permanent housing (both units and rental subsidies) delayed efforts to move participants into permanent housing after staying in interim housing. Many clients remained in the motels and later exited back to unsheltered or sheltered homelessness when the lease on the motel ended. All providers described the need for more permanent supportive housing in their community that could provide residents long-term, stable housing and intensive supportive services. Ensuring that participants not only match to permanent housing but can remain housed requires considerations such as location (e.g., neighborhood or proximity to certain services, family, or other support systems), type of unit, ability to bring pets, and eventual rental cost.

Encampment resolutions are a promising model. They provide an opportunity to quickly move people indoors and connect them with resources and public benefits while working to secure permanent housing. ***This study shows the importance of having permanent housing (subsidies and units), because without it, people exit back to unsheltered homelessness or remain in interim housing for long periods of time.*** Without a defined, clear pathway to permanent housing, encampment resolutions are limited in reaching their ultimate goal – resolving homelessness. As reported in the study’s public perception survey, over half of respondents living near these encampments support the construction of long-term housing in their neighborhoods. ***Los Angeles officials need to continue to invest in permanent housing so that people participating in encampment resolutions can progress from interim to permanent housing and not experience interim housing as a path back to homelessness ultimately losing trust and hope in the homeless service system.***

1. Introduction

In the Los Angeles area, the largest numbers of people experiencing homelessness do so in an unsheltered setting. Many people experiencing unsheltered homelessness stay in encampments comprised of tents or other temporary structures. The 2025 Point-in-Time count estimates that 72,308 people experienced sheltered and unsheltered homelessness in Los Angeles County on a single night in February.⁵ Of those people, 65 percent (47,413 people) were experiencing unsheltered homelessness living in cars, tents, and makeshift dwellings on the street.

In response to the large numbers of encampments in the Los Angeles region and across California, policymakers at both the local and state level continue to identify approaches to close encampments and move people inside. One approach is conducting an encampment resolution, where homeless service providers target intensive outreach services to an entire encampment and help encampment residents transition inside. In late 2022, the Conrad N. Hilton Foundation engaged Abt Global to study three encampment resolutions that began in Los Angeles County. One was in the City of Long Beach, another along a section of the Los Angeles River Basin in Los Angeles' City Council District 4, and the third in the San Fernando Valley (see Exhibit 1-1). The locations where the

Exhibit 1-1. Locations of Three Encampment Resolutions in Los Angeles County



Source: Map created by Abt Global

three encampment resolutions occurred differed across several factors, including their geographic location, the population density of the neighborhood, the political landscape in the region, and the capacity of local homeless service providers. These factors influenced the development and implementation of each of the three encampment resolutions.

⁵ Estimate from the 2024 CoC Homeless Assistance Programs Homeless Population and Subpopulations, https://files.hudexchange.info/reports/published/CoC_PopSub_CoC_CA-600-2024_CA_2024.pdf

These three encampment resolutions had two key sources of funding. The City of Long Beach and Los Angeles' Council District 4 received grants from the state's Encampment Resolution Funding (ERF) grant program. This new grant provides funding to counties, cities, and Continuums of Care (CoCs) to implement encampment resolution strategies that move people from encampments into housing and restore the use of the land the encampments occupied. Two of three interventions, Long Beach and the San Fernando Valley, received grants from the Conrad N. Hilton Foundation to help support implementation.

1.1 Methodology

To understand the planning and implementation of these three encampment resolutions, Abt completed a mixed methods study using multiple data sources. The study sought to answer four broad questions:

1. What are the different roles and responsibilities of various stakeholders engaged in encampment resolution efforts?
2. To what extent does the encampment resolution design, cost, and implementation efforts differ across the three partners?
3. How does public/neighborhood opinion change before and after resolution efforts are completed?
4. To what extent do encampment residents who move into housing achieve these outcomes as a result of services provided through the resolution?

Throughout the two-year study period, the Abt team met monthly with the homeless service provider staff leading each of the three encampment resolutions. To understand the political will surrounding encampments in each of the communities, Abt staff interviewed city and county officials. Abt staff also conducted two site visits to each of the encampment locations. During these visits, Abt staff observed the encampments and interviewed current and recent clients of the encampment programs. To understand more about the outcomes of resolution participants, Abt obtained administrative data from the local Homeless Management Information Systems (HMIS) about people who participated in the encampment resolution. The Abt team also collected data on the costs of implementing each of the three resolutions from the lead implementing agency.

The Abt team also conducted a web-based survey of housed residents living in neighborhoods near the three encampments to better understand the perspectives of Los Angeles County residents about encampments in their neighborhoods. The survey first asked about the residents' experiences with homeless encampments in their neighborhood and their perceptions of the causes of homelessness and challenges the homeless population may face. It then asked about

how their local community responded to homeless encampments, and if there had been any change in the number of encampments in their neighborhood and their characteristics. The survey then asked how they would like to see their neighborhood respond to homeless encampments. The Abt team surveyed the housed residents twice, once in the winter of 2023 and once in the winter of 2024.

More information on the study's detailed research questions, methodology, and data sources can be found in Appendix A. The research team also produced case studies summarizing each of the encampment resolutions.

1.2 *Organization of the Report*

This report synthesizes findings from the study's multiple data sources.

- Chapter 2 summarizes the reasons that encampments form and recent policy decisions that have shaped encampment responses in Los Angeles City and County.
- Chapter 3 describes the three place-based Los Angeles encampment resolutions included in this study.
- Chapter 4 explores the engagement and outreach provided by each of the three encampment resolutions.
- Chapter 5 describes the interim and permanent housing options offered to people residing in the encampments as part of the resolution efforts.
- Chapter 6 summarizes the results of the public perceptions survey with residents living in the geographic areas surrounding the three encampments.
- Chapter 7 presents the study's key findings and lessons learned about place-based encampment resolutions for future.

2. Understanding Encampments

Homeless encampments of varying sizes exist across Los Angeles County. An encampment may be a single tent or groups of tents spread across multiple blocks, making it unclear if it is one large encampment or several smaller adjacent ones.⁶ Encampments are established next to highway on- and off-ramps, on sidewalks, in public parks, along waterways including rivers and beaches, and next to train tracks. Many people staying in encampments have amassed items, such as bicycles, furniture and other personal belongings.

Over the past decade, the number of encampments has grown across Los Angeles County. This increase can be largely explained by rising housing costs, the shortage of affordable housing units, and insufficient interim and permanent housing to move people experiencing unsheltered homelessness indoors. The COVID-19 pandemic also likely contributed to the growing numbers of people in encampments, as the highly contagious virus discouraged some people from staying in crowded conditions such as congregate shelters or doubling up with family or friends. This chapter considers why people stay in encampments and then summarizes responses to homeless encampments in Los Angeles.

2.1 Why Do People Stay in Encampments?

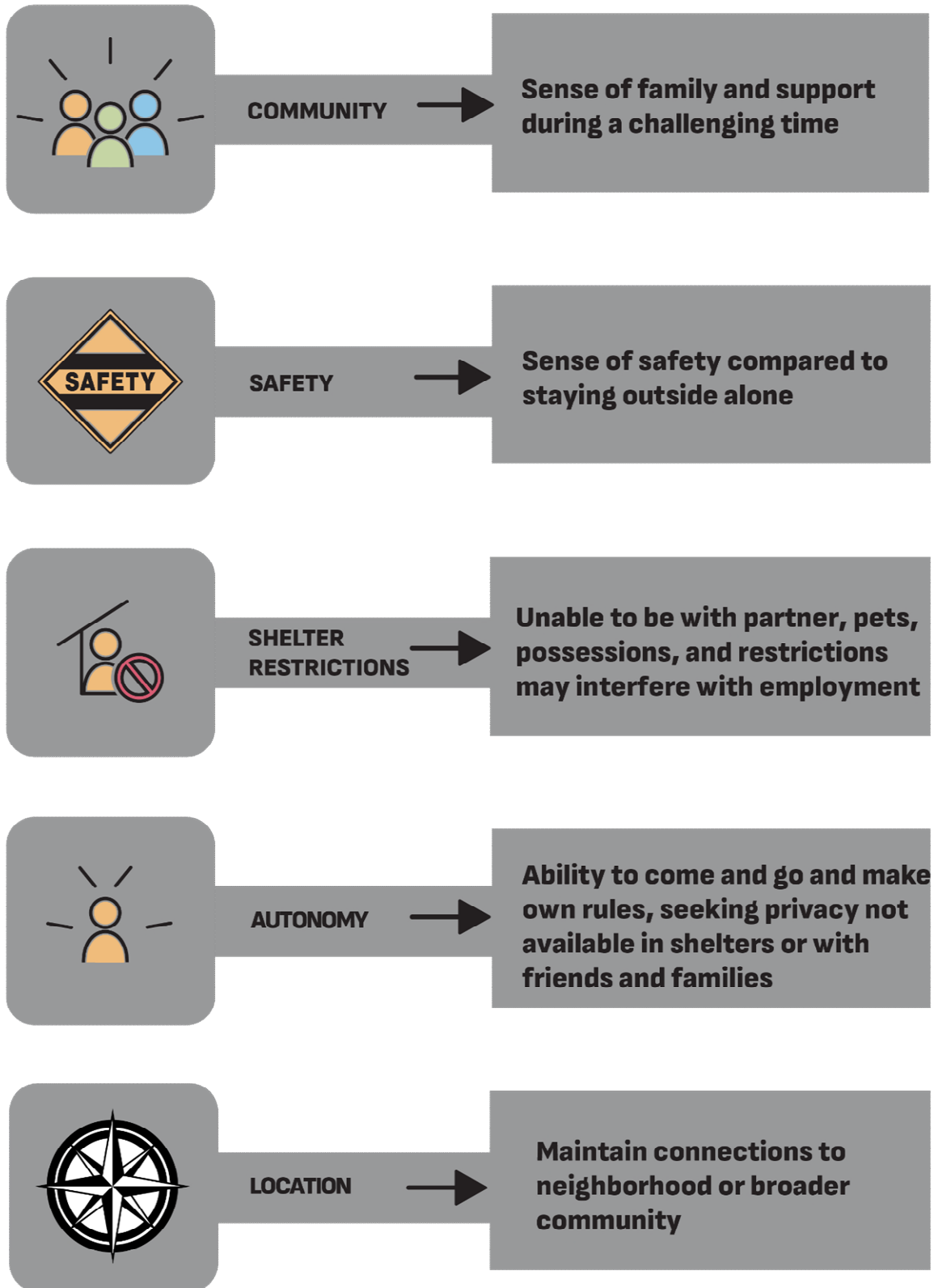
While a lack of affordable housing is the key driver of encampment formation, people stay in encampments for several reasons. Government officials, service providers, and outreach workers in Los Angeles familiar with encampments reported that people stay in encampments instead of other unsheltered environments for several reasons: **a greater sense of security, autonomy, and community compared to experiences in the shelter system**. These reasons are consistent with prior research on why people form and move into encampments.⁷

Sense of safety and community. Staying with a group of people may offer a greater sense of safety for some people compared to staying outside alone. In some instances, people in encampments report that other encampment residents become surrogate family members, offering support to them during a very challenging time in their life. People living in encampments sometimes rely on each other to watch their personal belongings to ensure they are not stolen or discarded while they leave the encampment. They also may share food and supplies. Some encampments establish a governance structure, electing people to serve in leadership positions to help manage the encampment.

⁶ Dunton, L., Yetvin, W., Fiore, N., & C. Kwan. (2023). From Policy to Practice: Responses to Homeless Encampments in Los Angeles. Abt Associates, Inc. for the Conrad N. Hilton Foundation.

⁷ Dunton, L., Khadduri, J., Burnett, K., Fiore, N., Yetvin, W. City Approaches to Encampments and What They Cost. (202). Abt Associates, Inc. for the U.S. Department of Housing and Urban Development.

Exhibit 2-1. Reasons People Stay in Encampments



Shelter requirements. In Los Angeles, there is not enough interim housing for all those who are experiencing unsheltered homelessness. The existing shelters may not provide the types of assistance that people want. People staying in encampments report past negative experiences with interim shelter sites in the Los Angeles area. These experiences include fear for their personal safety or the safety of their belongings, their inability to stay with other members of their household or pets, and their frustration with shelter rules such as entry/exit times that may prevent them from employment or policies that require them to be sober to enter the shelter. These experiences align with prior research on why people are resistant to staying in emergency shelters.⁸

Personal autonomy. Some people choose to stay in encampments because it offers them the ability to come and go and make their own rules. Others seek privacy that is often not available in shelter settings or when doubling up with friends or family. Particularly when the encampment is in an isolated area, it likely offers more privacy than other temporary living arrangements.⁹

2.2 Who Stays in Los Angeles Encampments?

Across Los Angeles, people of all ages, races, ethnicities, and genders live in encampments. Although the exact demographic breakdowns of people residing in encampments is unknown, 66 percent of people experiencing unsheltered homelessness in the CoC identify as men. Thirty-three percent of the population experiencing unsheltered homelessness in the Los Angeles CoC are Black,¹⁰ while Black people comprise only 8 percent of the County's population.¹¹ Outreach workers report that most encampment residents are adult men and that children are rarely present in encampments.¹²

Los Angeles area outreach workers and health experts stated that the average biological age¹³ of encampment residents has increased in recent years, likely a result of two factors. First, people

⁸ Ibid.

⁹ Dunton, L., Khadduri, J., Burnett, K., Fiore, N., Yetvin, W. City Approaches to Encampments and What They Cost (2020). Abt Associates, Inc. for the U.S. Department of Housing and Urban Development.

¹⁰ LAHSA, "LA Continuum of Care HC2024 Data Summary." Retrieved from: <https://www.lahsa.org/documents?id=8151-la-continuum-of-care-hc2024-data-summary>

¹¹ 2023 U.S. Census Bureau. QuickFacts, Los Angeles County, California. <https://www.census.gov/quickfacts/fact/table/losangelescountycalifornia/PST045224>

¹² Children rarely live in encampments because families experiencing homelessness in Los Angeles often receive a hotel/motel voucher or are placed into other settings, although some families with children do live out of their cars.

¹³ Chronological age refers to the actual amount of time a person has been alive, whereas biological age takes genetic and lifestyle factors into consideration, including diet, exercise, stress, and sleep habits.

staying in encampments tend to age more quickly than the housed population because of inability to treat chronic health conditions, sleep deprivation, stress, and poor nutrition. Second, more older adults are moving into encampments. Outreach workers also reported people in encampments frequently had physical health challenges including chronic obstructive pulmonary diseases (COPD), diabetes, mobility issues, and injuries caused by vehicles. Outreach workers and public health officials cite an increase in the complexity of mental and physical health conditions of people living in encampments, which can be exacerbated by substance use. Outreach workers report that the most vulnerable encampment residents can take a long time to accept housing and services. This longer period outdoors can lead to further declines in their physical and mental health.¹⁴

Martin V. Boise Shapes Los Angeles Area Encampment Responses

In 2018, a court decision shifted the City and County's response to encampments. The decision by the 9th Circuit Court of Appeal in *Martin v. Boise* prevented cities from enforcing any camping bans or penalizing people sleeping outdoors if there were not available shelter beds available in the jurisdiction. The large number of people experiencing unsheltered homelessness in the LA region, and the insufficient number of shelter beds available for all people needing them, prevented jurisdictions from citing or arresting people for sleeping outside. As a result, responding to unsheltered homelessness could not rely on sweeps that forced people to leave their encampment. Both the City and County made greater investments in their outreach response and Housing First principles to move people living in encampment indoors and connect them to housing and services.

2.3 Los Angeles' Evolving Response to Encampments

In responding to encampments, city and county leaders sought to develop a balance between the quality of life and well-being of people living in encampments and the needs of the surrounding community and the housed neighbors. Over the past five years, Los Angeles County and City established processes to clear and close encampments to help achieve this balance. During our study period, ***outreach to people living in those encampments was the cornerstone of both the City and County's response.***

Both the City and County created formal encampment responses that incorporated outreach activities as well as encampment cleanings and closures. Because of the large number of encampments, the demand for formal encampment responses continued to be greater than the available resources to conduct them. As a result, the County and the City each developed an approach for identifying, tracking, and prioritizing requests for encampment responses, including cleanings and clearings. The County's Chief Executive Office's Homeless Initiative made the

¹⁴ Dunton, L., Yetvin, W., Fiore, N., & C. Kwan. (2023). From Policy to Practice: Responses to Homeless Encampments in Los Angeles. Abt Associates, Inc. for the Conrad N. Hilton Foundation.

decision if and when to pursue a formal encampment response. The County's encampment protocol included a process of encampment identification, assessment, outreach, posting and clean-up, usually led by the Los Angeles Sheriff Department's Homeless Outreach Services Team (HOST). They also established related processes to determine whether an encampment response should occur. The City's protocol was built on the County's, but there was no formal involvement by the Los Angeles Police Department. The City used municipal code 41.18 to ban encampments in certain geographical areas, with City Councilmembers deciding when to implement and enforce those bans. Both jurisdictions receive feedback from constituents, outreach teams, and local homeless service providers. In both the City and County, encampments were often cleaned for sanitation but not formally cleared or closed.

In 2020, during the early months of the COVID-19 pandemic, County and City officials suspended the clearing and closures of encampments. This suspension aligned with the Center for Disease Control (CDC)'s guidance that stated living in tents offered better protection against the spread of the virus than crowded congregate shelters.¹⁵ This pause in clearings likely contributed to the increase in encampments across the region, as people may have chosen to stay outdoors instead of entering crowded congregate shelters.

Also in 2020, California implemented the Project Roomkey (PRK) program to prevent the spread of COVID-19. For the first time, homeless service providers could offer people experiencing unsheltered homelessness that met eligibility criteria an immediate spot in a non-congregate shelter in motels and hotels. ***The privacy, autonomy, and security of a private room appealed to people staying in encampments, some of whom may not have been willing to enter a congregate shelter setting.*** Another benefit of the PRK program was that sometimes people living in the same encampment could move into one motel, thus preserving the relationships and potential social supports that may have formed in the encampment.

Documentation of LA's Early Encampment Responses

Recognizing the need to understand and develop more approaches to resolving encampments, the Conrad N. Hilton Foundation tasked Abt with documenting the City and County of Los Angeles' approaches to responding to homeless encampments as of fall 2022. Abt conducted an analysis of existing policy and research documents about encampment response activities and conducted interviews with key stakeholders in both the City and County. Abt authored a [research brief](#) that summarizes the policies and strategies the City and County used to respond to encampments.

¹⁵ During the pandemic, the County still responded to encampments with outreach and clean-up teams but did not disperse encampment residents. In the case of exigent circumstances, where significant harm to persons or community could occur, the County followed its full encampment protocol described later in this brief.

2.4 Encampment Resolutions

Seeing the success with moving people inside into non-congregate settings through PRK and the increased number of encampments across the region, the City and County began to augment their ongoing street outreach to people living encampments with more targeted, place-based responses, known as encampment resolutions.

An encampment resolution is:

“a strategy to address unsheltered homelessness among groups of people sleeping outside (often in tents or other temporary structures) in the same location. The purpose of the encampment resolution is to provide outreach and other help to people living in an encampment and to transition them to housing – either directly to permanent housing or to a short-term housing arrangement (such as emergency shelter) while permanent housing is secured for them. Encampment resolution is intended to be a “win/win” both for people living in the encampment (in that they are brought inside with the supports they need) and for the general public (which sees the encampment area returned to its original intended purpose, such as a park for recreation).”¹⁶

Encampment resolutions can vary in scope and timeline but must include intensive outreach and a coordinated connection to interim or permanent housing. Encampment resolutions can occur alongside regular cleanings while outreach workers are building rapport with encampment residents. Ultimately, once people have moved indoors, the encampment is cleared and closed to discourage people from repopulating the area.

Encampment to Home

In 2018, a group of LA area stakeholders, including local philanthropy, the Los Angeles Homeless Services Authority (LAHSA), and homeless service providers tested an encampment resolution model for larger encampments in high-visibility public spaces. The “Encampment to Home” approach combined high-touch outreach services to engage people living in the encampment over a set period with dedicated housing units for them to move into.¹⁷ This model focused on close coordination and planning across all parts of the homeless services system to reduce barriers to help ensure that encampment residents could successfully access services and housing. Coordinated outreach teams from multiple agencies conducted extensive engagement activities focused on expedited housing navigation, coordinated care, and storage of personal belongings to

¹⁶ Legislative Analyst’s Office, The California Legislatures’ Nonpartisan Fiscal and Policy Advisor. “Oversight of Encampment Resolution Funding.” March 5, 2025. Accessed at: <https://lao.ca.gov/Publications/Report/5007>

¹⁷ Home for Good. Encampment to Home. Accessed on May 4, 2025 at: <https://homeforgoodla.org/case-study/encampment-to-home/>

move people quickly into interim or permanent housing. In 2021, the City deployed the Encampment to Home model in Venice Beach, South L.A., Echo Park, MacArthur Park, Westchester Park, and El Pueblo.¹⁸

Different Responses to Encampments

A jurisdiction may conduct periodic or scheduled encampment cleanings, where people temporarily move so that trash can be removed, dumpsters or toilets emptied, and the area pressure washed to promote sanitary conditions.

During an **encampment sweep**, people are asked to move from an encampment with little to no advance notice. Sometimes, they lose their personal belongings that they cannot take with them. Often, they do not receive an immediate offer of housing and thus remain homeless, just moving to another outdoor location.

In contrast, an **encampment clearance** occurs when residents are given notice that an encampment is slated to be cleared. Officials remove structures and may offer to store personal belonging for individuals for a set amount of time. Prior to the closure date, outreach staff may visit the encampment and offer connections to services and emergency shelter or any other available housing resources.

An **encampment resolution** provides sustained outreach to people living in encampments, connecting them with interim or permanent housing and other supportive services that help them exit homelessness.

After a clearance or resolution, local officials may work toward an encampment closure, remediating the site to restore it to its pre-encampment state and erecting fencing or placing boulders so that people can no longer create encampments at that location.

Encampment Resolution Fund (ERF)

As encampment resolutions showed success at moving people indoors and reclaiming public spaces, more California jurisdictions sought to implement this model to conduct resolution activities. In 2021, the California Interagency Council on Homelessness (formerly known as the Homeless Coordinating and Financing Council) launched the Encampment Resolution Fund (ERF) Program, to help jurisdictions across the state respond to encampments. The goal of the program is to help California communities *“ensure the wellness and safety of people experiencing homelessness in encampment, including their immediate physical and mental wellness and safety needs arising from unsheltered homelessness and their longer-term needs addressed through a path to safe and stable housing.”*¹⁹ Counties, CoCs, and cities can apply for funding through the program.²⁰ The program identifies and disseminates data-driven, replicable resolution models that

¹⁸ Dunton, L., Yetvin, W., Fiore, N., & C. Kwan. (2023). From Policy to Practice: Responses to Homeless Encampments in Los Angeles. Abt Associates, Inc. for the Conrad N. Hilton Foundation.

¹⁹ Encampment Resolution Funding Program – RFA. October 29, 2021. Accessed at: Encampment Resolution Funding Program – RFA Addendum #3 – revised Q&A and edits for clarity, dated 12/8/21

²⁰ Encampment Resolution Funding Program – RFA Addendum #3, December 8, 2021. Accessed at: https://www.hcd.ca.gov/sites/default/files/docs/grants-and-funding/calich/encampment_rfa.pdf

can be implemented across the state. As of early 2025, ERF has funded five rounds of grants, totaling \$900 million dollars.²¹

City- and County-led Encampment Resolution Programs

As a result of the growing number of encampments across the Los Angeles region, how to address encampments became a central issue in the 2022 Los Angeles mayoral race, as well as other local elections. On her first day in office, December 12, 2022, Los Angeles Mayor Karen Bass declared a state of emergency on homelessness, enabling the city to more quickly respond to people living in encampments. The state of emergency allows City departments to bypass regulations and protocols to achieve flexibility and swiftness in placing people experiencing homelessness into temporary and permanent housing.²² Los Angeles County also moved to declare a local emergency on homelessness, with unanimous approval by the Board of Supervisors on July 10, 2023.²³

Building on the success of Project Roomkey, on December 21, 2022, newly elected Mayor Bass issued her second executive directive launching the Inside Safe Initiative (Inside Safe). This housing-led initiative moves people in encampments indoors by requiring that all homeless outreach and engagement activities be coupled with an immediate offer of interim housing and a pathway to a permanent housing.²⁴ Members of the Mayor's multidisciplinary Field Intervention Team (FIT) begin engagement with people staying at a targeted encampment, building connections with encampment residents and working closely with other outreach teams to share knowledge. Then, on a designated "move-in day" people are moved from the encampment via Los Angeles Department of Transportation vehicles to designated private interim housing units in local motel rooms. While in interim housing, clients receive case management, housing navigation services, and meals.²⁵ The City's Department of Sanitation (LASAN) then cleans the area of remaining debris to return the location to its original purpose. Inside Safe builds off the success that Project

²¹ Legislative Analyst's Office, The California Legislatures' Nonpartisan Fiscal and Policy Advisor. "Oversight of Encampment Resolution Funding." March 5, 2025. Accessed at: <https://lao.ca.gov/Publications/Report/5007>

²² City of Los Angeles Mayor Declaration of Local Emergency. Mayor Karen Bass Declares a State of Emergency on Homelessness. December 12, 2022. <https://mayor.lacity.gov/news/mayor-karen-bass-declares-state-emergency-homelessness>.

²³ County of Los Angeles, Homeless Initiatives. Los Angeles County Homelessness Emergency Response. Accessed on May 14, 2025 at: <https://homeless.lacounty.gov/emergency/>

²⁴ City of Los Angeles Mayor Executive Directive #2. Inside Safe Initiative. December 21, 2022. <https://www.documentcloud.org/documents/23492650-inside-safe-directive>.

²⁵ Los Angeles Mayor Karen Bass. Inside Safe. Accessed on May 13, 2025 at: <https://mayor.lacity.gov/InsideSafe>

Roomkey had in the City during its implementation over the prior two years.²⁶ As of February 2025, Inside Safe resolved 86 encampments across 15 City Council Districts, bringing 4,037 individuals indoors and permanently housing 905 people.²⁷

In August 2023, Los Angeles County started their own encampment resolution program, Pathway Home. This program combines specialized outreach to encampment residents to bring people into designated interim housing in non-congregate settings with supportive services, ultimately matching them with available permanent housing units. The County's program also removes recreational vehicles (RVs) and other debris, clearing the space formerly occupied by encampment to its original purpose. Initially, Pathway Home received funding through Measure H, but in April 2024, LA County received \$51 million in ERF funds to expand the program.²⁸ As of May 2025, the County had conducted 47 encampment resolutions, moving 1,400 people into interim housing and 265 individuals into permanent housing.²⁹

2.5 Recent Federal Ruling May Change Local Responses to Encampments

In June 2024, the U.S. Supreme Court ruled in *Grants Pass v. Johnson* that city and municipal governments can arrest or fine people experiencing homelessness for sleeping or camping in public places. Cities and counties can now pass and enforce anti-camping laws, citing and arresting people experiencing unsheltered homelessness. This move towards enforcement may disrupt the outreach model of service established across Los Angeles, resulting in people experiencing unsheltered homelessness being fined and jailed instead of connected to housing and other supports.³⁰ Fearing punishment, people in encampments may resist engaging with outreach workers and refuse the offers of assistance.

In the aftermath of the ruling, some California politicians shifted their earlier positions on encampment responses, now promoting a shift to quickly clearing encampments and supporting ordinances criminalizing people for sleeping outside. On July 25, 2024, California Governor Gavin

²⁶ Dunton, L., Yetvin, W., Fiore, N., & C. Kwan. (2023). From Policy to Practice: Responses to Homeless Encampments in Los Angeles. Abt Associates, Inc. for the Conrad N. Hilton Foundation.

²⁷ Los Angeles Mayor Karen Bass. Inside Safe. Accessed on May 13, 2025 at: <https://mayor.lacity.gov/InsideSafe>

²⁸ County of Los Angeles, Homeless Initiative. LA County Pathway Home Operations Focused on Homeless Encampments in Riverbeds and Near Freeway on Target to Meet Goal. March 13, 2025. Accessed on May 12, 2025 at: <https://homeless.lacounty.gov/news/la-county-pathway-home-operations-focused-on-homeless-encampments-in-riverbeds-and-near-freeway-on-target-to-meet-goal/>

²⁹ County of Los Angeles, Homeless Initiative. Pathway Home. Accessed on May 12, 2025 at: <https://homeless.lacounty.gov/pathway-home/>

³⁰ Dunton, L., Yetvin, W., Fiore, N., & C. Kwan. (2023). From Policy to Practice: Responses to Homeless Encampments in Los Angeles. Abt Associates, Inc. for the Conrad N. Hilton Foundation.

Newsom passed an executive order that directed state agencies to adopt policies to address encampments located on state property (e.g., state parks, highways). The executive order also encouraged local governments to adopt similar policies.³¹ Subsequently, numerous California jurisdictions have passed ordinances criminalizing camping on streets, sidewalks, or in local parks. The City of Los Angeles continues to expand the locations where 41.18 is enforced. The City of Los Angeles City Police Department arrested 1,913 people for camping outside in 2023 and 1,026 people in 2024 under 41.18. These violations can result in an infraction (a fine of up to \$2,500) or misdemeanor (fine plus up to 6 months in jail).³²

Most recently, in May 2025, Governor Newsom released a model ordinance for California cities and counties to adopt that would have them “address unhealthy and dangerous encampments.” The ordinance includes prohibitions on constructing structures on public property, persistent camping in a single location and encampments blocking sidewalks, roads, and other public thoroughfares.³³ While the ordinance does encourage quickly resolving encampments and discouraging the formation of new ones, it explicitly states that:



“No person should face criminal punishment for sleeping outside when they have nowhere else to go. Policies that prohibit individuals from sleeping outside anywhere in the jurisdiction without offering adequate indoor shelter, effectively banishing homeless individuals from the jurisdiction’s borders, are both inhumane and propose externalities on neighboring jurisdictions, which must face the costs and challenges of an increased unsheltered homeless population.”

Source: Abt Global

³¹ Executive Department, State of California. Executive Order N-1-24.

³² Los Angeles City Controller. “Summary & Analysis: Arrests under LA Municipal Code 41.18.” Accessed at: <https://controller.lacity.gov/landings/analysis/4118recentarrests>

³³ Office of the Governor, State of California. Model Ordinance: Addressing Encampment with Urgency and Dignity. Accessed on May 15, 2025 at <https://www.gov.ca.gov/wp-content/uploads/2025/05/Encampment-Ordinance-formatted.pdf>

3. Overview of Three Place-Based Encampment Resolutions

This section first provides an overview of the three place-based encampment that are the focus of this study.³⁴ It then provides summaries of each of the three resolutions in the City of Long Beach, the San Fernando Valley, and the Los Angeles River Basin.³⁵

3.1 Summary of Encampment Resolutions

The resolution efforts varied by encampment location, partner organizations, and housing resources available. The lead agencies also received varied funding amounts to respond to encampments in their service area. Due to the unique context of each encampment location, the length of outreach and the number of people served by the encampment resolution efforts also varied. Key attributes of the three encampment resolution efforts are summarized in Exhibit 3-1.

Exhibit 3-1. Key Attributes of Encampment Resolutions

	Long Beach	San Fernando Valley (SPA 2)	Los Angeles River Basin (CD4)
Location	East Anaheim Corridor: Area surrounding MacArthur Park and Mark Twain Library in Cambodia Town Downtown Long Beach: Area surrounding Billie Jean King Main Library and Lincoln Park	North Hollywood Metro Station, Roscoe Boulevard and I-405, Paxton Park in Pacoima, Plummer and Jordan in Chatsworth, and San Fernando and Bledsoe Road in Sylmar, Roxford St. & San Fernando Rd., Foothill & Roxford, Desmond Street, & Stagg and Morella, Polk Street & San Fernando Road, Eton Ave.,	19 mile stretch of the Los Angeles River located within City of Los Angeles Council District 4's boundaries
Lead Organization	City of Long Beach, Homeless Services Bureau (HSB)	- LA Family Housing - West Valley Homes Yes!	- Council District 4 Homelessness Team - People Assisting the Homeless (PATH)
Funding Source(s)	- California Encampment Resolution Funding (ERF) Grant - Conrad N. Hilton Foundation Grant	Conrad N. Hilton Foundation Grant	California Encampment Resolution Funding (ERF) Grant
	East Anaheim Corridor: 53	357	160

³⁴ During the study period, the City of Long Beach received a second ERF grant to respond to an encampment in Downtown Long Beach. Given the later implementation of this encampment resolution, it was still underway at the end of the study period. As a result, the study reports on its implementation, but this report does not include any cost or outcome data on the Downtown Long Beach resolution.

³⁵ Additional details about the three place-based encampment resolutions can be found in the case studies, published separately.

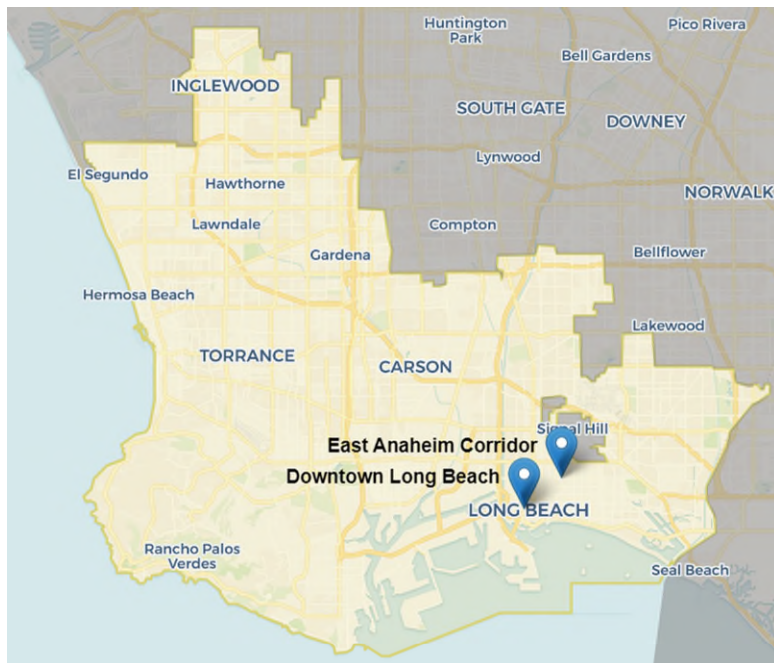
Number of People Served	Downtown Long Beach: 76		
Duration of Outreach at Encampment	Less than 1 month	Between 90 days and 1 year	Between 5 and 6 months
Services Offered	• Case management, including housing navigation assistance; referral to medical care, help with applying for public benefits, coordinating transportation. • Daily meals (Downtown only) • Harm reduction supplies and counseling (Downtown only) • Mental health counseling (Downtown only)	• Case management, including housing navigation assistance; referral to medical care, help with applying for public benefits, coordinating transportation. • Daily meals	• Case management, including housing navigation; development of housing plans; referrals to medical care and mental health resources • Food/grocery gift cards
Housing Assistance	East Anaheim Corridor: • No-barrier non-congregate shelter in nearby motels (Hyland Inn and Colonial Inn) Downtown Long Beach: • No-barrier non-congregate shelter in a nearby motel (Vagabond Inn) • Rapid re-housing assistance	• No-barrier non-congregate shelter in motels • Rapid re-housing assistance • Permanent supportive housing	• Placement at city-funded interim housing facility, • Motel rooms • Substance use treatment beds • Permanent supportive housing

3.2 City of Long Beach

Long Beach, a city within Los Angeles County, operates its own homeless service system. The City of Long Beach’s Homeless Services Bureau (HSB) serves people experiencing homelessness within the city’s boundaries, many of whom are living in encampments. In 2022, the City of Long Beach received an Encampment Resolution Funding (ERF) grant from the State of California’s Interagency Council on Homelessness (Cal ICH) to implement an encampment resolution in the East Anaheim Corridor near McArthur Park in the city’s Cambodia Town neighborhood.³⁶ This resolution began in October 2022 and ended in January 2024. In 2023, Long Beach received a second ERF grant to implement an encampment resolution in Downtown Long Beach, centered around Pacific Avenue and 1st Street near Lincoln Park and the Billie Jean King Library. As of April 2025, the second encampment resolution was still in progress. Exhibit 3-2 shows the location of the two encampment resolutions.

³⁶ California Department of Housing and Community Development. Encampment Resolution Funding (ERF) Program. Accessed on April 16, 2025 at <https://www.hcd.ca.gov/grants-and-funding/programs-active/encampment-resolution-funding-program>

Exhibit 3-2. Long Beach Encampment Resolution Locations



Source: Map created by Abt Global

East Anaheim Corridor Encampment

The Homeless Services Bureau (HSB) first focused on a longstanding multi-block encampment in the East Anaheim Corridor around MacArthur Park and the Mark Twain Neighborhood Library. HSB identified 40 people from the area's encampments who were interested in housing and had been there for six months or longer based on data records and knowledge of outreach staff. The East Anaheim Corridor resolution ultimately served 53 people.³⁷ Fifty-four percent of East Anaheim Corridor clients identified as male, 44 percent as female, and 2 percent as trans or gender non-conforming. About two-thirds (64 percent) of the clients were Black, 17 percent were white, and 19 percent identified as another race/ethnicity or multiracial. Over half of clients were age 25–54, with 38 percent age 55 to 64. Eight percent were age 65 and over, with only one transition-age youth, age 18–24. Two clients were veterans. Long Beach HSB staff noted that drug use was common amongst encampment residents in the East Anaheim Corridor encampment due to the transient nature of the location and because many of the encampment residents had long histories of homelessness and some experienced adverse childhood events leading to trauma in adulthood.

HSB offered clients interim housing at the Hyland Inn, a 26-room motel located two miles north of MacArthur Park, while a small number of clients went to the nearby Colonial Inn. Once at the motels, the one dedicated resolution case manager met with clients weekly to get them housing

³⁷ While 40 clients initially entered the motels, HSB enrolled after some clients exited early.

ready. This included housing navigation services, applying for public benefits, referrals to medical care, and arranging transportation to those appointments. Clients staying at the Hyland Inn also received mental health services as needed. There was no security on-site. Because of the need for substance use and mental health services in Long Beach, the City deployed its Restorative Engagement to Achieve Collective Health (REACH) team to provide mental health care services to clients staying at the motels. The REACH team includes a public health nurse, mental health counselor and two outreach workers.



The Hyland Inn



A room in the Hyland Inn

While HSB initially planned to provide encampment resolution clients with up to six months of interim housing, many clients remained at the motels as the end of the six-month period approached. HSB extended the motel lease incrementally from June 2023 until January 2024. Fifteen percent of clients stayed 3 to 6 months, and most people who exited during this time returned to unsheltered homelessness. Twenty-nine percent of clients stayed 6 to 12 months and 44 percent stayed 12–18 months. Clients who were male tended to stay in the motel longer, with half of men staying between 12 and 18 months, compared to 39 percent of women. People aged 55 to 64 stayed at the motel the longest, with 37 percent staying 6 to 12 months and 58 percent staying 12 to 18 months. During this ramp down period, the case manager created transition plans to help remaining clients move into permanent housing or other interim housing.

On the last day of the program, January 31, 2024, 15 people remained at the Hyland Inn. Twenty-five percent of East Anaheim Corridor clients exited to some type of permanent housing and 35 percent exited to temporary housing situations including emergency shelter, hotels/motels, staying with family or friends, or transitional housing. Thirty-eight percent exited back to living on the street or a place not meant for habitation.



The second resolution occurred at an encampment in Downtown Long Beach located near the end of LA Metro's A Line, in and around the Billie Jean King Main Library and Lincoln Park. HSB began this second resolution in July 2024, conducting outreach to people who were part of a by-name list developed for the resolution. To the 60 people on the by-name list, HSB offered up to 18 months of interim housing at the nearby Vagabond Inn.

Upon arrival, clients completed intake forms and began meeting with case managers. Clients staying at the Vagabond Inn received two meals a day. They also could participate in on-site mental health counseling and receive harm reduction supplies. Up to 30 resolution clients could receive rapid re-housing assistance in the form tapered rental assistance for a six-month period after they leave the Vagabond Inn. This short-term rent subsidy is intended to serve as bridge housing to provide clients with rental assistance until they access subsidized permanent housing, such as a Housing Choice Voucher or permanent supportive housing.

While staying at the Vagabond Inn, clients work with two dedicated on-site case managers. This resolution also has an on-site manager to help clients with needs that arise and serve as an on-site resource beyond the case managers. This resolution also offers clients on-site mental health counseling. A mental health counselor and Masters of Social Work intern visit the motel on Tuesdays and Thursdays to provide mental health counseling. A substance use counselor visits on Thursdays to provide harm reduction supplies to clients. The Vagabond Inn management provides a motel manager who has responsibilities for the motel facilities. The Vagabond Inn also has a security guard present 24 hours a day, who patrols the parking lot and two floors of the motel.

As of January 2025, the Downtown Long Beach resolution served 76 people. Clients were mostly likely to identify as male (59 percent) and almost half (46 percent) were Black, about one-third (31 percent) were White, 19 percent were another race or ethnicity or multiracial. About two-thirds of Downtown Long Beach clients (67 percent), were ages 25 to 54, while 21 percent were 55 to 64 and 12 percent were age 65 and over.

Cost of East Anaheim Corridor Resolution

Long Beach received \$1,322,281 from the state's first round of Encampment Resolution Funding (ERF) grant.³⁸ Planned costs for the resolution included: outreach to the encampment residents, case management, interim housing in a local motel, enhanced patrol of the encampment location by the Long Beach Police Department Quality of Life (QOL) officers, and cleaning of the encampment site by the City of Long Beach Public Works and Parks Departments. Planned costs of

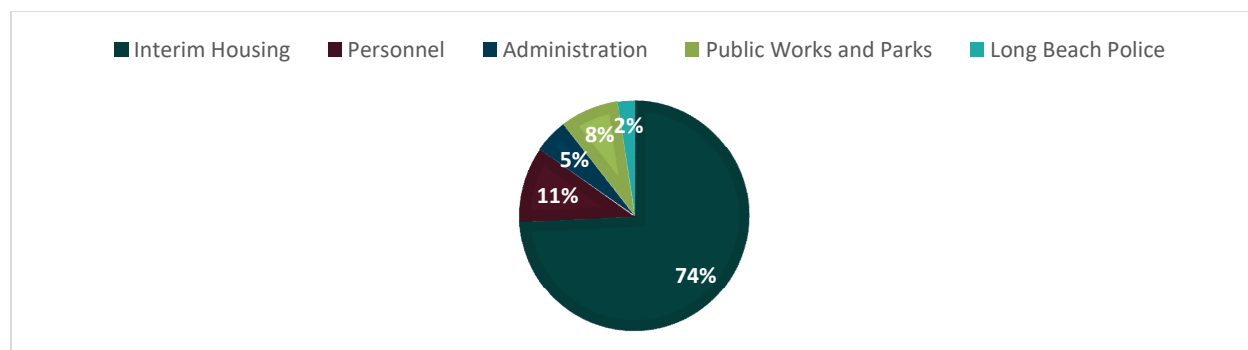
³⁸ In 2022, the City of Long Beach HSB also received \$1,335,000 from the Conrad N. Hilton Foundation to support a mental health and a substance use counselor for the East Anaheim Corridor resolution. However, hiring delays at the County prevented these positions from being realized for most of this resolution.

the East Anaheim Corridor encampment varied from actual expenses given the extension of interim housing assistance at the Hyland Inn for eight more months than originally planned.

Exhibit 3-3 illustrates the resolution costs by expenditure category. Almost three quarters of the costs (74 percent) were for interim housing for resolution clients at the Hyland Inn. Eleven percent of the costs related to personnel, including the resolution’s dedicated case manager and the outreach worker stationed at the Mark Twain Library. The labor and supplies for increased cleanings of MacArthur Park and the surrounding streets accounted for eight percent of the resolution costs. The administration of the resolution, including time for HSB leadership and activities related to and supplies for people while they were in the encampment awaiting entry into interim housing totaled five percent of the resolution’s costs. Finally, two percent of the costs paid for increased patrols by City of Long Beach Police Quality of Life officers at the encampment site.

The study team calculated a per person annual cost of the East Anaheim Corridor encampment resolution. Using the 59 people officially enrolled in the program, the average per person cost per year was \$24,949.

Exhibit 3-3. Long Beach East Anaheim Corridor Encampment Costs



Long Beach also received a second ERF grant totaling \$5,330,545 for the Downtown Long Beach Encampment Resolution. As of April 2025, the resolution was ongoing, so we do not report on the resolution’s expenditures.

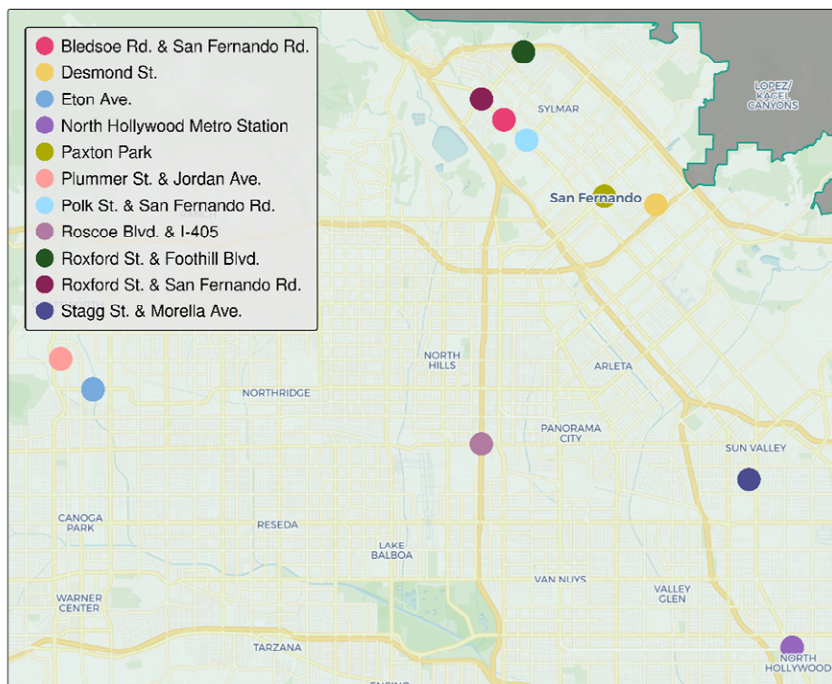
3.3 San Fernando Valley

The San Fernando Valley is an area within Los Angeles County, partially within the City of Los Angeles, surrounded by mountain ranges. Compared to other areas of Los Angeles, homes and businesses in the San Fernando Valley are spread out, with some neighborhoods that are primarily industrial. The majority of the San Fernando Valley is in Service Planning Area 2 (SPA 2).³⁹

³⁹ Los Angeles County is divided into eight geographic areas to deliver health and clinical services. These geographical areas are called Service Planning Areas (SPAs). The City of Los Angeles is divided into fifteen

LA Family Housing (LAFH) is a large homeless services provider in SPA 2 operating street outreach teams, providing interim and permanent housing, case management, and other services to people experiencing homelessness. West Valley Homes Yes! is a homeless services provider that specializes in engaging and housing people experiencing homelessness living in RVs and vehicles. In addition to both organizations' ongoing street outreach, in late 2022 LAFH and WVHY partnered to conduct encampment resolutions in the San Fernando Valley.

Exhibit 3-4. SPA 2 Encampment Resolution Locations



Source: Map created by Abt Global

LAFH received a \$1.5 million grant from the Hilton Foundation to complete encampment resolution activities in SPA 2. LAFH allocated approximately \$600,000 of that grant to WVHY. The resolution focused on 11 distinct locations across the San Fernando Valley (see Exhibit 3-4).

Exhibit 3-5 provides a brief overview of the resolution activities at each of these locations.

Exhibit 3-5. SPA 2 Encampment Resolutions

Encampment	Location/Type of Encampment	Response By	Resolution Active	Number of People Engaged
North Hollywood Metro Station	Tent and makeshift dwellings around the N. Hollywood Metro Station	LAFH	January – April 2023	40 people
Roscoe Boulevard and I-405	Tent and makeshift dwellings under an	LAFH	April – June 2023	24 people

City Council Districts (CD) and five Supervisorial Districts (SD). CDs 2, 3, 4, 6, and 7, and SD 3 fall within the boundary of SPA 2. The five supervisors oversee their own SD and make up the County Board of Supervisors, the governing body for LA County operations. County, City, and local organizations work within and across SPAs, CDs, and SDs to coordinate services for residents of their district.

	overpass and around the intersection of Roscoe and I-405			
Desmond Street/Pacoima	RV and vehicle encampment	WVHY	January 2023 – February 2023	8 people
Roxford St. & San Fernando Road	RV and vehicle encampment	WVHY	March 2023	5 people
Roxford St. & Foothill Blvd.	RV and vehicle encampment	WVHY	June 2023 – October 2024	13 people
North Hollywood/Stagg and Morella	RV and vehicle encampment near the intersection of Stagg and Morella Streets	WVHY	March 2023 – July 2023	19 people
Polk/N. San Fernando & Cajon	RV and vehicle encampment	WVHY	January – September 2023	22 people
Eton Ave. Chatsworth	RV and vehicle encampment	WVHY	March – May 2024	6 people
Paxton Park/Pacoima	Tent/makeshift dwellings and RVs surrounding Paxton Park	LAFH in conjunction with Inside Safe and WVHY	May 2023 – August 2023	Approximately 45 people
Plummer St. and Jordan Ave.	Tent/makeshift dwellings and RVs along multiple streets near the intersection of Plummer/Jordan in an industrial area	LAFH and WVHY	July 2023 – October 2024	Approximately 40 people
San Fernando and Bledsoe	RVs and a few tents along San Fernando Road in a residential area, at the Bledsoe intersection	LAFH and WVHY	February 2024 – August 2024	14 people

LAFH/WVHY Outreach Approach

For the joint encampment resolution efforts, LAFH and WVHY established a 90-day target timeline for each encampment resolution. For the Plummer and Jordan encampment, the timeline was extended due to external factors including a lack of available PSH beds and frequent encampment cleanings that disrupted case management. Over the 90-day timeline, the LAFH and WVHY outreach staff engaged daily with encampment residents. Outreach workers offered residents: food and water drop offs; connections to a medical provider for verification of a disability; assistance applying for public benefits; transportation to medical appointments or to obtain replacement identification; and pumping RV sewage and assisting with minor RV repairs.

Outreach workers enrolled clients into the LAFH and WVHY programs when they expressed interest in being connected to services and moving indoors. Outreach staff explained that it often took multiple engagements with a client before they would agree to formally enroll in the program. After enrollment, LAFH and WVHY staff shifted to providing case management services, including

assessing client needs and developing housing plans. LAFH and WVHY made referrals to the Los Angeles County Department of Mental Health (DMH) for clients that needed or wanted mental health services. The focus on intensive case management in SPA 2 resulted in high levels of trust from clients and a deep understanding of client needs.



RVs Parked in Chatsworth, San Fernando Valley

WVHY's RV Program

Client needs for WVHYs' RV Program participants included RV repair, storage, and towing. WVHY paid for clients to store their RV or vehicle in a secure lot while they transitioned to living inside and once the client felt they were in a permanent situation, they could choose to dispossess or sell their RV or vehicle. Upon completion of the program, the client would receive a \$500 gift card in addition to any money made from the RV sale (if not dispossessed and impounded).

LAFH and WVHY leveraged multiple types of temporary housing for encampment resolution clients. Some clients left the encampments for interim housing funded by the Council Districts located in SPA 2, while others stayed in resolution-funded motel rooms. LAFH and WVHY also prioritized placing clients in permanent supportive housing (PSH) when beds were available.

In SPA 2, WVHY and LAFH relied on existing interim housing beds at non-congregate shelters in the area. Some encampment residents were not interested in moving into interim housing because they had already tried it, it did not meet their needs, or they preferred living in their RV until a permanent housing unit became available. LAFH and WVHY also prioritized placing clients in permanent supportive housing (PSH) when beds were available. WVHY and LAFH helped encampment residents apply for federal vouchers, TLS, and PSH. Encampment residents also worked with LAFH's housing navigator to search for a housing unit if they received a rental subsidy.

SPA 2 Resolution Clients

WVHY and LAFH served 357 people staying in RVs or vehicles in SPA 2 as part of the Hilton Foundation-funded encampment resolution efforts. More than half of clients in SPA 2 were male (59 percent) and about three-fourths of clients were between 25 and 54 years old (71 percent).

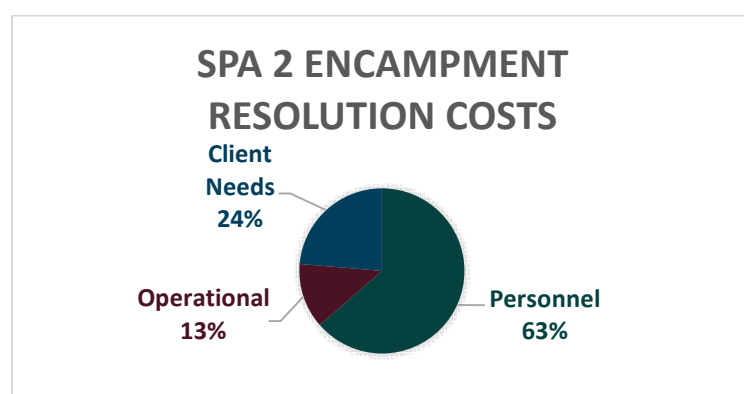
Forty-one percent of clients were white (non-Hispanic), and 42 percent of clients were Hispanic or Latino. Among clients who reported health conditions, 46 percent reported substance use disorder, 30 percent reported a chronic health disorder, and 47 percent reported a mental health disorder. Less than one-quarter of clients reported being a domestic violence survivor (22 percent). A large share of clients (81 percent) reported having a disabling condition at the time they enrolled in the encampment resolution. More than half of clients reported experiencing homelessness more than four times in the previous three years (52 percent). One-third of clients remained enrolled in the encampment resolution program between 3 and 6 months (30 percent), and about one-third of clients remained enrolled between 6 and 12 months (28 percent).

Cost of SPA 2 Resolution

The majority of SPA 2 encampment resolution funding covered personnel expenses (Exhibit 3-6). LAFH and WVHY spent 63 percent of their funding on staff wages and benefits largely because their approaches to outreach were time-intensive and hands-on. They conducted daily outreach and provided extensive support to two large encampments (Paxton Park and Plummer/Jordan) longer than their 90-day target timeline, and WVHY continued ongoing outreach in multiple areas across SPA 2. SPA 2 is also geographically spread out and required outreach teams to drive between the encampments and the service provider offices. Occasionally following a cleaning or a sweep, the outreach teams would drive to other known encampment areas to look for clients who were displaced. Thirteen percent of the resolution funding covered operational costs including staff and agency vehicle expenses, computers, training, and office supplies. Nearly 25 percent of the resolution funding covered client needs including housing assistance, transportation, client document and housing application fees, move-in welcome kits, RV expenses including RV sewer pumping, towing, repairs, demolition, and storage.

The study team calculated a per person annual cost of \$4,346.44.

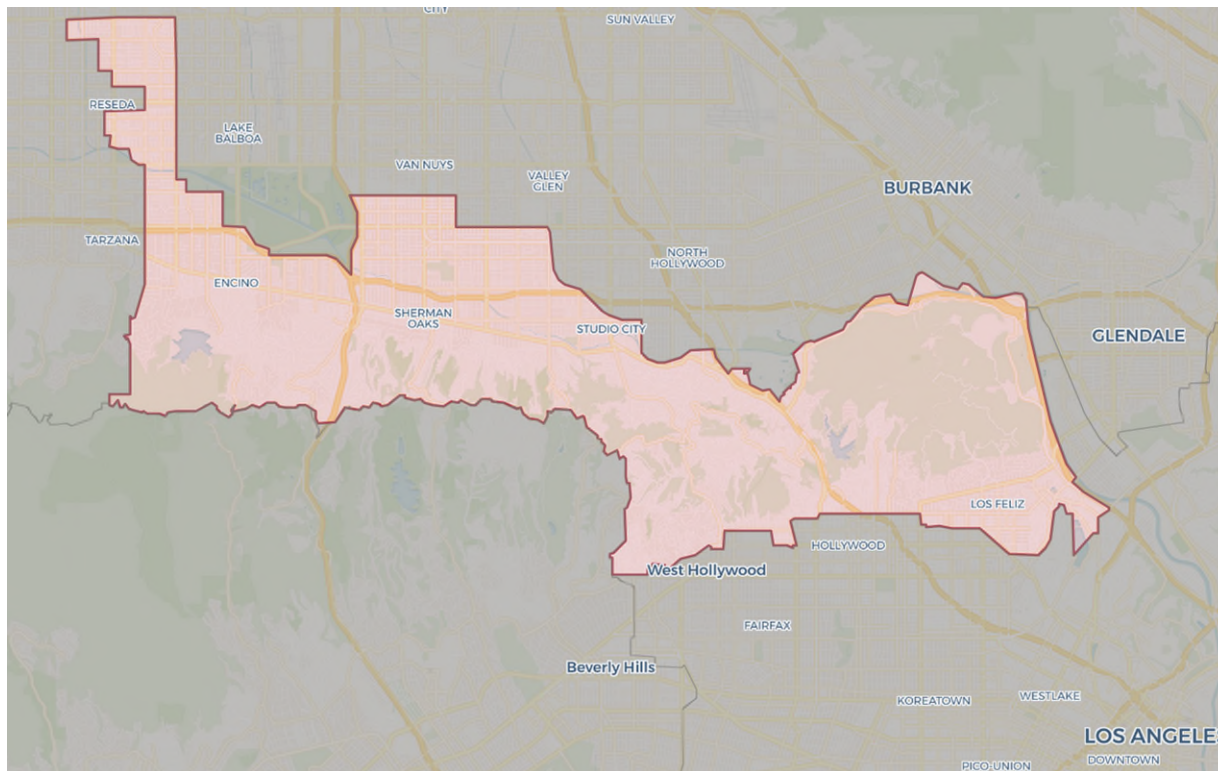
Exhibit 3-6. SPA 2 Resolution Expenditures



3.4 *Los Angeles Council District 4*

The area around the Los Angeles River Basin (LA River Basin) has seen an increased number of homeless encampments over the past few years. People living in the LA River Basin stay in a variety of terrains including the islands in the center of the river, bike paths, within the concrete pipes that support the flow of water from the river, and on the concrete pathways and slopes that lead to the river. The dangers for people living in encampments along the LA River Basin are significant and include heavy rain and flooding, which has been more common in the Los Angeles area in recent years, and exposure to pollutants and bacteria. Since accessing the areas along the LA River Basin has been challenging, homeless outreach teams seldom conducted street outreach to these encampments. Typically, the only outreach conducted was in partnership with an enhanced LA River Basin clean-up effort from the Los Angeles Department of Sanitation, the California Department of Transportation, or the U.S. Army Corp of Engineers.

The City of Los Angeles has 15 council districts, each governed by a council member. Council districts are geographically determined and can span large, diverse areas of the city. In 2022, under the leadership of Council District 4 (CD4), an encampment resolution was proposed to house 60 people living in the LA River Basin. Since her election in 2020, CD4 council member Nithya Ramen has focused on responding to homelessness in her district. The CD4 Homelessness Team prioritizes relationship building with people experiencing homelessness, transparency of available resources, consistency, and follow-through. They coordinate the council district's homelessness response across a network of homeless service providers, county health and mental health providers, and street medicine teams that operate in the council district to ensure all resources are used to capacity.

Exhibit 3-7. Los Angeles Council District 4

Source: Map created by Abt Global

CD4 received a state Encampment Resolution Funding (ERF) grant to respond to homeless encampments in the LA River Basin. CD4 staff partnered with People Assisting the Homeless (PATH) to connect with people living along the LA River Basin with support services and interim and permanent housing. PATH is a large homeless service organization in the Los Angeles region providing support to people experiencing homelessness that includes street outreach teams, interim housing, supportive services, and permanent housing. Volunteers from the SELAH Neighborhood Homeless Coalition and North Hollywood (NoHo) Home Alliance also supported the resolution.

This encampment resolution focused on the portion of the LA River Basin within the borders of CD4, stretching from east of Interstate 405 in the Sherman Oaks neighborhood through Glendale, ending near the Silver Lake and Atwater Village neighborhoods. PATH and CD4 responded to encampments in three zones (see Exhibit 3-7):

Zone 1: LA River starting at Fletcher Drive, ending near the Griffith Park tennis courts

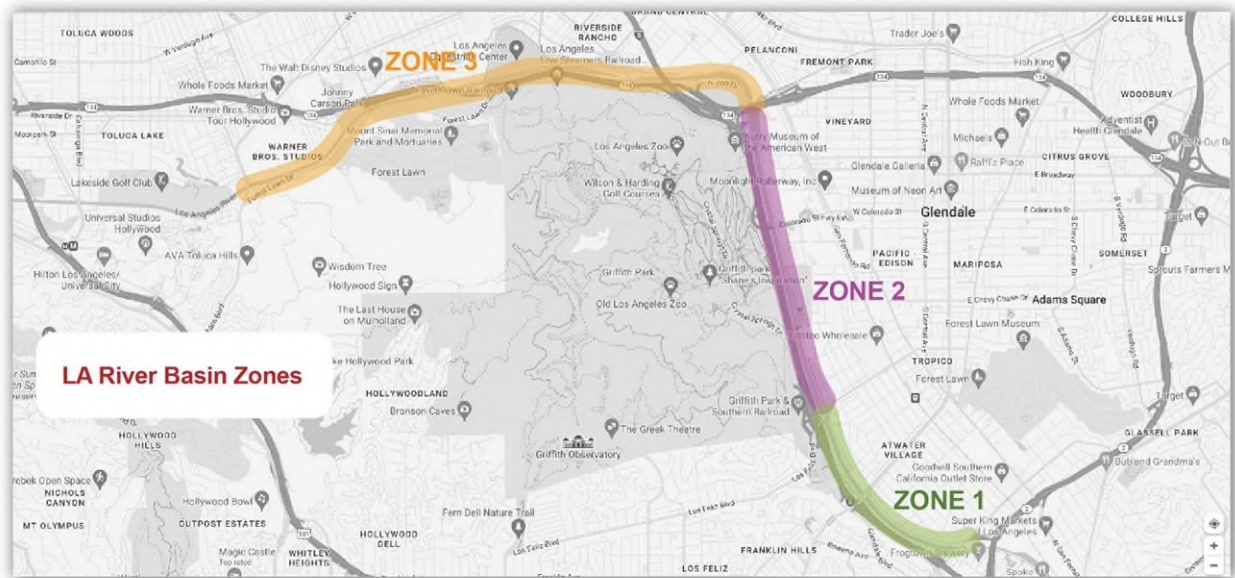
Zone 2: LA River starting at Los Feliz Boulevard, running north until the 134 Freeway

Zone 3: Forrest Lawn Drive, paralleling the LA River and the 134 Freeway, through the Warner Brothers lot, ending at Olive Avenue

Prior to beginning outreach along the LA River Basin, CD4 and PATH divided the area's encampments into three zones. PATH began outreach in all three zones in September 2022. Outreach to encampment residents in Zone 1 ended in February 2023 and outreach to encampment residents in Zone 2 ended in March 2023. Initial assessment and outreach to Zone 3 showed mostly encampments with RVs and vehicles. Since the resolution was not designed to address RVs or vehicles, PATH did not move forward with Zone 3 and refocused efforts to Zone 1 and 2.

These zones surround Griffith Park, a historic municipal park in Los Angeles with attractions such as the Griffith Observatory, the Los Angeles Zoo, and the Hollywood sign. Exhibit 3-8 shows the three zones of the LA River Basin encampment resolution.

Exhibit 3-8. LA River Basin Encampment Resolution Zones



Source: Map created by Abt Global

The goal of the encampment resolution was to ensure people experiencing homelessness along the LA River received an offer of (1) interim housing/shelter, (2) case management, and (3) help with securing identification and other legal documents. Any person living in an encampment within the three defined zones was eligible for assistance, which included placements in motels or other interim housing, food, and connections to mental health and other supportive services.

PATH began the effort by visiting encampments residents along the LA River Basin, building rapport with encampment residents by introducing their team and the resolution effort underway. Anyone living in an encampment along the targeted section of the LA River Basin could participate. If they

express interest in participating in the resolution, PATH would assess the individual and ask if they were interested in coming indoors and offered interim housing.

CD4's Homelessness Team coordinated with PATH and LAHSA to secure housing resources while conducting outreach. PATH's team assessed encampment residents and helped them transition to nearby interim housing or a motel room. PATH staff continued case management once encampment residents moved to the motel or interim housing. PATH staff visited clients in the motels on Mondays and Wednesdays. They continued outreach and engagement at the LA River Basin and visited the interim housing location on Tuesdays and Thursdays. Initially, the PATH team included four outreach staff and one project manager. However, throughout the resolution there was staff turnover.



Photo: Abt Global

While this resolution planned for 60 encampment residents to move into permanent housing, PATH and the CD4 team engaged with more than 150 people experiencing homelessness along the Los Angeles River Basin. In spring 2023, CD4 staff expected to have a new interim housing motel as part of the City of Los Angeles' Inside Safe Initiative. However, the City was unable to find a motel large enough. As an alternative, PATH offered encampment residents along the LA River Basin rooms at different motels scattered across CD4 or a bed at nearby A Bridge Home Riverside, a semi-congregate interim housing site for approximately 100 individuals. PATH also leveraged the use of motel rooms and beds in congregate shelters funded by Los Angeles County to address the needs of clients with substance use disorder. In most cases, PATH continued to work with encampment residents as they transitioned indoors. PATH staff focused on securing legal documentation and income and disability verification for residents as they searched for permanent housing.

CD4 also secured 20 time-limited rental subsidies from the Los Angeles Homeless Services Authority. The intention was for encampment clients to use these rental subsidies and then transition to either a permanent housing subsidy (i.e., housing voucher) or be connected to public benefits and employment and pay their own rent. Then CD4 would reuse the time-limited rental subsidy for another encampment client. The plan was to cycle through the 20 slots three times, to help 60 individuals. However, this approach was unsuccessful because of ongoing challenges finding available and affordable rental units for encampments clients to transition into.



Recently, CD4 received a second round of the state's Encampment Resolution Funding to continue to support encampment resolutions along the Los Angeles River Basin.

CD4 Resolution Clients

Through this resolution, PATH served 160 people in encampments along the LA River. Most clients were either white (50 percent) or Hispanic/Latino (34 percent) and between 25 and 54 years old (74 percent).⁴⁰ Clients staying in encampments along the LA River have experienced multiple episodes of homelessness in the last three years, with over half of clients reporting four or more episodes. Over 80 percent of clients also reported their last episode of homelessness lasted more than 12 months. Some clients staying in the LA River Basin encampments reported chronic health conditions (20 percent), mental illness (37 percent), and substance use disorder (31 percent). About 13 percent of clients reported having experienced domestic violence. Sixty-six percent of clients reported having health insurance coverage at the time they enrolled in the CD4/PATH encampment resolution program.

Clients generally remained enrolled in the encampment resolution between 6 and 12 months, but older adults and people experiencing chronic persistent homelessness remained in the program longer. Half of clients age 65 and over remained enrolled between 12 and 18 months as did approximately one quarter of clients who reported their last episode of homelessness was 12 or more 12 months. About one-third of clients who reported experiencing persistent homelessness also remained enrolled longer than other clients.

Cost of CD4 Resolution

CD4 received \$1.75 million from the state of California's Encampment Resolution Fund – Round 1 grant to implement this resolution effort. CD4 and PATH spent most of the ERF Round 1 funding (nearly 100 percent) on direct services and housing and a small portion of the grant for administration. Most of the nearly \$1 million congressional appropriation for this intervention was spent on expanding the duration of services such as street medicine, case management, and motels.⁴¹

⁴⁰ Gender identity was not reported in HMIS for the LA River encampment resolution clients.

⁴¹ The Abt team received less detailed cost information for the LA River Basin encampment resolution compared to the other resolutions. Therefore, the analysis is less detailed.

4. Outreach, Engagement, and Case Management

A key component of encampment resolutions is the outreach and engagement of encampment residents. Through building relationships with encampment residents, outreach workers can help them navigate the homeless service system (and partner systems) and help them move indoors.

People living in encampments often have complex histories including persistent homelessness, substance use, involvement in the foster care or justice system, trauma, and mental and physical health conditions. Once in interim or permanent housing, case managers who offer supportive services can help people stabilize and connect to services to maintain housing. This section details the three resolutions' approaches to client engagement, outreach, and case management.

4.1 Selecting Encampments for Resolutions

The lead organization for each resolution selected the encampment(s) based on factors like location, density, and acuity of residents.

- In Long Beach, the HSB identified the East Anaheim Corridor area encampments for the resolution because of its longstanding presence and its encroachment on MacArthur Park and the Mark Twain Library. Similarly, the HSB identified the Downtown Long Beach encampment for the second resolution due to community concern about public safety around the LA Metro's A Line, and the encampment's growing size.
- In SPA 2, LAFH and WVHY identified encampments for resolutions due to the mix of tent/makeshift dwellings, RVs, and vehicles. LAFH and WVHY prioritized encampments based on safety concerns about the location, for example near a busy intersection, or if the location contributed to an encampment being isolated from services. These encampments were in more industrial areas, far from services or access to public transportation, leaving encampment residents more isolated.
- CD4 and PATH identified the encampments along the LA River Basin because of the dangers encampment residents faced with flooding and other hazards of living in that location.

4.2 Identifying Resolution Participants

After identifying the encampment(s) for the resolution effort, the lead organizations dispatched outreach teams to each of the encampments. Outreach teams were typically comprised of two to three experienced outreach workers. Using any existing information from previous outreach conducted in the area and data from the local Homeless Management Information System (HMIS), the resolution outreach teams began to create a list of the people living in the encampments.

Outreach staff then talked with encampment residents to assess their interest in participating in the resolution. In the Long Beach and the SPA 2 resolutions, the outreach teams began by creating “by-name” lists that detailed the individuals currently living in the encampments that eligible to participate in the resolution. These lists prioritized people for resolution participation based on their length of time living at the encampment and their level of need for housing (e.g., any disabilities, medical conditions, etc.). In CD4, anyone living along the stretch of the LA River Basin targeted was eligible for services, regardless of how long they had been staying in that location.



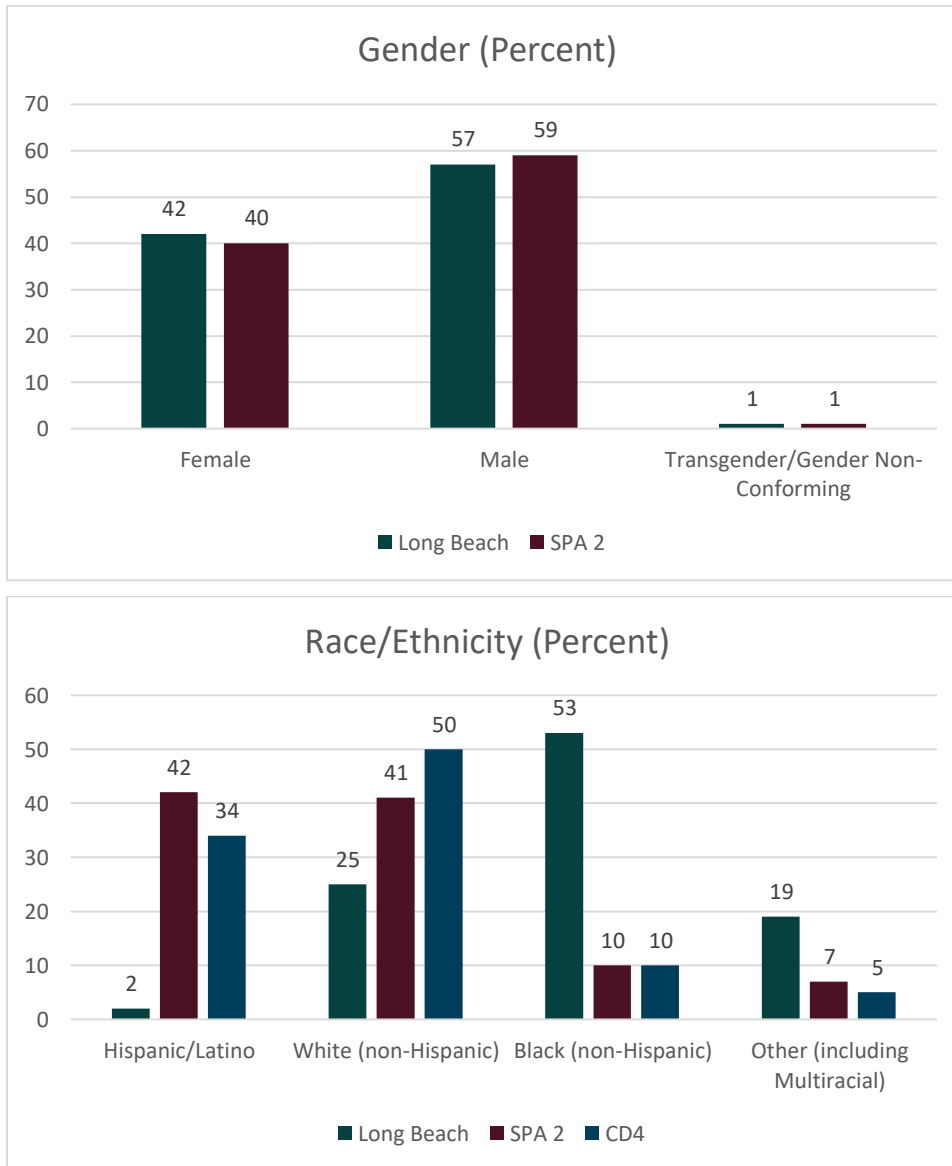
Source: Abt Global

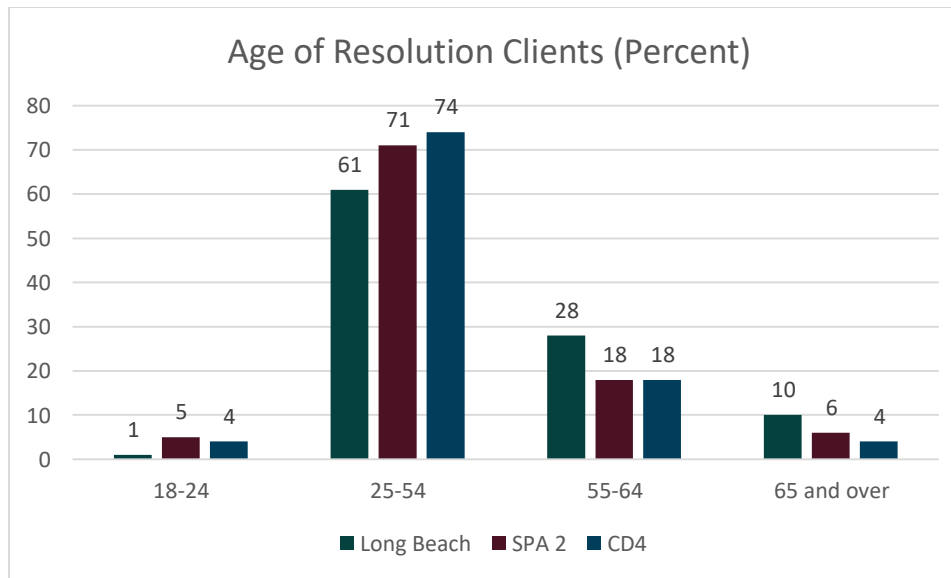
Demographics of Encampment Resolution Clients

The race, ethnicity, and age of encampment residents differed across the three resolutions. Forty-two percent of the SPA 2 resolution residents identified as Hispanic/Latino, while over half in Long Beach identified as Black and half in CD4 clients identified as White. The largest client group in all three locations was people age 25–54 with 61 percent of clients in Long Beach, 74 percent in CD4, and 71 percent in SPA 2. The gender of encampment residents was largely the same across the Long Beach resolutions and SPA 2, with more people who identified as male than female (Exhibit 4–1).⁴²

⁴² Data on clients' gender was not available for CD4.

Exhibit 4-1. Demographics of Resolution Clients





Source: HMIS data from the City of Long Beach, LA Family Housing, West Valley Homes Yes, and PATH.

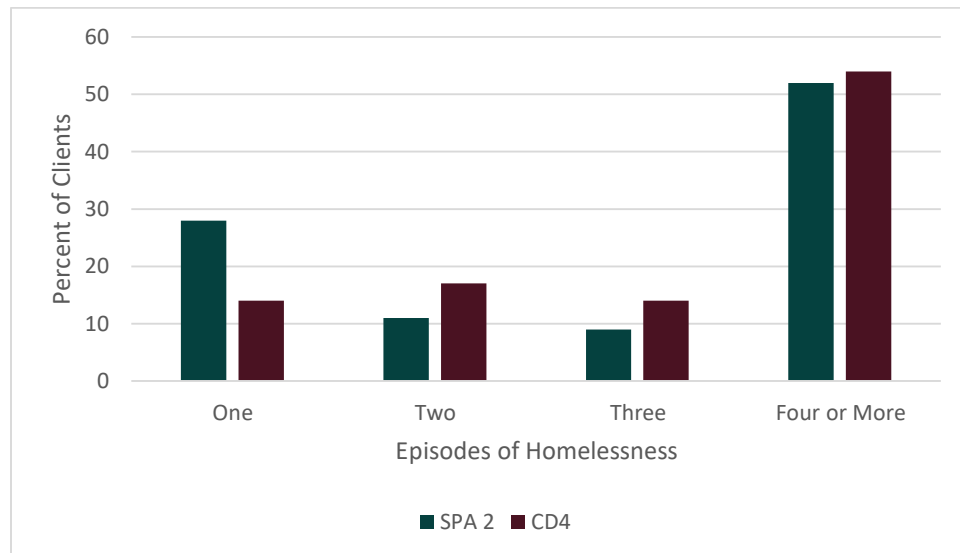
Episodes of Homelessness and Chronic Homelessness

Client experiences with homelessness varied among the three resolutions. ***In SPA 2, over half of clients reported experiencing four or more episodes of homelessness in the previous 3 years, and nearly one-third of clients were newly homeless.*** One woman in SPA 2 described how this was her first time experiencing homelessness. She was deeply frustrated when discussing her current situation. She stated, *"I was normal. I don't know how to live like this."* She described how she lost her job, was a survivor of domestic violence, and was evicted. The service provider referred to this as the "triple effect." Her goal was the secure employment, adamantly adding, *"I'm not here because I want to be here."* A contributing factor to becoming homeless was losing the financial support of her mother who had passed away. She also described how she lost her children to the Department of Child and Family Services and how much harm it caused her. She explained that women often experience homelessness because there is a lack of housing options specific to women." In the encampments along the LA River Basin, most clients reported experiencing persistent homelessness — many having experienced homelessness since a young age.

Isolated Encampments and Personal Safety

A woman staying in an encampment along the LA River described living outside for the past 6 years. She moved to the River Basin to have more space and avoid having to move frequently due to encampment sweeps. A few years ago, she stayed in a motel temporarily but moved back to her encampment at the time because she wanted to keep all her belongings that she was unable to take to the motel. She says the hardest parts about experiencing homelessness are extreme weather and her physical injuries that make it difficult to get food and water.

Exhibit 4-2. Number of Episodes of Homelessness in Last Three Years



Source: HMIS data.

Note: Data on Long Beach clients' episodes of homelessness was not available.

4.3 *Engaging Through Sustained, Coordinated Outreach to Build Rapport with Encampment Residents*

Historically, in the Los Angeles region, staff from Los Angeles Homeless Services Authority (LAHSA) and its subcontracted homeless service providers conduct outreach to people living in encampments. In addition to these outreach teams, the County's Department of Mental Health and the Department of Health Services, local health care providers, elected official offices, and other community organizations conduct outreach for people living on the street.⁴³

Typically, outreach staff offer water, food, blankets, tents, and hygiene items. Some outreach staff conduct assessments to see what housing and supportive services encampment residents are eligible for. Sometimes outreach staff can tell encampment residents which shelters have openings and help them find pathways indoors. However, not all outreach staff have access to this information. Outreach staff have been frustrated that they cannot offer more housing options and assistance when conducting outreach.

Depending on many factors including size of the area and capacity of staff, outreach staff may visit an encampment once or twice a week. Sometimes these outreach efforts overlap, with people experiencing homelessness interacting with multiple outreach teams at different intervals who do not coordinate their services. Additionally, some teams have different staff each time they visit an encampment. Interacting and receiving services from many outreach teams often means people

⁴³ Dunton, L., Yetvin, W., Fiore, N., & C. Kwan. (2023). From Policy to Practice: Responses to Homeless Encampments in Los Angeles. Abt Associates, Inc. for the Conrad N. Hilton Foundation.

experiencing homelessness must repeatedly explain their histories and needs for service, which can be traumatic and difficult.

Encampment Resolution Efforts

The three encampment resolution efforts included in this study used a different approach to outreach and engagement than what is traditionally offered. **Each of the encampment resolution teams provided sustained and targeted outreach to encampments.** During most weeks provider teams visited the encampments daily, bringing food, water, hygiene supplies, and anything else the encampment resident asked for (e.g., blankets, tents, RV supplies).

Each provider (City of Long Beach, PATH, CD4, WVHY, and LAFH) had a small group of consistent staff members (i.e., usually 3 or 4) who interacted with encampment residents regularly. **This approach minimized the number of staff encampment residents interacted with and allowed encampment residents to build trust and rapport with provider teams.**

Since the goal was to move encampment residents inside, provider staff were able to offer interim housing options and in some cases placements into permanent housing. Interim housing included both non-congregate (e.g., motels) and congregate settings.

(Further discussion on interim and permanent housing options is in Chapter 5).

When people moved from the encampment into housing, in some instances they continued working with the same outreach staff, who had shifted into a case manager role. This purposeful staffing model helped build strong relationships between resolution clients and homeless outreach staff, which can make clients more likely to engage with services.

“She [outreach worker] made it so much easier just to live. She’s the only person that consistently cares. She was the first person to look at us like we are humans.”

SPA 2 encampment resolution client

One client in the San Fernando Valley reflected on his history of homelessness while living in an encampment, “*At times you feel like you’ve been forgotten.*” He then spoke of the care and respect he received from the LAFH and WVHY’s outreach efforts.

Timeline for Outreach and Engagement

In each of the three resolutions, service providers conducted outreach and engagement activities for different lengths of time.

- In Long Beach, HSB began outreach in the East Anaheim Corridor encampment in the summer of 2022 and by October of 2022, identified 40 people from the area who were interested in housing. Encampment residents were required to have been in the East Anaheim Corridor encampment for six months or longer to be eligible to receive interim housing and case management through this resolution. HSB used HMIS data to confirm how long encampment

residents had been in the area as well as the knowledge of outreach staff familiar with the encampment.

- In CD4, PATH began visiting the encampments and engaging with people along the LA River Basin in fall 2022. The PATH outreach team introduced themselves to encampment residents to build rapport, identified and assessed the needs of encampment residents, and gauged their interest in housing. The PATH team conducted daily outreach until clients began moving into interim housing and then tapered outreach to certain days.
- The main component of the SPA 2 resolution included daily outreach to the encampments. Staff would also drive clients to the DMV or medical appointments. For the Paxton Park encampment, the service providers conducted outreach and moved residents into interim and permanent housing within the 90-day target timeline. For outreach at the Plummer/Jordan encampment staff were present almost every day for nearly a year. Daily outreach began in the Plummer/Jordan encampment in July of 2023 and concluded in the fall of 2024. Most encampment residents at Plummer/Jordan moved into interim housing or were awaiting placement in interim or permanent housing.

Services Provided to Clients During Outreach

In all three resolutions, outreach staff provided services to clients during the outreach and engagement process.

Food, Water, and Other Supplies. A key component of outreach across all three encampment resolutions included food and water drop-offs. During daily outreach to encampments, the outreach staff brought hot food or packaged food items as well as bottled water. Outreach staff also assisted encampment residents with replacing materials or supplies. These items included tarps, tents, duct tape, generator fuel, clothing and shoes, and sunscreen and bug spray.

Conducting Assessments. Once outreach teams identified encampment residents that were interested in moving inside, they began conducting assessments to understand client needs and for what resources the clients would be eligible. For example, assessments helped to determine client eligibility for Supplemental Security Income (SSI), Social Security Disability Insurance (SSDI), food assistance, and other public benefits. The outreach teams also collected information about clients' mental and physical health and helped refer them to health care facilities in the region.

Obtaining Personal Documentation. Outreach staff helped encampment residents apply for and secure personal documentation (e.g., birth certificate, Social Security card, driver's license). This type of documentation is often needed when applying for permanent housing.

Identifying Housing Options. The Long Beach resolutions had dedicated motel rooms for encampment residents. In SPA 2 and CD4, outreach workers identified available interim and permanent housing for encampment residents.

4.4 *Providing Case Management Once Clients Enter Housing*

The lead service provider for each encampment resolution continued to offer clients case management services after they moved indoors. Case management activities included ensuring that clients had basic identification documents, were enrolled in public benefits, and were referred to any medical care they might want or need.

Generally, since the provider teams were small (i.e., had only 3 or 4 staff members), they often alternated days during which they provided case management to clients who had moved indoors and conducted outreach in the encampment. In CD4, PATH staff visited clients in the motels on Mondays and Wednesdays and conducted outreach in the riverbed on Tuesday and Thursdays. In Long Beach, the HSB case manager alternated days for conducting case management between the two motel sites for the East Anaheim Corridor resolution.

Housing Navigation

Each encampment resolution helped clients with housing navigation. Housing navigation helps people experiencing homelessness overcome barriers to housing. For example, housing navigators help clients search for and apply for housing opportunities. Housing navigators differ from case managers in that they dedicate their time to searching for available housing that matches a client's needs and wants. Housing navigators often have connections to landlords or property managers. In SPA 2, LAFH had a dedicated housing navigator that assisted encampment resolution clients. However, in CD4 and the Long Beach, outreach staff filled the role of housing navigators.

Benefit Enrollment

Case managers also helped encampment resolution clients apply for any public benefits that they were eligible for but were not yet receiving. These benefits could include General Relief (GR), Cal-Fresh, Medi-Cal, Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI). The service providers inquired about and assessed client needs at the time of outreach. Case managers assisted with printing application forms, ensuring that clients had the required identification documents or proof of income, and assisted with scheduling appointments and

Addressing RV and Vehicle Needs Through Case Management

To meet the needs of encampment residents living in an RV or vehicle in SPA 2, WVHY provided specific supplies as part of their case management to assist with repairs and ensure the safety of these clients, including:

- Pumping RV sewage
- Towing or moving an RV or vehicle to comply with a planned encampment cleaning
- Minor repairs to windows, doors, and trailer bases
- Storing RVs and vehicles in a secure lot, paid by WVHY
- Removing RVs and vehicles after clients moved inside

submitting applications. For clients receiving mail related to their benefits enrollment, service providers often assisted with setting up a U.S. Post Office Box or arranged for the client to receive mail at the service provider office.

Substance Use and Mental Health Support

The need for substance use treatment and mental health support varied by encampment location. At the time of enrollment into the encampment resolution program, a vulnerability assessment included questions about substance use and mental health conditions. If a client reported substance use or mental illness conditions, the case manager referred the client to services. The lead organizations in Long Beach and the LA River Basin described heavy substance use and severe mental illness amongst clients in these encampments. While substance use and mental health conditions were reported by some clients across the SPA 2 encampments, the need for these services was less in SPA 2 than in Long Beach and CD4.

Transportation

Case managers also helped connect encampment clients with transportation to medical appointments and other appointments. In Long Beach, case managers referred clients to a city-wide shuttle and had access to taxi vouchers if needed. In CD4, PATH staff transported resolution clients to medical appointments when needed. The service providers in SPA 2 arranged for case managers to drive clients to medical or other appointments or would arrange ride-sharing services if members of the outreach team were unavailable.

5. Using Interim and Permanent Housing for Encampment Resolutions

The success of an encampment resolution hinges on what housing resources are available for encampment residents. This chapter details the types of interim and permanent housing available to encampment residents in Long Beach, the San Fernando Valley, and the LA River Basin and the challenges services providers face when trying to secure a pathway to permanency for clients.

5.1 Types of Housing Offered to Participants

Each encampment resolution relied on interim and permanent housing to move encampment residents indoors. There was variation in the types of housing offered per site, depending on availability and on the participants' wants and needs.

Interim Housing

In the Los Angeles region, any type of short-term shelter such as crisis housing, motels, bridge housing, and emergency shelter is known as interim housing. The shelter component of interim housing is accessible to people enrolled in the program 24/7, meaning they cannot be asked to leave during the day. While in interim housing, clients also receive meals, case management and housing navigation services, linkages to mainstream benefits, and referrals to outside services.⁴⁴ Most people living in encampments come indoors through interim housing.

Historically, in Los Angeles, interim housing was offered in congregate settings (i.e., large rooms with bunk beds, little privacy, and could not bring partners, pets, or possessions). However, system leaders and funders in Los Angeles have been working to diversify the types of interim housing offered to people experiencing homelessness to better meet their needs. Understanding that privacy is important, homeless service providers developed semi-congregate shelters where partitions and cubicles divided the space between clients. Over the past five years, homeless service providers have been able to offer motel and hotels as a type of interim housing during encampment resolutions (see text box). Motel

The Use of Motels and Hotels

In 2020, due to the COVID-19 pandemic, the state of California launched the Project Roomkey Program (PRK). Through PRK, communities used hotels and motels to temporarily house people experiencing homelessness who were medically vulnerable and unhoused living on the street or in congregate shelters. Since PRK, most encampment resolution efforts including the City of Los Angeles' Inside Safe program and Los Angeles County's Pathway Home program offer hotel and motel rooms to people experiencing unsheltered homelessness.

⁴⁴ Fiore, Nichole; Travis, Adam; Khadduri, Jill; Burnett, Kimberly; Elam, Lindsey; Singh, Usha. (August 2023). *Understanding Interim Housing Costs across Los Angeles County*. Los Angeles Homeless Services Authority.



and hotel rooms allow people to bring and store their possessions, and they do not have to be separated from their partners and pets. The rooms also have private bathrooms and doors that can be locked. This model for providing shelter gives people autonomy, privacy, and safety.⁴⁵

However, staying at an interim housing site for several months or years is challenging for clients.

Depending on whether the interim housing is congregate or non-congregate, staffing capacity, and its location, many participants struggle to remain housed in interim shelter for long periods and if there is not a path to permanent housing, many people exit back to the street. Some interim housing sites have rules and procedures that create hostile environments for people experiencing homelessness and can trigger trauma responses. Clients often complain about lack of personal freedom, curfews, the inability to cook and clean for themselves, persistent drug activity, noise, and lack of internet access.

Permanent Housing

For more than a decade, Los Angeles homeless system leaders, funders, housing developers, and providers have invested in and created more permanent housing for people experiencing homelessness. They have done this by building more housing units dedicated to people experiencing homelessness and offering rental subsidies for people to use in the private rental market. Public housing authorities (PHAs) across Los Angeles play a significant role in providing permanent housing for people experiencing homelessness through federal housing vouchers. The Los Angeles County Department of Health Services also funds permanent housing subsidies for people experiencing homelessness with complex medical conditions who use the County health system. The main types of permanent housing offered in Los Angeles are:

- **Permanent Supportive Housing (PSH).** A permanent housing unit coupled with supportive services. Eligibility is based on a person's experience with chronic homelessness and if they have a disabling condition. PSH is often the best option for people exiting unsheltered homelessness that have severe health conditions (i.e., behavioral health, physical disability) that require more intensive case management and support to become stable. PSH can be site-based where an entire building is dedicated to the population, or scattered site where people use a rental subsidy to rent a unit in the private rental market. In both cases, intensive supportive services are an important component of the intervention.
- **Time-Limited Subsidies (TLS).** Short to medium-term rental assistance programs, often known as rapid rehousing, for people exiting homelessness that do not require intensive case

⁴⁵ Fiore, Nichole; Dunton, Lauren Gibson, Sarah; Collins, Ciara. (March 2024). Evaluation of California's Project Roomkey Program. California Healthcare Foundation and the Conrad N. Hilton Foundation.



management services. Designed for people who could become employed or were already employed, TLS programs provide short-term rent assistance, covering full rent for a period of a few months to two years. The goal of TLS is for someone to be able to pay their full monthly rent payment on their own when their enrollment in the program ends.

- **Federal Housing Vouchers.** Federally funded voucher programs target rental assistance to specific populations, and households find their own housing in the private rental market. As long as a household continues to be eligible, does not have any program violations, and submits their recertification paperwork on a yearly or biyearly basis, the household can remain in the voucher program. The most common voucher program is the Housing Choice Voucher (HCV) program.

5.2 The Use of Interim and Permanent Housing in Each Encampment Resolution

Each encampment resolution had access to different interim and permanent housing options for the encampment residents. This was due to funding, availability of resources, and geographic limitations to what resources people were eligible. Depending on what shelter and housing options were available, some people wanted to move inside immediately, while others wanted time to adjust to the idea and wait for a housing option that met their needs. These differences reveal how the type and availability of housing, both interim and permanent, shaped each encampment resident's ability to move indoors and shaped outreach and engagement strategies.

Moving Encampment Residents into Housing

For both encampment resolutions in Long Beach, the HSB designed the resolutions for all encampment residents to move into interim housing at a nearby motel. Because HSB master-leased these motels rooms in advance, HSB moved people quickly from the encampments to interim housing at the motels. ***Despite the perception that people experiencing chronic or persistent homelessness would be hesitant to move indoors, both Long Beach resolution efforts quickly moved these clients into interim housing.*** Resolution staff noted that placing encampment residents in the same interim housing sites can help preserve social connections established with other encampment residents, which can help in their transition to living indoors.



In contrast, the encampment resolutions in SPA 2 and the LA River Basin relied on existing interim and permanent housing to house encampment residents. Outreach workers with PATH, LAFH, and WVHY worked individually with each encampment resident to understand their needs and wants, assessed what they might be eligible for, and then waited for interim and permanent housing to become available. This sometimes meant the people had to continue to reside in the encampment until interim or permanent housing became available. The lack of interim housing options in some City Council Districts (CD) presented a challenge to quickly housing encampment residents (see textbox). Also, placing clients in different interim housing sites required outreach teams travel between multiple locations to provide case management and bring supplies to clients.

The transition from living in the encampment to interim or permanent housing was difficult for many encampment resolution clients. Clients reported sleeping on the ground or upright and found it difficult to adjust to sleeping in a bed. One individual reported only sleeping in his bed at the motel six times over several months, instead opting to sleep in a chair with his shoes on because it felt safer. Many clients reported that it was difficult staying in a motel with fewer people and less noise than their encampment community. However, some clients preferred the quiet motel because activities in the encampments such as drug use and violence triggered their post-traumatic stress disorder. Many clients also appreciated the air conditioning, heating, and dry indoor spaces of interim housing. Though most clients interviewed reported a positive experience while staying in interim housing, some described violence and weapons on site. Both clients and service providers explained that certain negative behaviors and group dynamics of the encampment transferred to an interim housing site. Some former encampment residents wanted a security guard located at the motel and said they would call the police when they felt unsafe.

Location Matters in Los Angeles

The amount of both interim and permanent housing varies by each Los Angeles City Council District (CD) and Service Planning Area (SPA). These geographic boundaries can complicate efforts to move someone to either interim or permanent housing. Some CDs require people to have demonstrated experience of homelessness within the CD for the previous six months to be eligible for city-funded interim or permanent housing in the CD. A person's location is recorded in the Homeless Management Information System by service homeless service providers conducting street outreach. This information is used to determine the location in which someone has been experiencing homelessness and if they are eligible for resources within a CD.

Adjustment to Living Inside Again

One client, a male, in his 30s, was experiencing homelessness in Long Beach before entering the encampment resolution program. He described moving around a lot as a child after being adopted from Latin America by an American family. He moved to an encampment in Long Beach after staying in multiple unsheltered locations. He chose the encampment in Long Beach because he said a larger encampment with more people staying in it felt safe. Other people in the encampment occasionally watched his belongings and tent if he needed to go somewhere. Now that he is staying in a motel in Long Beach he said that he appreciates the meals that are provided and help accessing CalFresh and medical care, but he has had trouble sleeping inside. After sleeping outside for three years, he is adjusting to sleeping inside where it is quiet and prefers to sleep with the lights on since he's used to being outside where it is loud and bright.

5.3 Housing Outcomes for Encampment Resolution Clients

Client housing outcomes for the three place-based encampment resolutions varied based on the interim and permanent supportive housing available in each area and client readiness to move forward. Exhibit 5.1 displays the exit destinations for the three resolutions and Exhibit 5.2 shows the detailed client exit destinations for the three encampment resolutions.⁴⁶

Exhibit 5.1. Exit Destinations Across Encampment Resolution Efforts

Exit Destinations across Encampment Resolution Efforts			
Destination at Exit	East Anaheim Corridor (City of Long Beach)	San Fernando Valley (SPA 2)	Los Angeles River Basin (CD4)
Remained Homeless	20 (38%)	155 (48%)	96 (61%)
Permanent Housing Situations	13 (25%)	65 (20%)	53 (34%)
Temporary Housing Situations	18 (35%)	90 (28%)	7 (4%)
Institutional Situation	1 (2%)	11 (3%)	0
Other	0	4 (1%)	1 (1%)
Total Clients	52 (100%)	325 (100%)	157 (100%)

Source: HMIS Data from LA Family Housing, West Valley Homes Yes, City of Long Beach, and PATH.

Note: Sums may not equal to 100 due to rounding.

Exits Back to Homelessness

Despite the goal of the resolutions to help people leave encampments, across all three resolutions, a significant number of clients either remained homeless or exited back to some form of

⁴⁶ For Long Beach's East Anaheim Corridor resolution primarily exited the motel where they were placed after leaving the encampment. Resolution clients in the San Fernando Valley and Los Angeles River Basin may have decided not to enter housing at all or entered interim housing and then left.



unsheltered homelessness (e.g., anywhere outside, a vehicle, a place not meant for human habitation, an airport or bus station). Of the three resolutions, the Los Angeles River Basin had the highest percentage of clients that remained homeless (61 percent). Thirty-eight percent of the East Anaheim Corridor resolution clients exited from interim housing at the Hyland Inn motel back to homelessness. In SPA 2, nearly half (48 percent) of clients remained homeless.

Exits to Permanent Housing Situations

Exits to permanent housing occurred at the highest rate in the Los Angeles River Basin encampment resolution, where about one-third (34 percent) of their clients moved into permanent housing. All 53 participants that moved into permanent housing did so with an ongoing housing subsidy. The City of Long Beach's East Anaheim Corridor and the San Fernando Valley's resolutions secured permanent housing for approximately a quarter of encampment residents in each location (25 percent and 20 percent respectively). In Long Beach, all clients received an ongoing housing subsidy. In the San Fernando Valley, 17 percent of clients exited to a permanent housing with a subsidy, while a small number moved in with family for a permanent tenure or had a rental unit with no ongoing housing subsidy (3 percent).

Exits to Temporary Housing Situations

Exits to temporary housing situations, including interim housing and staying with family or friends, occurred for a portion of clients. In the San Fernando Valley, over one-quarter of encampment resolution clients (28 percent) exited to temporary housing including interim housing like a hotel or motel. Of the Long Beach East Anaheim Corridor resolution clients, 35 percent exited to temporary housing situations. Fifteen percent exited to emergency shelter, while 8 percent exited to transitional housing, 6 percent to temporarily stay with friends, 6 percent to temporarily stay with family, and 2 percent to a motel or hotel they paid for themselves. Among Los Angeles River Basin resolution clients, seven percent exited to a temporary housing situation, including an emergency shelter or interim housing in a motel or hotel.

Exits to Institutional Settings and Other Circumstances

A small number of clients in the encampment resolutions exited to institutional settings or to other circumstances. In the San Fernando Valley, 3 percent of resolution clients were incarcerated while enrolled in the encampment resolution program, and 1 percent of clients were placed in a long-term care facility, nursing home, or substance abuse treatment facility. In Long Beach, one client entered a long-term care facility during the resolution. During the resolutions, four clients in the San Fernando Valley passed away, as well as one person in the Los Angeles River Basin encampment.



USING INTERIM AND PERMANENT HOUSING FOR ENCAMPMENT RESOLUTIONS

Exhibit 5.2. Client Exit Destinations by Encampment Resolution

	City of Long Beach, East Anaheim Corridor	San Fernando Valley (SPA 2)	Los Angeles River Basin
Total Clients	52 (100%)	325 (100%)	157 (100%)
Remained Homeless			
Place not meant for habitation (e.g., a vehicle, an abandoned building, bus/train/subway station/airport or anywhere outside)	20 (38%)	155 (48%)	96 (61%)
Permanent Housing Situations			
Rental by client, with ongoing housing subsidy	13 (25%)	56 (17%)	53 (34%)
Rental by client, with no ongoing housing subsidy	0	3 (1%)	0
Staying or living with family, permanent tenure	0	3 (2%)	0
Staying or living with friends, permanent tenure	0	3 (2%)	0
Temporary Housing Situations			
Emergency shelter, including hotel or motel paid for with emergency shelter voucher, Host Home shelter	8 (15%)	85 (26%)	7 (5%)
Hotel or motel paid for without emergency shelter voucher	1 (2%)	1 (1%)	0
Staying or living with family, temporary tenure (e.g., room, apartment, or house)	2 (4%)	1 (1%)	0
Staying or living with friends, temporary tenure (e.g., room, apartment, or house)	3 (6%)	0	0
Transitional housing for homeless persons (including homeless youth)	4 (8%)	2 (1%)	0
Safe Haven	0	1 (1%)	0
Institutional Situation			
Jail, prison, or juvenile detention facility	0	9 (3%)	0
Long-term care facility or nursing home	1 (2%)	1 (1%)	0
Substance abuse treatment facility or detox center	0	1 (1%)	0
Other			
Deceased	0	4 (1%)	1 (1%)

Source: Homeless Management Information System (HMIS) provided by City of Long Beach for the East Anaheim Corridor resolution; LA Family Housing and West Valley Homes Yes for the San Fernando Valley resolution; and PATH for the Los Angeles River Basin resolution. Note: To be included in this table, City of Long Beach clients had to have exited the program and not have missing responses; for the San Fernando Valley resolution, clients needed to have an exit date and exit destination; for the Los Angeles River Basin resolution, the population includes clients who exited the program and is restricted to non-missing responses. Three of their clients had missing responses from the full population of 160.



5.4 Challenges with Securing Permanent Housing

Finding and securing permanent housing for people experiencing homelessness in the Los Angeles region is a constant obstacle to combatting homelessness. ***As observed in the outcome data, all three resolutions struggled to connect clients with permanent housing, with significant numbers of clients remaining unsheltered or exiting back to homelessness or to temporary housing situations.*** Challenges that the resolutions faced to move people into permanent housing included lack of permanent housing subsidies; finding available, affordable rental units in the region's housing market; and delays in the opening of permanent supportive housing buildings.

Lack of Permanent Housing Subsidies

Staff working on all three resolutions cited the lack of permanent housing as a challenge to implementing the encampment resolutions. Initially, Long Beach HSB planned to match East Anaheim Corridor clients to HUD Emergency Housing Vouchers from The Housing Authority of the City of Long Beach (HACLB) soon after the encampment residents moved into the Hyland Inn motel. However, the vouchers were not available as planned because they had already been distributed to other eligible households. ***As a result, clients remained at the motel for more than a year waiting for an available long-term housing subsidy.*** While some Anaheim Corridor residents secured subsidized housing through other channels, many ultimately exited back to homelessness. In anticipation of this same challenge arising with the second encampment resolution in Downtown Long Beach, HSB included funding for TLS in the form of rapid rehousing along with housing navigation services to help clients secure a rental unit. HSB staff hope to create a bridge for clients from the Vagabond Inn to a market-rate unit while the client is on a waiting list for permanent housing.

In the San Fernando Valley and LA River Basin resolutions, case managers struggled to identify permanent housing placements for resolution clients. In CD4, PATH was able to secure 20 TLSs from LAHSA for resolution clients. The intention was for encampment residents to use a TLS in a private rental unit and then transition to a permanent housing subsidy like a tenant-based housing voucher or to an available PSH unit. However, identifying PSH units or available housing subsidies proved challenging.

One service provider discussed how difficult it was for clients when they exited interim housing back to the street. She reflected, *"How can you face the worst thing that happened to you, again."*

One couple who had experienced frequent episodes of homelessness for the past forty years described being afraid to accept TLS. The husband was very worried about accepting the rental assistance for a year and then having to be back on the street with this wife who was 75 years old. The couple discussed their lack of trust in the homeless service system and the promised security around housing.



Tight Rental Market across Los Angeles County

Los Angeles County has an extremely tight housing market, particularly for affordable units. ***As a result, even when clients received a housing subsidy, it proved challenging for them to use it.*** Staff in Long Beach cited the challenging housing market as a barrier for people trying to exit homelessness even if they have a rental subsidy. Despite receiving tenant-based housing vouchers, many of the East Anaheim Corridor clients were unable to locate housing where they could use their voucher. Similarly, Los Angeles River Basin clients that received TLS through the resolution also found it difficult to use them in the Los Angeles rental market.

Delays in Planned Permanent Housing Opening

In the San Fernando Valley, at the time of the resolution, multiple PSH sites were anticipated to open the following year and were potential placement options for many of the encampment residents. Because of significant rainfall in 2024, there were some delays in the PSH buildings opening because of water damage. These delays meant that LAFH and WVHY staff could not immediately place resolution clients into these units. Instead, they had to enter interim housing or stay in their encampments until the PSH units became available.

In August 2023, after a delay, the City of Long Beach opened approximately 70 new PSH units. Some of the East Anaheim Corridor resolution clients were eligible for the units and moved in after spending nine months in interim housing. HACLB also committed their allocation of federal Housing Stability Vouchers to the East Anaheim Corridor resolution clients, offering more permanent housing after the initial loss of the promised Emergency Housing Vouchers.

6. Public Perception Survey

As part of the study, the Abt team conducted two surveys of housed residents surrounding the areas of the three encampment resolution areas. The first survey occurred in late 2023.⁴⁷ The second survey was conducted in late 2024. The goal of this second web-based survey was to understand any changes in the perspectives of neighborhood residents after encampment resolution activities occurred. For this second wave, Abt used the same Address-Based Sample Design and mailed letters to 10,000 residents who live near the homeless encampments targeted by the resolutions and invited them to complete the web-based survey.⁴⁸

Summary of survey findings

- Most survey respondents observed encampments in their neighborhood.
- More than half of survey respondents felt sad and worried of encampments and their residents. Less than a third felt angry.
- Social media played a key role in how 18–39-year-olds received information about homelessness in their community.
- More than half of the respondents felt that building more housing was the solution to homeless encampments.

The Abt team modified the questions for the second survey to include additional response options to some questions based on responses to the first survey. The Abt team developed the survey questions with input from the Hilton Foundation. Mostly unchanged, the second survey asked respondents about:

- Interactions with and observations of homeless encampments in their neighborhood
- Perceptions of the causes of homelessness
- Local communities' response to homeless encampments
- Changes to homeless encampments over the past six months
- Preferred responses to homeless encampments
- Government funding in response to homelessness
- Respondent demographic information

The survey is in Appendix B.

As with the first survey, Abt invited respondents to take the survey via a letter delivered by USPS first class mail. The letter included a brief introduction to the survey, a URL and QR code to access the survey online and contact information for the Abt team to answer any questions about the

⁴⁷ The Year 1 Report summarizes the results of the initial survey.

⁴⁸ Of the 10,000 addresses selected for the second survey, 2,864 were included in the earlier baseline survey. While the addresses overlapped, the same individuals did not necessarily reside at the address. Further, while the same family may have lived at the address a different individual may have completed the survey.

survey or to request help accessing the survey. Two weeks and five weeks after sending the survey invitation letter, Abt mailed reminder postcards to all non-responders.⁴⁹ A third reminder was sent to non-responders seven weeks after the survey invitation. To encourage as many residents to participate as possible, Abt translated the survey invitation, reminder postcards, and the survey into Spanish and Khmer, two common languages in Los Angeles County and the specific areas sampled for the survey. On average, participants completed the survey in about 11 minutes. After completing the survey, respondents who provided their email address received an email thanking them for their time and providing a link to receive a \$20 electronic gift card either through VISA or through other popular online retailers as a token of appreciation.⁵⁰

Encampment Perception Survey Response Information

Abt collected 1,254 survey responses to the second survey from Los Angeles County residents, an increase from the 813 responses to the first survey. Survey respondents had similar characteristics to those of respondents who completed the first survey. Nearly all (93.4 percent) surveys were completed in English. Just over half of respondents resided in the San Fernando Valley (SPA 2), slightly more than one-quarter of respondents were from Long Beach, and one-fifth of respondents were from the Council District 4 (CD4) area (LA River area). Approximately 70 percent of the respondents were between 18 and 49 years of age. Women responded to the survey more often than men. Across all respondents, more than two-thirds of all respondents rent their home. However, home ownership varied by site. In Long Beach more than 75 percent of respondents rented their home, compared to 57 percent of respondents that lived in CD4/LA River area and 67 percent of respondents that lived in the San Fernando Valley area. For more information on the survey methodology, please see Appendix A.

6.1 Observing Encampments

Consistent with reports at the time of the first survey, more than 90 percent of respondents across the three locations reported that they observed homeless encampments in their neighborhood. This is not surprising, given the widespread nature of homeless encampments in Los Angeles County. ***More than half of respondents stated they felt sad and worried about crime and public health hazards associated with encampments, as well as the encampment residents' health and safety. Slightly less than one-third of respondents across the three locations felt angry when they saw an encampment in their neighborhood.*** This rate was higher for CD4 respondents (37 percent) and lower (20 percent) for Long Beach residents.

More than 60 percent of respondents noted they try to avoid or pass by people in encampments. Respondents in Long Beach continue to report being more likely to provide encampment residents food or water or talk to them compared to the CD4 and San Fernando Valley area respondents. Around six percent of respondents said they contacted the police, and about five percent, a slight

⁴⁹ The second postcard was initially planned to be sent after four weeks but was postponed by one week due to the wildfires in Los Angeles.

⁵⁰ Respondents to the first survey received a \$10 incentive.

increase from the first survey (up from 3 percent), said they contacted the Los Angeles Homeless Outreach Portal (LA-HOP).

Approximately 55 percent of respondents in Long Beach and the CD4/River Basin indicated they are aware of services for people who experience homelessness in their community, while closer to 50 percent of San Fernando Valley respondents stated they were aware of such services. This is a slight increase in awareness for both Long Beach and CD4/River Basin respondents compared to the first survey (about 50 percent of respondents indicated awareness of services) and a decrease in awareness for San Fernando Valley respondents (from 60 percent at baseline). The services people reported being most aware of included shelters, street outreach, meals, and connections to public benefits. *Social media (e.g., Facebook, Instagram, X, TikTok, Reddit) played a key role in how people received their information about homelessness in their community for respondents in most age categories, particularly those aged 18–39 years.*

6.2 Causes of Homelessness

In answer to a close-ended question about the causes of homelessness, survey respondents were most likely to select (1) mental/physical health conditions; (2) substance use; (3) lack of affordable housing; (4) poverty; and (5) job loss, difficulty finding work, and low wages (Exhibit 6–1). This is generally consistent with responses to the initial survey.

Exhibit 6-1. Survey Respondents Beliefs on the Causes of Homelessness

<i>Causes of homelessness</i>	Total (%)	Long Beach (%)	SF Valley/SPA 2 (%)	CD 4/LA River (%)
Mental/physical health conditions	86	84	85	92
Substance use	84	79	84	88
Lack of affordable housing	71	72	70	73
Poverty	65	62	64	75
Job loss, difficulty finding work, or low wages	63	59	63	69
Past incarceration (criminal justice/jail time)	51	45	52	56
Systemic racism	30	25	26	45
None of the above	1	1	1	0

Source: Abt Global Public Perception Survey, 2025

Note: Respondents could select more than one response, so percentages do not add to 100 percent within a location.

Respondents also identified the challenges they believe people experiencing homelessness face (Exhibit 6–2). Approximately 40 percent of respondents across the three communities felt that unsanitary living conditions, lack of shelter or affordable housing, and limited access to health care are the biggest challenges for people experiencing homelessness. This is a decrease from about 50 percent of respondents during the initial survey. Notably, more respondents identified limited access to healthcare as a challenge (40 percent compared to 20 percent during the initial interview). About a third of all respondents cited a lack of income as a challenge for people experiencing homelessness. Interestingly, fewer respondents identified most other challenges as

compared to during the first survey. Sleep deprivation, harassment from the police, and housing discrimination were at the bottom of the list.

Exhibit 6-2. Challenges for People Experiencing Homelessness

<i>Challenges for people experiencing homelessness</i>	Total (%)	Long Beach (%)	SF Valley/SPA 2 (%)	CD 4/LA River (%)
Unsanitary living conditions	42	31	46	45
Lack of shelter or other affordable housing options	42	45	41	41
Limited access to health care	40	31	41	49
Lack of income	31	33	32	26
Exposure to severe weather	25	24	27	22
Difficulty getting enough food or water	22	21	23	23
Exposure to violence	21	24	19	24
Feeling unsafe	15	17	14	14
Having to frequently move where they are staying	14	19	12	12
Stress	10	12	8	12
Sleep deprivation	6	7	5	5
Housing discrimination	7	9	7	5
Harassment from the police	7	6	7	6

Source: Abt Global Public Perception Survey, 2025

Note: Respondents could select up to three responses, so percentages do not add to 100 percent within a location.

6.3 Responding to Homelessness

More than half of respondents (54 percent) thought that local homeless response efforts were poor, compared to close to 60 percent of respondents at the time of the first survey. Fewer than one-third of respondents reported that they noticed any changes over the past six months in responses to homeless encampments by the City or County. This finding is surprising given the media attention that Mayor Bass' Inside Safe Initiative and the County's Pathways Home have received during the past year for clearing encampments and providing temporary shelter and permanent housing for people residing in encampments.

When asked for their observations on how their local communities responded to homelessness, nearly two-thirds of CD4 respondents reported that they noticed the removal of an encampment and fencing or barriers put in place. Similarly, in the San Fernando Valley and in Long Beach, more than 50 percent of respondents observed removal of a homeless encampment and subsequent fencing of the location. In Long Beach, more than half of respondents noticed police sweeping local encampments, removing all people with little or no notice. A larger percentage of respondents in CD4 compared to San Fernando Valley and Long Beach observed removal of an encampment after a sustained engagement effort with a trained outreach team. More than three-quarters of

respondents reported that they observed people repopulating and reestablishing an encampment at a previously cleared location.

More than half of respondents stated that they had noticed new encampments in their neighborhoods over the past six months. Three-quarters of respondents reported repopulation of encampments where they were previously cleared or closed, an increase from approximately two-thirds in the first survey.

6.4 Solutions to Homelessness Encampments

Consistent with responses to the first survey, more than half of the respondents felt that building more housing was the solution to homeless encampments. Slightly more than half of respondents indicated they think it is most important to fund construction of long-term housing for people experiencing homelessness, while fewer than half of respondents thought it was important to fund short-term emergency shelter. More than 50 percent of respondents said that they agreed or strongly agreed with the decision to purchase or construct short-term or long-term housing in their neighborhood. However, approximately half of respondents said they wanted to see homeless encampments closed regardless of what happened to the encampment residents, a 20 percent increase from the first survey.

The survey also asked respondents their views on whose responsibility it is to respond to homeless encampments in their communities (Exhibit 4-3). **Like respondents at baseline, slightly more than three-quarters of respondents said the responsibility fell to the California State government. This was followed closely by the Los Angeles County government.**

Exhibit 6-3. Responsibility for Responding to Homeless Encampments

<i>Whose responsibility is it to make the changes you would like to see made to local homeless encampments?</i>	Total (%)	Long Beach (%)	SF Valley/SPA 2 (%)	CD 4/River Basin (%)
California state government	77	73	77	81
Los Angeles county government	76	68	78	82
Local city government	61	62	58	67
Federal government	41	44	41	34
Individuals experiencing homelessness	19	20	21	16
Local nonprofit community organizations	11	12	11	12
Volunteers	3	4	4	2

Source: Abt Global Public Perception Survey, 2025

Note: Respondents could select more than one response, so percentages do not add to 100 percent within a location.

7. Lessons Learned

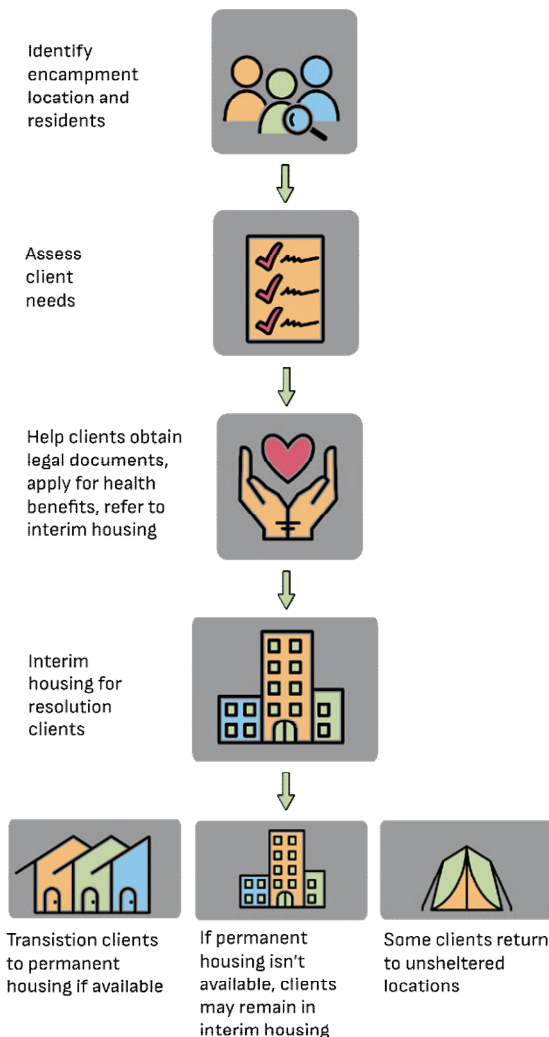
Over the past two years, this study followed the implementation of three encampment resolutions in LA County and documented their approaches, successes and challenges, and outcomes. Exhibit 7-1 summarizes the resolution implementation process. In each resolution, multiple organizations collaborated to provide consistent, sustained outreach to people staying in the encampments and connect them with available supportive services and public benefits. While the Long Beach resolution had secured an entire motel to serve as interim housing for encampment residents, the San Fernando Valley and Los Angeles River Basin resolutions relied on interim housing that was already in the homeless service system. All three resolutions struggled with identifying and securing permanent housing resources for people to move into either directly from the encampment or to transition into from their interim housing placement. Additionally, encampment cleanings and sweeps hindered outreach efforts and resulted in people being moved from the encampment or losing personal possessions.

These three encampment resolution efforts demonstrated that people experiencing unsheltered homelessness are willing to move indoors after sustained engagement with outreach workers and the offer of interim or permanent housing. With the

implementation of these three resolution efforts, as well as dozens of others throughout LA County through the City’s Inside Safe Initiative and the County’s Pathway Home program, the 2025 Point-in-Time Count shows unsheltered homelessness decreasing in the Los Angeles region.⁵¹

However, finding pathways to permanent housing continues to be a challenge for people who move indoors from encampment resolutions. As the Los Angeles’ region’s elected officials, funders, homeless service system leaders and providers, and other community organizations continue to

Exhibit 7-1. LA Encampment Resolution Process



⁵¹ Los Angeles Homeless Services Authority. 2025 Greater Los Angeles Homeless Count Press Conference Presentation. Accessed at: www.lahsa.org/documents?id+9370-2025-greater-los-angeles-homeless-count-press-conference-presentation.

invest in efforts to bring people living in encampments indoors, this study offers several key findings to consider.

- ***The encampment resolution efforts successfully moved clients inside quickly, keeping them engaged and providing safety and privacy in interim housing.*** Despite the common perception that people experiencing chronic or persistent homelessness are hesitant to move indoors, resolution efforts quickly moved many clients into interim housing. WVHY provided clients with the option to stay in a motel while waiting for an interim or permanent housing placement. CD4 and PATH arranged interim housing options for clients exiting the Los Angeles River Basin encampments to meet a range of needs. Congregate and non-congregate shelters options in addition to substance use treatment beds were available to clients in CD4. The City of Long Beach arranged for clients to move collectively into motels for each of their encampment resolutions. Once in interim housing, clients reported feeling safe and appreciating the privacy of their own space in motels. Clients also described being able to focus on regaining physical and mental health while searching for permanent housing or having the time to look for employment.
- ***Intensive outreach and continuous engagement with people living in encampments resulted in high levels of trust.*** The three encampment resolution efforts included in this study used a different approach to outreach and engagement than what is traditionally offered. Each of the encampment resolution teams provided sustained outreach to people living in the targeted encampments. During most weeks provider teams visited the encampments daily, bringing food, water, hygiene supplies, and anything else the encampment resident asked for (e.g., blankets, tents, RV supplies). Each of the lead service providers (City of Long Beach, PATH, CD4, WVHY, and LAFH) had a small group of staff members (i.e., usually 3 or 4) who consistently interacted with encampment residents. This approach minimized the number of staff encampment residents interacted with and allowed encampment residents to build trust and rapport with outreach teams. When people moved from the encampment into housing, in some instances they continued working with the same outreach staff, who shifted into a case manager role. This purposeful staffing model helped to build strong relationships between resolution clients and homeless outreach staff, which can make clients more likely to engage with services and accept the offer of housing.
- ***A shortage of permanent housing complicated efforts to move clients from interim housing.*** A lack of permanent housing (both units and rental subsidies) delayed efforts to move participants into permanent housing after staying in interim housing. Many clients remained in the motels and later exited back to unsheltered or sheltered homelessness when the lease on the motel ended. A lack of affordable housing units and rental vouchers in Long Beach complicated the City of Long Beach's efforts to move clients into permanent housing. In the

San Fernando Valley/SPA 2, WVHY and LAFH staff along with encampment residents described the challenge of finding permanent housing that would be sustainable for the resident. Also, all providers described the need for more permanent supportive housing in their community that could provide residents long-term, stable housing and intensive supportive services. Ensuring that participants not only match to permanent housing but can remain housed requires considerations such as location (e.g., neighborhood or proximity to certain services, family, or other support systems), type of unit, ability to bring pets, and eventual rental cost. These factors in addition to on-going case management support greatly impact a person's ability to remain housed.

Encampment resolutions are a promising model. They provide an opportunity to quickly move people indoors and connect them with resources and public benefits while working to secure permanent housing. ***This study shows the importance of having permanent housing (subsidies and units), because without it, people exit back to unsheltered homelessness or remain in interim housing for long periods of time.*** Without a defined, clear pathway to permanent housing, encampment resolutions are limited in reaching their ultimate goal – resolving homelessness. As reported in the study's public perception survey, over half of respondents living near these encampments support the construction of long-term housing in their neighborhoods. ***Los Angeles officials need to continue to invest in permanent housing so that people participating in encampment resolutions can progress from interim to permanent housing and not experience interim housing as a path back to homelessness ultimately losing trust and hope in the homeless service system.***

Appendix A. Study Methodology

This appendix presents the study's research questions and methodology for data collection and analyses.

Research Questions

Exhibit A-1 presents the study's research questions and the data sources used to answer each.

Exhibit A.1. Research Questions by Domain and Data Source

Research Questions by Domain	Grantee Interviews	Key Informant Interviews	On-site Observations	People with Lived Experience in Encampments	Public Perception Survey	HMIS Data	Cost Data
Encampment Resolution Implementation							
Who are the partner organizations involved in each of the three interventions? What are their different roles and responsibilities?	✓	✓	✓				
What are the housing options for leaving encampments offered to people by each of the interventions? What are the housing navigation services? How do they differ?	✓	✓		✓		✓	
What type of support services (e.g., case management, housing navigation, benefits assessments) are offered to clients at each of the three encampments? How do they differ?	✓	✓		✓		✓	
What are the mental, behavioral, and physical health services offered to people by each of the interventions? How do they differ?	✓	✓		✓		✓	
To what extent are design and implementation of the encampment resolution efforts similar or different across the three interventions?	✓	✓	✓				
What were the implementation challenges for each of the three interventions? Did they differ?	✓	✓					
Participant Characteristics							
What was the prior living situation for people staying in the encampments that are part of the study?		✓		✓		✓	
What are the demographic characteristics of people who participated in the intervention (e.g., age, gender, race, ethnicity, disabling conditions, health needs, health diagnoses, family composition) and their housing histories (e.g., length of time experiencing homelessness, prior episodes of homelessness)?				✓		✓	
What were the housing and health needs of people staying in the targeted encampments? What were	✓	✓		✓		✓	

Research Questions by Domain	Grantee Interviews	Key Informant Interviews	On-site Observations	People with Lived Experience in Encampments	Public Perception Survey	HMIS Data	Cost Data
their levels of vulnerability? What were the housing and health needs of people in the encampment? What were the housing and health needs of people participating in the intervention?							
Cost of Encampment Resolution Activities							
What are the main funding sources for each of the three interventions?	✓	✓					✓
What were the costs of each of the three interventions?							✓
What were the unanticipated costs encountered by each intervention?	✓	✓					✓
What costs of providing services was it not possible to cover through available funding streams?	✓	✓					
Public Perception							
What was public/neighborhood opinion about encampments? During and after resolution efforts are completed?	✓	✓	✓	✓	✓		
Do local businesses believe that encampment resolution activities reduced visible homelessness in the neighborhood?	✓	✓	✓	✓	✓		
Are local residents willing to support public funding (i.e., tax measures) for continued efforts to respond to unsheltered homelessness in their community?					✓		
Housing Outcomes							
How many people in the encampment engaged with outreach workers? How many people entered interim or permanent housing?	✓	✓		✓		✓	
What were the reasons people declined to accept a placement in interim or permanent housing?		✓		✓			
How often did people leave the targeted encampment and end up at another encampment?		✓		✓		✓	

Primary Collection and Analysis

Grantee and Key Informant Interviews

The study team will conducted interviews with four groups of key informants to provide a deep understanding of each of the three encampment resolutions. The Abt team conducted some interviews over the telephone, while others occurred in-person during site visits.

1. **Three grantees (City of Long Beach, Council District 4/PATH, and LA Family Housing) to learn about their intervention and any changes since their initial applications.** These interviews helped the Abt team gain a high-level understanding of the involved partners, the planned activities, and their timeline. Later interviews with the grantees provided updates about further adaptations of the encampment resolutions as well as reflections about lessons learned.
2. **Homeless service providers and other community organizations partnering with each grantee** to understand their roles and involvement in each of the three encampment resolutions. Interviews with this group occurred monthly throughout the two-year study period.
3. **Elected officials and government department staff** in Los Angeles City and County and the City of Long Beach, including Los Angeles County Supervisors staff, LA City Council District staff, and the Deputy Mayor of Housing and Homelessness in Long Beach helped the Abt team understand their role in supporting the encampment resolution process.
4. **California state officials**, included staff of the California Interagency Council on Homelessness (ICH) overseeing the Encampment Resolution Grant (ERF) program.

To lead each interview, the research team used a semi-structured interview guide.

Interviews with People Participating in Encampment Resolutions

The Abt team interviewed people with lived experience in each of the encampments to understand their experiences living in the encampment and their perspectives of the intervention activities. The study team visited each site once in 2023, and once in 2024 and completed a total of 37 interviews with people participating in the encampment resolutions.

Encampment Observations

A key data collection activity for this study was visiting each of the three encampment locations twice during the study period — August 2023 and August/September 2024. These multi-day visits to each encampment location allowed the Abt team to monitor progress in resolving the encampments, the characteristics of each encampment, and understand the results of resolution activities. During these visits, the Abt team observed the broader geographic locations and the encampments themselves and spoke with outreach workers and other staff who regularly engage

with encampment residents. To document the resolution process, Abt staff photographed the encampments and surrounding locations at different points during the encampment resolution.

Administrative Data Collection and Analysis

Cost Data

The Abt team collected cost data on each encampment resolution. The level of detail of the cost data varied across resolutions. We provided data collection templates to facilitate our conversations with the grantees and organizations. We then held follow-up conversations with the grantees and their partners to make sure we understood the costs they have reported on the data collection template, as well as cost information from other sources.

Homeless Management Information System (HMIS) data

The Abt team entered into Data Use Agreements for Homeless Management Information System data on the encampment resolution efforts with PATH, the City of Long Beach, LA Family Housing, and West Valley Homes Yes. HMIS was the main source of administrative data on information on encampment residents/resolution participants' characteristics, vulnerabilities, and housing outcomes.

For the data we received from the providers, if fields were more than 30 percent missing, they were deemed insufficiently complete for analysis. In the City of Long Beach Long Beach, analysis measures of interest that were complete enough for analysis were Gender, Race/Ethnicity, Age at Program Entry, Veteran Status, Program Type, Program Start and Exit Dates, and Exit Destination. For CD4/PATH and WVHY and LA Family Housing, more measures were sufficiently complete, including times homeless in the three years prior to program entry, chronic and mental health condition, substance use disorder, domestic violence survivor, and disabling condition.

Analysis of demographic characteristics included all clients with valid (non-missing) information. Analysis of exit destination or program duration (including demographics by program duration) were limited to clients with non-missing exit dates.

For clients with multiple program stays, program entry information (such as age at program entry, times homeless in the past 3 years) was taken from the earliest valid program start date while program exit information (destination at exit) was taken from the latest valid exit date.

We received overlapping data from West Valley Homes Yes (WVHY) and the LA Family Housing Corporation (LAFH). In situations where a client characteristic was missing in one data source but non-missing from the other data source, the non-missing record was used.

When categorizing exit destination, clients exiting to a place not meant for habitation was considered homeless. Clients exiting to an emergency shelter (including use of an emergency shelter voucher or a host home voucher), staying with friends or family temporarily, in a hotel or

motel paid without an emergency shelter voucher, or exiting to transitional housing were considered to be in a temporary housing situation. Clients exiting to a hospital, other medical facility, or jail were considered be in an institutional setting. Clients exiting to a rental situation (with or without an ongoing subsidy) or staying with family or friends permanently were considered to be in a permanent housing situation. All other clients, such as those deceased, were treated as Other.

Public Perception Survey

To understand neighbors' sentiments about encampment responses, we collected data from neighborhood residents around each of the three encampments via a web-based survey. This section details the methodology for the two public perception surveys, including their sampling plans, questionnaire development, respondent communication, response rates and survey dispositions, and data processing procedures.

Exhibit A-2 presents the time period each of the two surveys was administered and the number of responses to each.

Exhibit A-2. Survey Timing and Response Rates

	Administration Period	# of Responses
Survey 1	December 12, 2023 – January 31, 2024	813
Survey 2	December 26, 2024 – March 3, 2025	1,254

Sample Selection

Using an Address-Based Sample (ABS) Design, for each of the two surveys, Abt mailed web survey invitation letters to 10,000 residents of LA County who live near homeless encampments. The addresses came from the United States Postal Service's (USPS) delivery sequence file, which contains all addresses to which the USPS delivers mail. Abt purchased the addresses from a vendor, which provided only residential addresses for the sample.

A stratified sample for the sites would have led to an under-representation of opinions from residents in CD4 and Long Beach, so Abt decided to mail 2,300 letters to each of these areas and the remaining 5,400 letters to SPA2. Abt drew a half-mile radius around each of the encampments and allocated the sample to each encampment in proportion to the number of residences around each encampment point with the requirement of a minimum of 200 selected residences at each encampment. Within each half-mile radius around each encampment, Abt selected addresses with the same probability. Exhibit A-3 shows the total number of addresses within a half-mile radius of each encampment, the number of addresses sampled for the survey, and the minimum and maximum distance of addresses to the encampment.

For each survey, Abt assigned each sample record a unique ID used for participants to access the survey on the web and for Abt to use to track responses for analysis and reporting.

Exhibit A-3. Encampments Public Perceptions Survey Sample Frame by Geographic Area

Survey 1					
Site	Total Addresses	Sample Addresses	% Sampled	Min Distance (mi.)	Max. Distance (mi.)
01. Chatsworth Encampment 1	645	200	31.0%	0.16	0.50
02. Chatsworth Encampment 2	699	200	28.6%	0.04	0.50
03. Old Depot Rd	2,645	426	16.1%	0.10	0.50
04. Roscoe and 405	2,951	475	16.1%	0.12	0.50
05. Roxford	1,163	200	17.2%	0.02	0.50
06. Astoria	2,028	326	16.1%	0.02	0.50
07. Ritchie Valens (Paxton) Park	1,505	242	16.1%	0.08	0.50
08. Area around LA Family Housing	950	200	21.1%	0.03	0.50
09. LA Family Housing—Pacoima Place	925	200	21.6%	0.02	0.50
10. Stag/Morella	2,095	337	16.1%	0.00	0.50
11. Saticoy/Lankershim	3,084	496	16.1%	0.04	0.50
12. Metro Station	13,031	2,098	16.1%	0.06	0.50
SPA2 Total	31,721	5,400	17.0%	0.00	0.50
13. Area 3	400	225	56.3%	0.04	0.46
14. Area 2	333	200	60.1%	0.25	0.50
15. Area 1	3,332	1,875	56.3%	0.02	0.50
CD4 Total	4,065	2,300	56.6%	0.02	0.50
16. Long Beach	3,284	838	25.5%	0.04	0.50
17. Long Beach - MacArthur Park	224	200	89.3%	0.04	0.44
18. Long Beach	1,715	437	25.5%	0.04	0.50
19. Long Beach - Mark Twain Library	3,233	825	25.5%	0.02	0.50
Long Beach Total	8,456	2,300	27.2%	0.02	0.50

Survey 2					
Site	Total Addresses	Sample Addresses	% Sampled	Min Distance (mi.)	Max Distance (mi.)
01. Chatsworth Encampment 1	639	200	31.30%	0.16	0.5
02. Chatsworth Encampment 2	639	200	31.30%	0.03	0.5
03. Old Depot Rd	2,664	426	15.99%	0.1	0.5
04. Roscoe and 405	3,032	475	15.67%	0.12	0.5
05. Roxford	1,271	200	15.74%	0.02	0.5

06. Astoria	2,072	326	15.73%	0.02	0.5
07. Ritchie Valens Park	1,521	242	15.91%	0.08	0.5
08. Area around LA Family Housing	937	200	21.34%	0.02	0.5
09. LA Family Housing - Pacoima Place	897	200	22.30%	0.02	0.5
10. Stag/Morella	2,097	337	16.07%	0.02	0.5
11. Saticoy/Lankershim	3,097	496	16.02%	0.05	0.5
12. Metro Station	12,799	2,098	16.39%	0.06	0.5
SPA2 Total	31,665	5,400	17.05%	0.02	0.5
13. Area 3	396	225	56.82%	0.04	0.46
14. Area 2	326	200	61.35%	0.26	0.5
15. Area 1	3,307	1,875	56.70%	0.04	0.5
CD4 Total	4,029	2,300	57.09%	0.04	0.5
16. Long Beach	3,153	838	26.58%	0.02	0.5
17. Long Beach - MacArthur Park	249	200	80.32%	0.02	0.44
18. Long Beach	1,750	437	24.97%	0.03	0.5
19. Long Beach - Mark Twain Library	3,338	825	24.72%	0.02	0.5
Long Beach Total	8,490	2,300	27.09%	0.02	0.5

Overlap between Two Surveys

Of the 10,000 addresses selected for inclusion in the second survey, 2,864 addresses were also included in the first survey. CD4 has the highest percentage of overlap addresses due to it being the sample area with the fewest addresses (and therefore the highest sampling rate). Exhibit A-4 shows the number of addresses selected in both surveys (year 1 and year 2). It is important to note that even though the address overlaps, it is not necessarily the same individual living at the address. Further, it could be the same family living at the address but a different individual participating in the survey.

Exhibit A-4. Overlap of Year 2 and Baseline Encampments Public Perceptions Survey Sample Frame by Geographic Area

Site	Number of Addresses in Year 2 Sample	Overlap Addresses in Year 2 Sample and Baseline	% Overlap
01. Chatsworth Encampment 1	200	58	29%
02. Chatsworth Encampment 2	200	58	29%
03. Old Depot Rd	426	63	14.8%
04. Roscoe and 405	475	91	19.2%
05. Roxford	200	23	11.5%
06. Astoria	326	48	14.7%

07. Ritchie Valens Park	242	37	15.3%
08. Area around LA Family Housing	200	42	21%
09. LA Family Housing - Pacoima Place	200	39	19.5%
10. Stag/Morella	337	56	16.6%
11. Saticoy/Lankershim	496	69	13.9%
12. Metro Station	2,098	356	17%
SPA2 Total	5,400	940	17.4%
13. Area 3	225	119	52.9%
14. Area 2	200	117	58.5%
15. Area 1	1,875	1031	55%
CD4 Total	2,300	1267	55.1%
16. Long Beach	838	202	24.1%
17. Long Beach - MacArthur Park	200	156	78%
18. Long Beach	437	99	22.7%
19. Long Beach - Mark Twain Library	825	200	24.2%
Long Beach Total	2,300	657	28.6%

Of the 2,864 addresses included in the first survey, 248 completed the survey, 7 started the survey by answering at least the first question but did not finish (partial), 139 had at least one mailing returned to Abt by the postal service, while the remaining 2,470 were classified as pending with no response. Exhibit A-5 shows the distribution of survey dispositions among the overlapping sample.

Exhibit A-5. Year 1 Disposition Frequency Among Overlapping Sample

Baseline Outcome	Total (n)	Percent (%)
Complete	248	8.7%
Partial	7	<1%
Pending, no Response	2,470	86.2%
Undeliverable	139	4.6%
Total	2,864	100%

Exhibits A-6 and A-7 show the locations of the encampments within LA County.

Exhibit A-6. Locations of Encampments in Service Planning Area 2 (SPA2) and City Council District 4 (CD4)

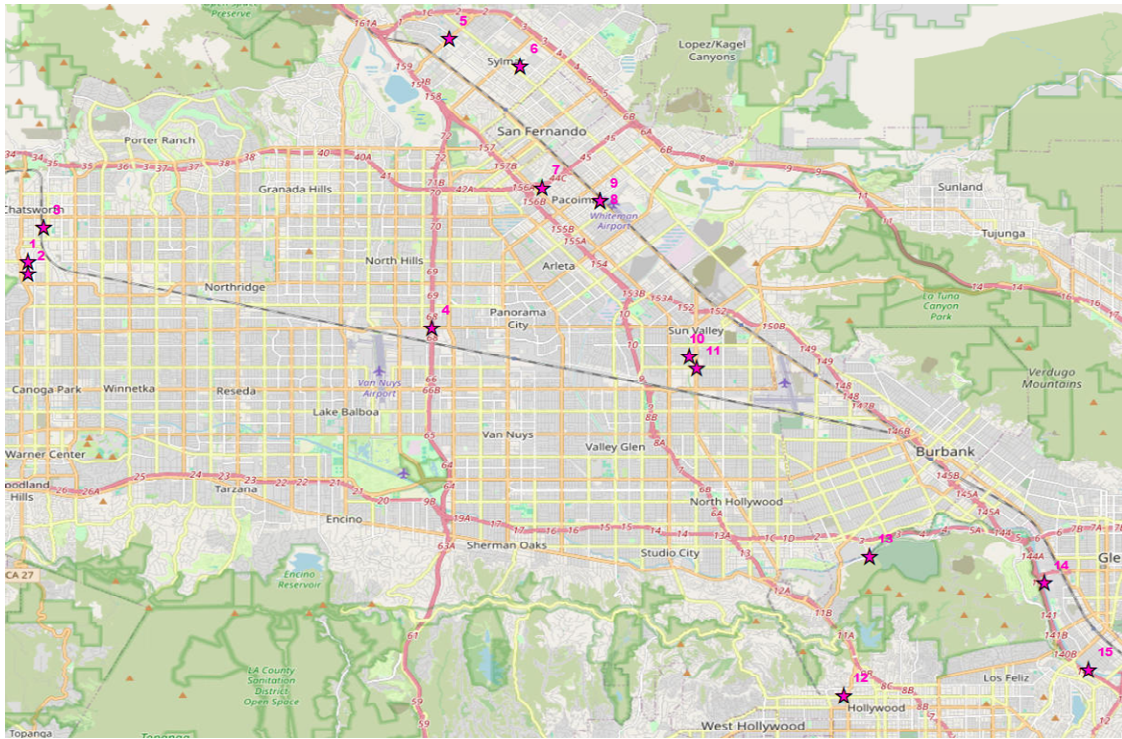
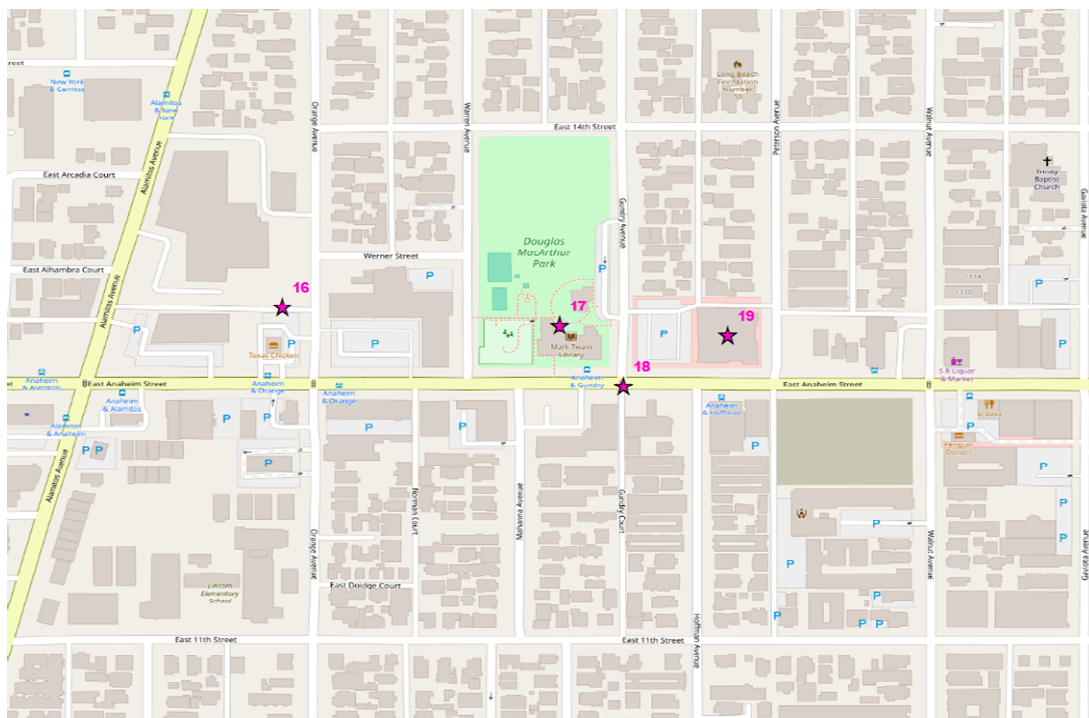


Exhibit A-7. Locations of Encampments in Long Beach



Questionnaire Design, Programming, and Testing

To create the first survey, the Abt study team designed survey questions with input and review from the Hilton Foundation. Abt's survey experts then reviewed the draft instrument and provided input on its design. For the second survey, the only change made was to add additional response options to some questions based on opened-ended responses collected from the first survey.

The survey has five sections.

Section 1 contains questions about the respondent's interactions with, and feelings about, homeless encampments in their area and respondent perceptions of the causes of homelessness and challenges the people experiencing homelessness may face. This section also asks about the respondent's awareness of services and sources of information about how to help people experiencing homelessness.

Section 2 asks how local communities respond to homeless encampments, including how respondents rate the local government's response. This section also asks respondents if they have noticed any changes to the encampments over the last six months.

Section 3 asks respondents where, specifically, in their local area they have noticed encampments and if there has been a change in the number of encampments in their neighborhood. This section also asks respondents to report if they have noticed a change in certain activities in their neighborhood including loitering, panhandling, drug use, and littering.

Section 4 focuses on what the respondent would like to see in their neighborhood in response to homeless encampments such as the removal of tents, service provision and delivery, and support of additional government spending to end homelessness.

Section 5 collects demographic information from the respondent such as age, gender, race/ethnicity, and homeownership. Appendix C contains the full questionnaire.

Abt programmed the survey for web administration into ConfirmIt (now called Forsta), a state-of-the-art survey software platform. After initial programming, Abt's survey team tested the survey using an iterative process during which testers took the survey as if they were participants and assessed branching logic, on-screen formatting, and survey aesthetics. Testing also ensured the accuracy of the transcription of the source material from Microsoft Word to the ConfirmIt platform. The testers sent edits or changes to the Abt programmer to implement. After implementation of the changes, the survey team repeated the testing process.

Respondents were free to skip any questions they did not wish to answer. However, to encourage data completeness, any questions left blank displayed a "soft prompt" stating that a question was

“left blank,” and asked if this were intentional. The respondent could then click “Next” to proceed without answering.⁵²

Using an outside vendor, Abt had the survey translated into Spanish and Khmer, two common languages in LA County and the specific areas sampled for the survey. The survey landing page/welcome screen asked respondents to select which language they wanted to participate in before answering any survey questions. As described below, respondent communication materials were available in English, Khmer, and Spanish.

The survey took on average 11 minutes for respondents to complete. Upon completion of the survey, respondents provided their email address and received an email thanking them for their time which also included a link to receive a \$20 electronic gift card either through VISA or other popular on-line retailers as a token of appreciation for completing the survey.

Respondent Communication

For the first survey, Abt invited respondents to take the survey via a letter delivered by USPS first class mail. Abt mailed letters to “Resident” and printed on Abt stationery. The letter included a brief introduction to the survey and sponsor (the Hilton Foundation). The letter also included a URL and QR code directing respondents to a landing page where they were prompted to enter their unique ID to access the survey and contact information which could be used for either technical support or questions about the research. On the reverse-side of this one-page letter, Abt provided the same information in Spanish and Khmer.

Two weeks after sending the initial survey invitation letter, Abt mailed a reminder post card to all non-responders. Text was in English, Spanish, and Khmer. Abt mailed a second, identical post card reminder two weeks later, or four weeks after the initial survey invitation.

The respondent communication for Survey 2 largely followed the approach from Survey 1, with two exceptions.

Due to the wildfires in Los Angeles in January 2025, Abt postponed sending the 2nd reminder postcard by one week, from January 20 to January 27.

To increase the response rates for the second survey, Abt added a third reminder postcard. The survey team mailed this third, final reminder postcard on February 11.

Exhibit A-8 outlines the schedule and number of recipients for each mailing for the Public Perceptions Survey.

⁵² The soft-prompt text was: “One or more answers on this page have been left blank, please provide a response. If you do not wish to answer this question, click the next button to go to the next question.”

Exhibit A-8. Encampments Public Perception Survey Mailing Schedule

	Date	Recipients
Survey 1		
Survey Invitation Letter	12/8/2023	10,000
Reminder Post Card #1	12/22/2023	9,808
Reminder Post Card #2	1/5/2024	9,506
Survey 2		
Survey Invitation Letter	12/19/2024	10,000
Reminder Post Card #1	1/6/2025	9,873
Reminder Post Card #2	1/27/2025	9,147
Reminder Post Card #3	2/11/2025	8,981

Response Rates and Survey Dispositions

For Survey 1, Abt collected 813 survey responses from LA County residents. Nearly all (95.8 percent) surveys were completed in English, 4.1 percent were completed in Spanish and one survey (<1 percent) was completed in Khmer. An additional 28 people logged into the survey and answered Question 1 but did not fully complete the survey and were not included in the analysis (Partial). Partial interviews were completed in English (89.3 percent) and Spanish (10.7 percent). There were no partial interviews in Khmer.

For Survey 2, Abt collected 1,254 survey responses from LA County residents. Nearly all (93.4 percent) surveys were completed in English, 6.5 percent were completed in Spanish and one survey (<1 percent) was completed in Khmer. An additional 38 people logged into the survey and answered Question 1 but did not fully complete the survey and were not included in the analysis (Partial). Partial interviews were completed in English (89.5 percent) and Spanish (10.5 percent). There were no partial interviews in Khmer. Table 3 shows the distribution of language of completed interviews by site and table 4 shows the distribution of language of partial interviews by site.

Exhibit A-9 shows the distribution of language of completed interviews by site and Exhibit A-10 shows the distribution of language of partial interviews by site.

Exhibit A-9. Language of Completed Interviews by Site for Survey 1 and 2

Survey 1								
Language	Total		SPA2		CD4		Long Beach	
	n	%	n	%	n	%	n	%
English	779	95.8	391	94.9	199	99.0	189	94.5
Spanish	33	4.1	21	5.1	2	1.0	10	5
Khmer	1	<1	0	0.0	0	0.0	1	0.5
Total	813	100.0	412	100.0	201	100.0	200	100.0

Survey 2								
Language	Total		SPA2		CD4		Long Beach	
	n	%	n	%	n	%	n	%
English	1,171	93.4	622	92.7	248	99.6	301	90.1
Spanish	82	6.5	49	7.3	1	<1	32	9.6
Khmer	1	<1	0	0.0	0	0.0	1	<1
Total	1,254	100.0	671	100.0	249	100.0	334	100.0

Exhibit A-10. Language of Partial Interviews by Site for Survey 1 and 2

Survey 1								
Language	Total		SPA2		CD4		Long Beach	
	n	%	n	%	n	%	n	%
English	25	89.3	5	100.0	6	85.7	14	87.5
Spanish	3	10.7	0	0.0	1	14.3	2	12.5
Khmer	0	0.0	0	0.0	0	0.0	0	0.0
Total	28	100.0	5	100.0	7	100.0	16	100.0

Survey 2								
Language	Total		SPA2		CD4		Long Beach	
	n	%	n	%	n	%	n	%
English	34	89.5	17	89.5	9	100	8	80
Spanish	4	10.5	2	10.5	0	0	2	20
Khmer	0	0.0	0	0.0	0	0.0	0	0.0
Total	28	100.0	19	100.0	9	100.0	10	100.0

For Survey 1, there were 547 addresses to which the USPS returned the letter or either post card to Abt as undeliverable (Vacant lot, no mail receptacle, no such number, etc.). These cases are categorized as ineligible and have been excluded from the response rate calculation. The remaining 8,612 cases (86.1 percent) are classified as Pending, no response. Abt calculated an overall response rate of 8.6 percent.

For Survey 2, there were 640 addresses to which the USPS returned the letter or a post card to Abt as undeliverable (Vacant lot, no mail receptacle, no such number, etc.). These cases are categorized as ineligible and have been excluded from the response rate calculation. The remaining 8,068 cases (80.68 percent) are classified as Pending, no response. Abt calculated an overall response rate of 13.4 percent.

Exhibit A-11 shows the distribution of survey dispositions and response rate for the entire sample and by each of the 3 geographic areas for each of the two surveys.

Exhibit A-11. Encampments Public Perceptions Survey Response Rates for Surveys 1 and 2

Survey 2				
	Total	SPA2	CD4	Long Beach
Complete (I)	813	412	201	200
Partial (P)	28	16	5	7
Pending, no response (UE)	8,612	4,692	1,998	1,922
Total Included in Response Rate	9,453	5,120	2,204	2,129
Undeliverable (Ineligible)	547	280	96	171
Total Sample	10,000	5,400	2,300	2,300
Response Rate (I / (I+P+UE))	8.60%	8.05%	9.12%	9.39%

Survey 2				
	Total	SPA2	CD4	Long Beach
Complete (I)	1,254	671	249	334
Partial (P)	38	19	9	10
Pending, no response (UE)	8,068	4,338	1,975	1,755
Total Included in Response Rate	9,360	5,028	2,233	2,099
Undeliverable (Ineligible)	640	372	67	201
Total Sample	10,000	5,400	2,300	2,300
Response Rate (I / (I+P+UE))	13.40%	13.35%	11.15%	15.91%

Addresses that overlapped between Survey 2 and Survey 1 responded at a similar rate (13.75 percent) to those that were only selected for Survey 2 (13.26 percent). Survey respondents from Year 1, however completed at a much higher rate (47.58 percent) than the rest of the population who either were not selected in Year 1 or were selected and did not participate (12.47 percent).

Impact of Natural Disasters

In January 2025, LA County (and its surrounding areas) were impacted by an outbreak of wildfires which destroyed homes and threatened entire neighborhoods. While no homes in our sample were directly in the fire areas, some addresses were in evacuation zones, specifically in SPA 2 and CD4. The 2nd reminder postcard was delayed to assess if the fires would impact participation to the survey. Evacuation orders near survey sample were lifted no further delay was necessary. The 3rd

reminder postcard was subsequently delayed as well to retain the planned 2-week gap between survey reminders. Exhibit A-12 shows the major fires near sampled addresses.⁵³

Exhibit A-12. Locations of Wildfires in January 2025



⁵³ Visualizing the Los Angeles wildfires and evacuation zones in maps and charts | CNN

Data Processing and Procedures

During data collection, Abt regularly checked the data for consistency and completeness for reporting purposes and to generate files for participation incentive payments. While preparing files for incentive payments, Abt staff identified 17 cases with similar email addresses that completed the survey all with the same IP address and physical mailing address. The first survey completed was retained in the data and the 17 subsequent surveys were dropped from the data. At the conclusion of data collection, the Abt project team prepared the final data files for analysis. Data preparation tasks included renaming variables and labels (see Appendix C) to match the questionnaire document, appending the participant ID and survey outcome for respondents who were selected for the baseline survey, and creating a variable to indicate whether the survey was completed before or after the start of the wildfires in early January 2025. The team created data files in SPSS and SAS formats.

Appendix B. Public Perception Survey

Los Angeles Homeless Encampment Survey

Please select your preferred language.

[SPANISH]

[KHMER]

- ☐ English
- ☐ Español
- ☐ Khmer

Abt Global, a national research organization, is conducting a survey to hear people's opinions about homeless encampments located in your area. While there is no official or formal definition of an encampment, most cities recognize multiple people who are homeless staying in a continuous location with structures like a tent and personal belongings as an encampment. The survey asks about encampments in your neighborhood and activities to help people move from encampment settings into housing. You may have completed a survey like this one last year. That's okay. We want you to complete the survey again. Completing the survey a second time helps us understand if people's feelings about homeless encampments have changed and if so, how.

This survey will take about 10–15 minutes to complete. Your responses will be confidential and will help us understand the public's opinion about encampment responses that are currently taking place in Los Angeles County. Upon completion of the survey, you will receive a \$20 digital gift card at the email you provide.

While completing the survey, please use the Back and Next buttons below the survey question. Do not use your browser's back button.

Thank you for your help with this important survey.

PROGRAMMER: PLEASE INCLUDE SOFT PROMPTS FOR ANY QUESTIONS LEFT BLANK:

“One or more answers on this page have been left blank, please provide a response. If you do not wish to answer this question, click the next button to go to the next question.”

Module 1: ALL RESPONDENTS

The first few questions ask about people experiencing homelessness in your neighborhood.

1. Have you observed homeless encampments in your neighborhood?
 - ☐ Yes

- ☐ No – [SKIP TO Q4]

IF Q1 IS BLANK, CONTINUE TO Q2

2. When you see a homeless encampment, how do you feel? (Select all that apply) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP LAST OPTION IN LAST POSITION]
 - ☐ I feel sympathetic
 - ☐ I am afraid/worried about crime in my neighborhood
 - ☐ I am afraid/worried about public health hazards in my neighborhood
 - ☐ I am afraid/worried for health and safety of homeless person(s)
 - ☐ I feel angry
 - ☐ I feel sad
 - ☐ I feel indifferent
 - ☐ I don't feel anything when I see people staying in an encampment (PROGRAMMER: this cannot be combined with other answer choices)
3. How have you interacted with people experiencing homelessness staying in encampments? (Select all that apply.) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]
 - ☐ I say hello/talk to them when I walk by
 - ☐ I give them money
 - ☐ I give them food and/or water
 - ☐ I give them clothes and/or blankets
 - ☐ I contact the police
 - ☐ I contact elected officials (e.g., City or County Councilperson's office, Mayor's office)
 - ☐ I contact LA's Homeless Outreach Portal (LA-HOP)
 - ☐ I avoid them/pass by them
 - ☐ Other (please specify):
4. How often do you encounter people staying in homeless encampments?
 - ☐ Daily
 - ☐ Weekly
 - ☐ Monthly
 - ☐ Occasionally
 - ☐ Only once
 - ☐ Never
5. What do you believe are some of the causes of homelessness? (Select all that apply) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]
 - ☐ Mental/physical health conditions
 - ☐ Substance use
 - ☐ Job loss, difficulty finding work, or low wages
 - ☐ Poverty
 - ☐ Systemic racism
 - ☐ Past incarceration (criminal justice/jail time)

- ☐ Lack of affordable housing
- ☐ None of the above [PROGRAMMER, this cannot be combined with other options]

6. In your opinion, which of the following do you think are the **three** biggest challenges people who experience homelessness have? (Select your top three choices) [PROGRAMMER: ALLOW MAX OF 3 RESPONSES, RANDOMIZE OPTIONS EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ Limited access to health care (including mental health care, substance use treatment, treatment for chronic health conditions)
- ☐ Lack of income
- ☐ Difficulty getting enough food or water
- ☐ Feeling unsafe
- ☐ Exposure to violence
- ☐ Stress
- ☐ Harassment from the police
- ☐ Unsanitary living conditions
- ☐ Exposure to severe weather
- ☐ Sleep deprivation
- ☐ Having to frequently move where they are staying
- ☐ Housing discrimination
- ☐ Lack of shelter or other affordable housing options
- ☐ Other (please specify):

7. Are you aware of services for people who experience homelessness in your community?

- ☐ Yes
- ☐ No [Skip to question 8]

IF Q7 IS BLANK, SKIP TO Q8

7a. What types of services are you aware of? (Select all that apply) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ Outreach (people coming to the encampment/tents to provide services)
- ☐ Shelters (places to spend the night indoors)
- ☐ Public restrooms
- ☐ Public showers
- ☐ Meals
- ☐ Transportation
- ☐ Alcohol/drug treatment
- ☐ Mental health counseling/treatment
- ☐ Connection to public benefits (e.g., SNAP/Food Stamps, Medi-Cal, etc.)
- ☐ Job training
- ☐ Other (please specify):

8. Where do you get information about how to help people experiencing homelessness in your community? (Select all that apply) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ Friends or family
- ☐ Co-workers
- ☐ People who are experiencing homelessness
- ☐ News outlets (e.g., TV or newspaper)
- ☐ Social media (e.g., Facebook, Instagram, X (formerly Twitter), Tik Tok, Reddit)
- ☐ Neighborhood online listserv (e.g., Nextdoor, Patch, local email group)
- ☐ Health centers
- ☐ Library
- ☐ Homeless service providers and/or people who work for them
- ☐ Religious organizations or places of worship (e.g., churches, synagogues, mosques)
- ☐ City Council office
- ☐ Other (please specify):
- ☐ I don't look for this type of information [PROGRAMMER, cannot be combined with answer choices. If selected, skip to Q10]

[PROGRAMMER: If only 1 item selected in Q8, auto punch Q9 and skip to Q10.]

9. Of the sources you named, which is the most important in forming your opinions?

[PROGRAMMER: Show only selected responses from Q9]

- ☐ Friends or family
- ☐ Co-workers
- ☐ People who are experiencing homelessness
- ☐ News outlets (e.g., TV or newspaper)
- ☐ Social media (e.g., Facebook, Instagram, Twitter, Tik Tok, Reddit)
- ☐ Neighborhood online listserv (e.g., Nextdoor, Patch, local email group)
- ☐ Health centers
- ☐ Library
- ☐ Homeless service providers and/or people who work for them
- ☐ Religious organizations (e.g., churches, synagogues, mosques)
- ☐ City Council office
- ☐ Other (please specify):

Module 2: ALL RESPONDENTS

The next few questions are about how local communities respond to homeless encampments.

10. How would you rate the local government's (e.g., city and Los Angeles County's) efforts in responding to homeless encampments?

- ☐ Excellent
- ☐ Very Good
- ☐ Good
- ☐ Fair
- ☐ Poor

11. Are you aware of any changes over the last 6 months that your city and/or Los Angeles County has made in responding to encampments?

- ☐ Yes
- ☐ No [Do NOT ASK Q11a]
- ☐ IF Q11 IS BLANK, CONTINUE TO Q11a

11a. What changes have you observed or experienced? (Select all that apply) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ Removing a homeless encampment and putting fencing or another barrier around the location.
- ☐ Removing the encampment after a sustained effort with trained outreach teams that offered housing and other assistance to all encampment residents and subsequently closing the encampment. (e.g., Inside Safe and Pathway Home)
- ☐ Placing signs announcing an upcoming encampment closure.
- ☐ Placing signs announcing street and sidewalk cleanings.
- ☐ Police sweeping an encampment, removing all people with little to no notice.
- ☐ Allowing encampments to remain open with little to no government response.
- ☐ Allowing encampments to remain open based on local laws and providing ongoing services.
- ☐ Other (please specify)

11b. If an encampment response occurs and an encampment is cleared, have you observed people repopulating and reestablishing an encampment at the same location?

- ☐ Yes
- ☐ No

MODULE 3: SITE SPECIFIC

LA Family Housing/West Valley Homes Yes! – ASK IF SAMPLE=1

Community organizations have worked in your neighborhood to help people living in homeless encampments near the 405 freeway and Roscoe Avenue, Old Depot Plaza Road in Chatsworth, the North Hollywood Metro stop, Plummer Street and Jordan Avenue in Chatsworth, and San Fernando Road and Bledsoe Street in Sylmar

12a. Where have you seen encampments in your neighborhood? (Select all that apply) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ In commercial areas/near businesses
- ☐ Metro stops/public transportation
- ☐ Residential neighborhoods
- ☐ Industrial areas
- ☐ Parks
- ☐ Freeways (including underpasses and overpasses)Other (please specify):
- ☐ I have not seen any encampments in my neighborhood (PROGRAMMER: This cannot be combined with other answer choices) – SKIP TO Q13

Council District 4— ASK IF SAMPLE=2

Community organizations have worked in your neighborhood to help people living in homeless encampments near the LA River between Los Feliz to the 134 freeway, and then on Forest Lawn Dr. near the Universal Studios lots.

12b. Where have you seen encampments in your neighborhood? (Select all that apply)

[PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ In commercial areas/near businesses
- ☐ Metro stops/ public transportation
- ☐ Residential neighborhoods
- ☐ Freeways (including underpasses and overpasses)
- ☐ Industrial areas
- ☐ Near the LA River
- ☐ Recreational hiking and nature trails
- ☐ Parks
- ☐ Other (please specify):
- ☐ I have not seen any encampments in my neighborhood (PROGRAMMER: This cannot be combined with other answer choices) – SKIP TO Q13

Long Beach— ASK IF SAMPLE=3

Community organizations have worked in your neighborhood to help people living in homeless encampments near Mark Twain Library and MacArthur Park, extending north to 14th Street and south to 11th Street.

12c. Where have you seen encampments in your neighborhood? (Select all that apply)

[PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ In commercial areas/near businesses
- ☐ Metro stops/ public transportation
- ☐ Residential neighborhoods
- ☐ Alleys
- ☐ Industrial areas
- ☐ Schools
- ☐ Parks
- ☐ Other (please specify):
- ☐ I have not seen any encampments in my neighborhood (PROGRAMMER: This cannot be combined with other answer choices) – SKIP TO Q13

ASK ALL RESPONDENTS

13. Have you noticed a decrease in the number of encampments in your neighborhood over the past 6 months?

- ☐ Yes
- ☐ No
- ☐ I don't know

14. Have you noticed new encampments in your neighborhood in the last 6 months?

- ☐ Yes
- ☐ No [SKIP to Q15]
- ☐ I don't know [SKIP to Q15]

IF Q14 IS BLANK, SKIP TO Q15

14a. [If Yes to 14] Have these new encampments been at locations where encampments were previously cleared and/or closed?

- ☐ Yes
- ☐ No
- ☐ I don't know

15. Over the past six months, how has the amount of **[ITEM]** changed in your neighborhood?
(PROGRAMMER: RANDOMIZE ITEMS A-F, LOOP THROUGH EACH ITEM WITH THE RESPONSE SCALE BELOW)

- a. personal property and trash that is not adequately disposed of
- b. people experiencing unsheltered homelessness/living outside including people in tents or using tarps/makeshift dwellings
- c. people openly using illicit drugs or alcohol
- d. people openly selling illicit drugs
- e. people directly asking for money
- f. people loitering in public spaces for extended periods of time or trespassing on private property
 - ☐ Less
 - ☐ No change
 - ☐ More
 - ☐ Unsure

16. Have you noticed any staff or volunteers from local government or community organizations working with people living in the encampment?

- ☐ Yes
- ☐ No
- ☐ I don't know

ASK ALL RESPONDENTS:

The next few questions are about what you would like to see in your neighborhood in response to homeless encampments.

18. How much do you agree or disagree with the following statement?⁵⁴

⁵⁴ Question 17 was removed from the year 2 survey because it was no longer applicable.

- a. I would like to see the removal of tents, personal belongings, and people from the area and the homeless encampment closed regardless of what happens to the resident.
 - ☐ Strongly agree
 - ☐ Agree
 - ☐ Neither agree nor disagree
 - ☐ Disagree
 - ☐ Strongly disagree

- b. I would like to see people in the encampment provided with shelter or housing and then the encampment permanently closed immediately.
 - ☐ Strongly agree
 - ☐ Agree
 - ☐ Neither agree nor disagree
 - ☐ Disagree
 - ☐ Strongly disagree

- c. I would like to see people in the encampment provided with services (e.g., food, water, clothing and/or meeting with case management), and regular cleaning in and around the encampment.
 - ☐ Strongly agree
 - ☐ Agree
 - ☐ Neither agree nor disagree
 - ☐ Disagree
 - ☐ Strongly disagree

- d. I would like to see the people living in the homeless encampment relocated to another location, like a park or another public space.
 - ☐ Strongly agree
 - ☐ Agree
 - ☐ Neither agree nor disagree
 - ☐ Disagree
 - ☐ Strongly disagree

- e. I would like short-term housing options (i.e., emergency shelter) purchased or constructed in my neighborhood for people experiencing homelessness.
 - ☐ Strongly agree
 - ☐ Agree
 - ☐ Neither agree nor disagree
 - ☐ Disagree
 - ☐ Strongly disagree

- f. I would like long-term housing options (i.e., an apartment building) purchased or constructed in my neighborhood for people experiencing homelessness.
 - ☐ Strongly agree

- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree

19. Whose responsibility is it to make the changes you would like to see made to local homeless encampments? Please rank your top **three** choices, with 1 being your top choice. [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]

- ☐ Local city government
- ☐ Los Angeles County government
- ☐ California state government
- ☐ Federal government
- ☐ Local nonprofit community organizations
- ☐ Volunteers
- ☐ Individuals experiencing homelessness
- ☐ Other (please specify)

21. What types of programs, if any, do you believe are the most important to fund for people experiencing homelessness? (Select all that apply) [PROGRAMMER: RANDOMIZE LIST EXCEPT KEEP OTHER AS LAST OPTION]⁵⁵

- ☐ Short-term emergency shelter
- ☐ Building long-term housing for people experiencing homelessness
- ☐ Help paying rent
- ☐ Help finding an apartment
- ☐ Health care
- ☐ Food, water, hygiene supplies
- ☐ Mental health care
- ☐ Substance use treatment
- ☐ Employment training
- ☐ Other (Please specify: _____)
- ☐ None

The last few questions are about yourself and will help us to understand how people's opinions about homeless encampments compare.

22. Please indicate your age by selecting one of the categories below:

1. 18-29
2. 30-39
3. 40-49
4. 50-59

⁵⁵ Question 21 was removed from the year 2 survey because it was no longer applicable.

5. 60-69
6. 70 or older
7. Prefer not to answer

23. What is your gender identity?

1. Man
2. Woman
3. Non-Binary
4. Other, I identify as _____
5. Prefer not to answer

24. What is your race or ethnicity? (Select all that apply).

1. American Indian or Alaska Native
2. Asian
3. Black or African American
4. Hispanic or Latino
5. Middle Eastern or North African
6. Native Hawaiian or Other Pacific islander
7. White
8. I identify with another race or ethnicity, please specify _____
9. Prefer not to answer

25. Do you own or rent the home where you live?

1. Own
2. Rent
3. Other arrangement
4. Prefer not to answer

Thank you for participating in this survey. In order for us to send you a \$20 virtual gift card, can you please provide a valid email address where you'd like it to be sent? Please note that it may take 4 to 5 business days to process your gift card request.

Enter email address:

Confirm email address:

PROGRAMMER: if addresses do not match, show error note.