

# Housing that Works

2008 – 2013

A 5 Year, \$5 Billion  
Housing Plan for LA's Families



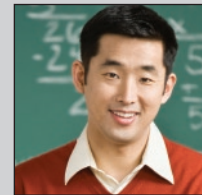
JOBS

HOUSING



TRANSPORTATION

ENVIRONMENT



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Los Angeles faces a challenge that will redefine the landscape of our neighborhoods long into the future. Despite progress on new housing and investment in homes for low-income workers, the bottom line remains: too many middle-class families cannot afford to live in the City of Angels – and the housing we are producing does not match the housing we need.

*Housing That Works* draws a blueprint for tackling this challenge head-on. It invests \$5 billion over five years in affordable housing where it makes sense – along public transit corridors and close to job centers. It pledges to build housing in the right places, ensuring that we protect our neighborhoods and reinforce existing communities instead of undermining them. It sets in motion efforts to stabilize our neighborhoods and restore the dignity of families facing foreclosures. Most important, this proposal marshals our resources toward a single goal: building affordable homes for working people.

The problems affecting LA's middle class can be addressed with progressive, constructive, and forward-thinking policies. This City's economic success and vitality depend on the ability of local leaders and the community to plan for a future of sustainability and stability in our housing market. LA is the world's undisputed creative capital, but we haven't always applied our imaginations in all the right ways. Now we must come together to

build for today's families and plan for tomorrow's workers, to answer the call for housing all Angelenos can afford, and to offer residents the opportunity to realize the dream of homeownership.

This housing plan sets Los Angeles on course to reaching our goals. It provides us with the opportunity to lay the building blocks of a truly livable City. We must act now to solve our most intractable problems, put a roof over the heads of our fellow Angelenos, lay the foundations of progress for all residents, and ensure that our families' best days lie ahead of them.

#### **Key Strategies**

*Housing That Works* takes clear and concrete steps to house the homeless, restore dignity to our workers, and build and sustain a thriving middle class. Over the next five years, LA's leaders will implement a comprehensive set of strategies designed to address our housing crisis. We will:

- *Invest \$5 billion in affordable housing* by marshaling our resources, leveraging City funds, and building public/private partnerships.
- *Build and preserve homes for working people* by adding housing for families across all income levels, creating 20 sustainable transit communities, and adopting a citywide mixed-income housing ordinance.

- *Shift our strategy from managing homelessness to moving people out of it* by building permanent supportive housing where homeless men, women, and families are connected to social services, expanding Section 8 vouchers for the chronically homeless, and developing plans to transform public housing sites into vibrant mixed-income communities.

- *Protect and preserve our homes and neighborhoods* by launching the Neighborhood Stabilization Initiative to address the foreclosure crisis, expanding workforce housing, protecting affordability agreements set to expire, establishing long-term covenants to preserve affordable housing units downtown, and educating Angelenos about their rights and responsibilities as landlords and tenants.

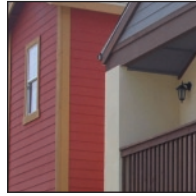
These steps represent the key ingredients of a plan that provides housing our middle class families can afford and takes the first steps to building "housing that works" for all Angelenos.

## Executive Summary

**“Housing is the chokepoint for talent, for business, and therefore for the future of the LA economy. Unless we get housing for the economically less advantaged and the middle class, LA will not optimize its potential.”**

**Judy D. Olian**

Dean and John E. Anderson  
Chair in Management  
UCLA Anderson School  
of Management



### Understanding the Problem

The lack of affordable housing in Los Angeles represents one of the most pressing economic and social challenges facing our City today. Middle class families cannot afford to live near job centers; the workers who fuel our economy have been forced to look elsewhere for a home and have been left without a public transit system to get them to the workplace. Meanwhile, the gap between what people earn and what they pay for housing is larger than any other metropolitan area in the U.S.

Despite unprecedented efforts to invest in affordable housing and extend the reach of LA’s tradition of prosperity to all Angelenos, the fact remains that hard working people cannot afford a decent place to live – and our economy, community and environment are suffering as a result.



The following presents a clear picture of some of the hardships confronting too many LA families today:

- More than 28 percent of LA's working families spend more than half their income on housing.<sup>1</sup>
- Los Angeles leads the nation in homelessness, leaving more than 40,000 people without a home each night.<sup>2</sup>
- More than half of the City's senior renter households are rent burdened; this means they use more than 35% of their income for rent.<sup>3</sup>
- More than a quarter of all Los Angeles households live in overcrowded conditions.<sup>4</sup>
- This year alone, it is expected that more than 10,000 Los Angeles homeowners will lose their homes to foreclosure.<sup>5</sup>

### **Los Angeles and the Nationwide Housing Crisis**

Compounding the difficulties in the local Los Angeles real estate market, the national economy has entered into a period of great uncertainty. During the past year, the US real estate market has been thrown into turmoil by the collapse of housing prices and the rapid escalation of mortgage defaults.

In recent weeks, the federal government proposed a sweeping series of programs to stabilize the economy. It is unclear what will be the end result of this market restructuring or how long it will take for real estate markets to regain stability. But there is little doubt the rapid pace of housing expansion during the past five years, will be dramatically slowed in the years ahead.

The City's economic success and vitality depend on the ability of local leaders and the community to plan for a future of sustainability and stability in our housing market. Comprehensive strategies to invest smarter, to build and preserve homes for working people and to move people out of homelessness will lay the building blocks for a truly livable City. By acting now, the strategies in *Housing That Works* will put Los Angeles and its communities on a course to reaching our goals.

<sup>1</sup> Center for Housing Policy, August 30, 2007 – Study of 31 Metropolitan Areas in US

<sup>2</sup> LAHSA Homeless Count 2008

<sup>3</sup> City of Los Angeles Housing Element, 2006-2014

<sup>4</sup> City of Los Angeles Housing Element, 2006-2014

<sup>5</sup> Los Angeles Housing Department estimate



# Executive Summary

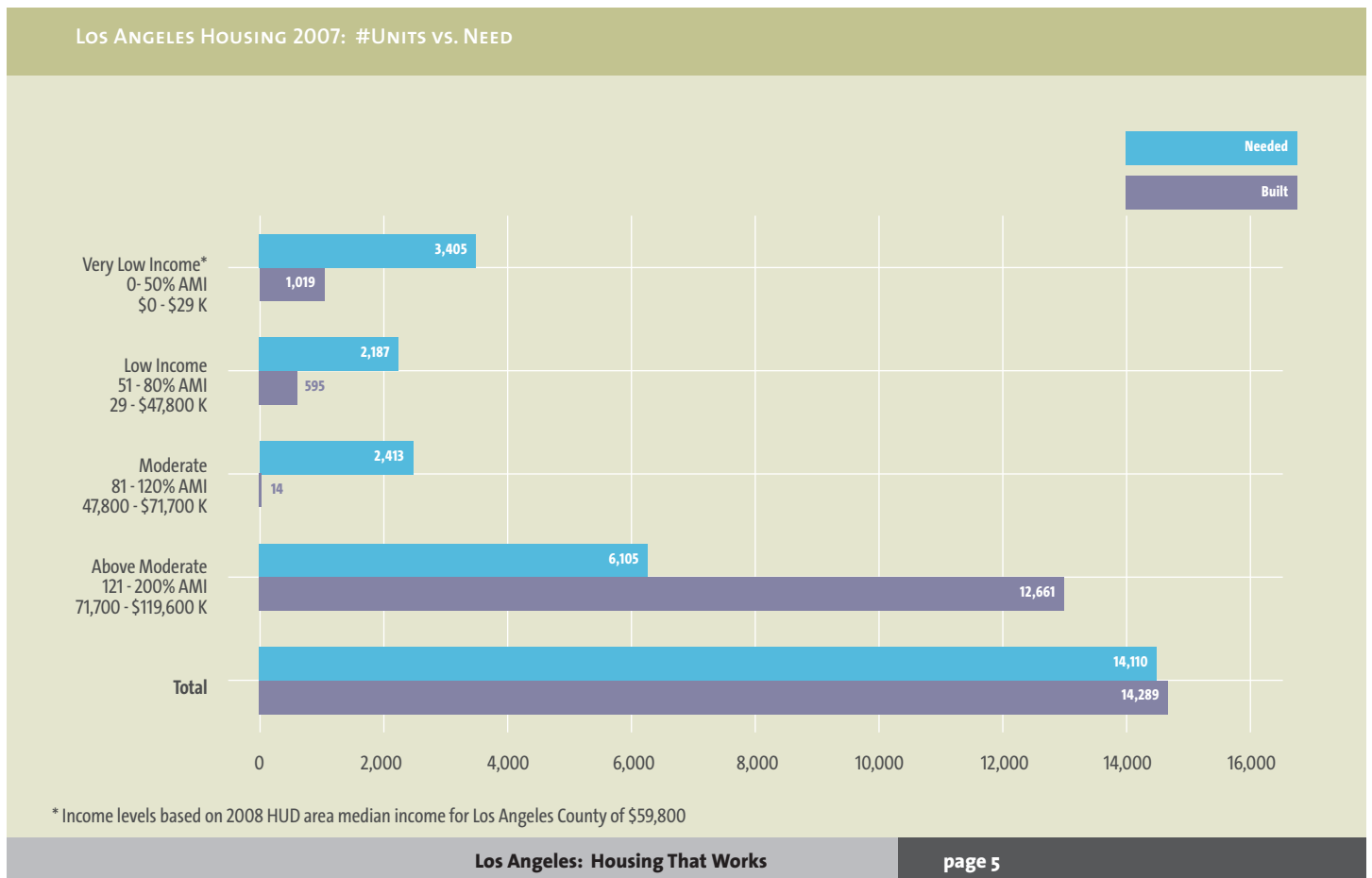


## What We Need vs. What We Build

Despite record housing production and development throughout Los Angeles in recent years, the City still confronts a stark reality: there is a wide and growing gap between the housing we need and the housing we

build. While there is a sizeable number of units springing up for Angelenos at the high-end of the income spectrum, little is being built for the majority of working people in the LA economy – households earning between \$25,000 and \$75,000 per year.

In that light, Los Angeles needs an updated model for workforce housing – one that links housing growth to major employment sectors and one that serves all residents, not simply those with the greatest resources and highest incomes.





# Executive Summary



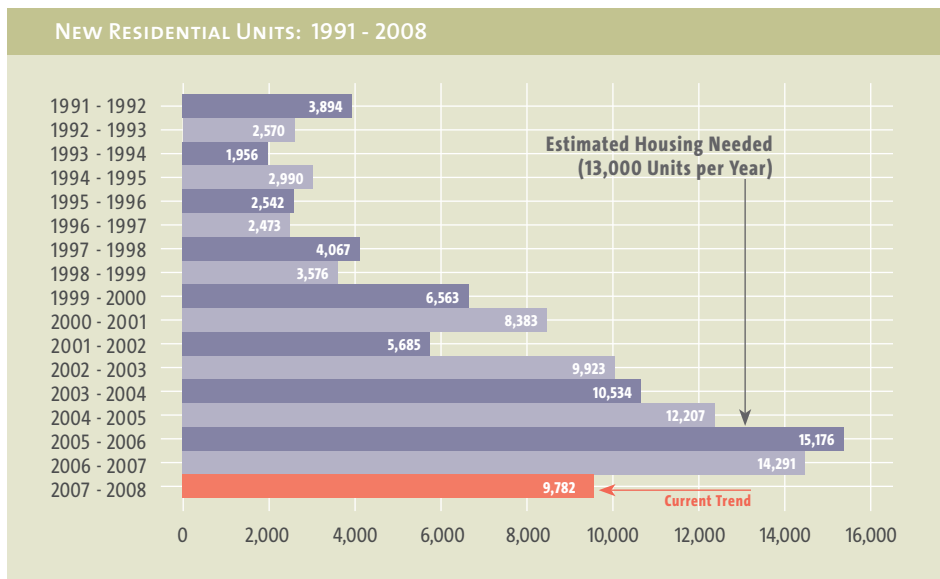
## The Need for New Housing

In 2006 and 2007, new housing starts in Los Angeles broke all prior records. But these gains are being offset by more than 12 years of production shortages, leaving the City with a continuing deficit in housing availability. With the current credit crunch, the significant slow-down in new housing development and construction, the ongoing mortgage meltdown, and the nationwide foreclosure crisis hitting Southern

California harder than many major metropolitan areas, LA faces a perfect storm of low investment and a growing population in need of new homes. This situation must be addressed and this crisis must turn into an opportunity for innovation and creativity in the local real estate market – one that places housing production across the affordability spectrum at the top of our economic policy priorities.

## A Blueprint for Affordable Housing

*Housing That Works* lays the foundation for an historic investment in affordable housing for LA. Over the next five years, LA's leaders will work with partners in the public and private sectors to change the way the City approaches the challenge of housing and use every tool at their disposal to create the real estate market we need for a successful future.



## 5 Year Action Plan

The following steps and strategies comprise the key components of LA's effort to solve the housing crisis in the coming years:

### INVEST \$5 BILLION IN AFFORDABLE HOUSING

At a time of uncertainty and instability for LA's families and workers, this City needs to focus its resources and rededicate itself to a forward thinking, long term commitment to building affordable housing.

- **Leveraging City Resources**

The Mayor's five-year capital plan leverages \$1 billion of public funds for housing into a five-year, \$5 billion investment in affordable and workforce housing.

- **Developing Public/Private Partnerships**

This proposal engages key partners in the private sector – including developers, employers, and financial institutions – to respond to the housing crisis of Los Angeles.

### BUILD AND PRESERVE HOMES FOR WORKING PEOPLE

A central challenge in the Los Angeles affordable housing market entails bridging the gap between the housing we produce and the housing we need. *Housing That Works* tackles this challenge by directing public resources toward the production and preservation of 20,000 homes across the income spectrum.

- **Adding Housing for Families at Every Income Level**

The Mayor's plan focuses on the disparity between what is built and what our community needs, and sets specific goals for housing across the income spectrum.

- **Creating Sustainable Transit Communities**

The Mayor's plan focuses new development in the areas where it makes the most sense – along public transit corridors and close to job centers. Under his leadership, this plan creates 20 transit district plans in 5 years, launches a sustainable community initiative, protects the

environment, connects homes and places of work, and improves the quality of life for every Angeleno.

- **Promoting Mixed Income Housing**

Under the Mayor's leadership, the City will adopt a mixed-income housing ordinance, ensuring that every community and every new development includes housing for families of all income levels and expands the housing options for LA's workforce.

- **Streamlining the Development Process**

This plan eliminates the time-consuming process of navigating the bureaucracy and seeking out the appropriate office for development permits and approvals. Using the Mayor's "12-2 Development Reform Plan," the City will streamline the land use application process.

## SHIFT OUR STRATEGY FROM MANAGING HOMELESSNESS TO MOVING PEOPLE OUT OF IT

For too long, Los Angeles has been dubbed the “homelessness capital of the world.” With 40,000 men, women, and children facing life without a home each night, it is time to change our approach, develop new strategies for confronting the challenge of homelessness in our City, and shift our focus from managing the problem to taking steps to solve it. This effort includes:

- **Building Permanent Supportive Housing**

Mayor Villaraigosa will expand his unprecedented effort to put a roof over the heads of the City’s homeless by increasing the number of Section 8 vouchers for the chronically homeless, and connecting them with the social and health services they need to emerge from poverty and build successful lives.

- **Transforming Public Housing**

The Mayor’s plan will complete the redevelopment of Jordan Downs and initiate efforts to transform public housing sites into vibrant mixed-income communities.

## PROTECT AND PRESERVE OUR HOMES & NEIGHBORHOODS

Los Angeles is caught in the wave of foreclosures sweeping through cities and towns nationwide. The foundation of people’s livelihoods – their homes – is crumbling beneath their feet, and the dream of buying and renting a home or apartment remains out of reach for too many working families.

*Housing That Works* takes action to beat back this crisis and help Angelenos ride out the current housing storm by:

- **Addressing the Foreclosure Crisis**

The Mayor’s plan launches the Neighborhood Stabilization Initiative to provide counseling to borrowers in default, stabilize hard-hit neighborhoods, remove blight from foreclosed properties, and convert vacated homes into workforce housing.

- **Preserving the Affordability of Rental Housing**

Mayor Villaraigosa’s proposal preserves 14,000 units of affordable rental housing, limits the loss of rent-controlled units, establishes new rent-control policies, and develops long-term covenants to protect downtown housing options.

- **Educating Landlords and Tenants**

Working with partners in the Los Angeles Housing Department, the Mayor’s office will coordinate a campaign to train and educate Angelenos about their rights and responsibilities as both landlords and tenants.

## Invest \$5 Billion in Affordable Housing

Since taking office, Mayor Villaraigosa has made an unparalleled commitment to affordable housing. In just three years, he has fully funded the Affordable Housing Trust Fund at \$100 million per year; launched the \$100 million New Generation Fund to finance the acquisition of land and buildings for affordable housing; created a \$30 million land acquisition fund for the development of permanent supportive housing; and used a \$75 million new market tax credit to spur growth in housing for working families.

Building on this record of success, Mayor Villaraigosa will invest \$5 billion in affordable housing projects over the next five years. Using public funds and working with private partners, the Mayor will set the City on a course toward a future of equality and progress in the real estate market, and LA will reap the benefits of an historic movement to build homes for workers and families.



### Leveraging City Resources

In January 2008 Mayor Villaraigosa appointed a team of housing finance experts from four City agencies and charged them with the responsibility of breaking down the barriers between City departments and maximizing every City dollar available for affordable housing. The result of their work is a first-ever, five-year capital plan designed to commit \$5 billion to affordable housing in Los Angeles.

Working together, the Mayor's Housing Finance Team identified more than \$1 billion in dedicated resources for the development, financing, and construction of homes for LA's homeless and low- and middle-income families. This includes:

- More than \$200 million each year from public sources, such as the LA Housing Department (LAHD) Affordable Housing Trust Fund, the Community Redevelopment Agency (CRA/LA) Affordable Housing Trust Fund, the Housing Authority of the City of Los Angeles (HACLA) Project Based Vouchers program, and Los Angeles Homeless Services (LAHSA) Shelter Plus Care funding.
- More than \$820 million from County, State, Federal and private sources.

Over the next five years, locally managed City housing funds will reach \$1 billion and the Mayor's housing effort will leverage \$4 billion from non-City sources – bringing the grand total for affordable housing to \$5 billion.

LOS ANGELES 5-YEAR HOUSING CAPITAL PLAN (SEE APPENDIX FOR DETAIL)

The following charts outline the current levels of resources dedicated to affordable housing from public and private sources, as well as the five-year outlook under the Mayor’s plan:

City of Los Angeles Housing Capital	One-Year	5-Year
LAHD AFFORDABLE HOUSING TRUST FUND	\$ 54,762,000	\$ 348,000,000
CRA/LA AFFORDABLE HOUSING TRUST FUND	54,600,000	256,000,000
HACLA AFFORDABLE HOUSING PROJECT FUND	80,973,000	363,000,000
HACLA/LAHS A AFFORDABLE HOUSING PROGRAMS	10,000,000	33,000,000
<b>TOTAL CITY SOURCES</b>	<b>\$ 200,335,000</b>	<b>\$ 1,000,000,000</b>
<b>Public / Private Sector Leverage</b>		
LOW INCOME HOUSING BONDS	\$ 198,000,000	\$ 1,205,800,000
TAX CREDIT EQUITY	270,000,000	1,700,000,000
COUNTY, STATE, FEDERAL GRANTS	178,200,000	504,200,000
PRIVATE SECTOR LOANS	176,000,000	590,000,000
<b>TOTAL PUBLIC/PRIVATE SECTOR LEVERAGE</b>	<b>\$ 822,200,000</b>	<b>\$ 4,000,000,000</b>
<b>5-YEAR HOUSING CAPITAL PLAN</b>	<b>\$ 1,022,535,000</b>	<b>\$ 5,000,000,000</b>

## Invest \$5 Billion in Affordable Housing

*Housing That Works* paves the way for new, productive partnerships with non-profits, the foundation community, lending institutions, federal and state governments, and other housing stakeholders.

An example of an early success in this area is the New Generation Fund. This \$100 million dollar fund will finance the acquisition of new sites for building affordable housing for working families. Financing site acquisition is among the hardest parts of developing housing and thus the New Generation Fund is an important new tool for the City. Significantly, it is the result of a path-breaking partnership between the City, banks, foundations, and national community development and housing finance organizations.



### Developing Public/Private Partnerships

*Housing That Works* envisions forging new partnerships and reinvigorating existing ones over the life of the plan. Specifically it will:

- Launch a 5 Year Partnership with Enterprise Community Partners that will guarantee \$700 Million in grants, equity and loans for affordable housing development programs in Los Angeles over the next 5 years.
- Open the door to collaboration with the housing finance sector to bring new streams of funding to support the development of new housing for all Angelenos.

- Collaborate with LA's employers to leverage our shared commitment to create affordable homes for the City's workforce and give workers the opportunity to live closer to their jobs and offices.
- Build partnerships with developers to increase production of housing for LA residents across the income spectrum and gain the commitment of builders and businesses to build more homes for the middle class.



Even in the face of a rapidly changing real estate market, Los Angeles housing needs will continue to grow. The vast majority of new housing will depend upon the private sector continuing to invest their equity, put together sites and deals, and to be optimistic about LA's real estate future.

*Housing that Works* aims to provide certainty for developers and investors by streamlining the development process and creating new development opportunities throughout LA.

- Implement the 12-2 Development Reform Plan
- Create 20 Transit Oriented Districts
- Transform over 100 acres of low density public housing into vibrant mixed income communities

## Build and Preserve Homes For Working People



### Adding Housing for Families at Every Income Level

In order to remain economically competitive, Los Angeles must provide homes for the workers that fuel our local economy. The goal of Mayor Villaraigosa's Five-Year Housing Plan is to expand the range of housing choices by building quality homes for people of all ages and incomes.

The Mayor's plan sets forth a clear plan for the City to build and preserve 20,000 units of housing across the income spectrum, identifying public and private funding sources for new projects and outlining a strategy for meeting the City's goals within five years.

As part of this push to add housing to the LA landscape for families of every background, the Mayor is putting the pieces in place to build:

- 2,200 units for chronically homeless individuals
- 8,800 units for residents making up to \$29,000 per year
- 3,800 units for Angelenos making between \$29,000 and \$42,000 per year
- 2,600 units for individuals and families taking in between \$42,000 and \$52,000 per year
- 2,600 units for households earning incomes between \$52,000 and \$90,000 per year

The chart details the number of units per income level, and the departments responsible for producing the housing:

AFFORDABLE HOUSING GOALS

Income Level % of AMI (4-Person Household)*	5-Year Target Produce & Preserve	Program	Housing Units	Department
<b>CHRONICALLY HOMELESS</b>	2,200	Permanent Supportive Housing	2,200	LAHD, CRA/LA, HACLA & LAHSA
<b>VERY LOW INCOME **</b>	8,800	Public Housing Development (including units with tax credit)	1,500	HACLA
<b>0 - 50% AMI</b>		Public Housing Preservation	1,000	HACLA
<b>0 - \$29 K</b>		Multi-Family Tax Credit Housing*	3,800	LAHD & CRA/LA
		Multi-Family Rental Bond Housing	2,000	LAHD & CRA/LA
		Units Produced through Mixed Income requirement, Land Use Incentives & Innovative Design	500	City Planning, LAHD & CRA/LA
<b>LOW INCOME</b>	3,800	Multi-Family Rental Tax Credit Housing	300	LAHD & CRA/LA
<b>51 - 80% AMI</b>		Workforce Housing Employer Assisted Housing, Forclosure Intervention & Homeownership	500	LAHD, CRA/LA & HACLA
<b>29 - \$47,800 K</b>		Units Produced through Mixed Income requirement, Land Use Incentives & Innovative Design	3,000	City Planning, LAHD & CRA/LA
<b>MODERATE INCOME</b>	2,600	Workforce Housing Employer Assisted Housing, Forclosure Intervention & Homeownership	600	LAHD & CRA/LA
<b>81 - 120% AMI</b>		Units Produced through Mixed Income, Land Use Strategies & Innovative Design	2000	City Planning, LAHD & CRA/LA
<b>ABOVE MODERATE</b>	2,600	Workforce Housing Employer Assisted Housing, Forclosure Intervention & Homeownership	600	LAHD & CRA/LA
<b>121 - 200% AMI</b>		Units Produced through Mixed Income requirement, Land Use Incentives & Innovative Design	2,000	City Planning, LAHD & CRA/LA
<b>CITY GOALS</b>	<b>20,000</b>			

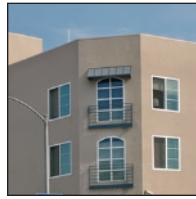
\* Income levels based on 2008 HUD area median income for Los Angeles County of \$59,800

\*\* Includes homeless individuals and families moving out of shelters

## Build and Preserve Homes For Working People

Mayor Villaraigosa recognizes that efforts to expand affordable housing, improve public transportation, and protect the environment must go hand-in-hand. Building affordable housing along public transit corridors and close to job centers must be a cornerstone of LA's future development. It means shorter commutes for workers, less pollution from cars stuck in rush-hour traffic, lower greenhouse gas emissions, and a higher quality of life for local families.

According to the Federal Department of Transportation, eliminating a daily 10-mile commute by car would save about 4,600 pounds of CO<sub>2</sub> per year or about a 10% reduction in a family's carbon footprint.



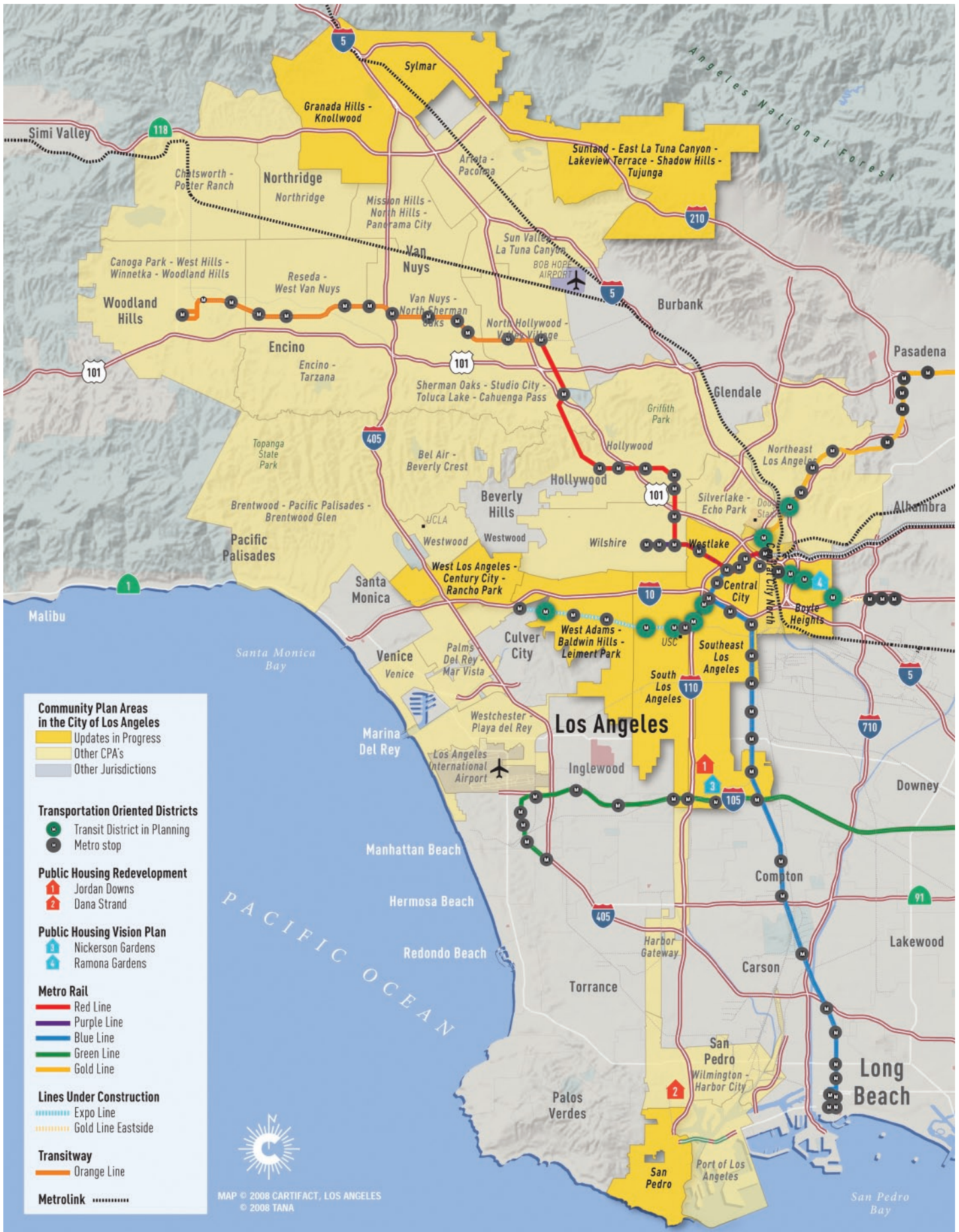
### Creating Sustainable Transit Communities

Mayor Villaraigosa's plan establishes the Sustainable Communities Initiative – an effort to stimulate the development of 20 transit-oriented, environmentally-friendly neighborhoods over the next five years. These communities will house low- and middle-income families in locations that make sense: near Metro rail stations and bus routes and with easier access to people's places of work. Each of these areas will include:

- Investment in public infrastructure projects, such as sidewalks, trees, lighting, and parks.
- Housing incentives to promote mixed-use, mixed-income housing developments near transit.
- Up front environmental planning to expedite the development process.
- Community engagement from the beginning of the planning process.

This year 10 transit oriented district (“TOD”) plans have been funded at Metro stops along the Gold Line extension in East LA and the Exposition Line in South LA. Over the next 5 years, the Mayor will fund 10 additional transit district plans to engage residents in envisioning their communities as walkable, transit oriented neighborhoods.

Each “TOD” plan will become incorporated into the community planning process and will focus development around transit linking housing to employment through the growing network of public transportation.



## Build and Preserve Homes for Working People

Almost one third of jurisdictions in California have adopted a mixed income housing program. A recent study by the Non-Profit Housing Association of Northern California found that since 1999 such programs have helped produce more than 29,000 units of housing. This is enough to house at least 80,000 people.

In Los Angeles and Orange Counties the following cities have adopted mixed income programs designed to increase the availability of housing for people across the income spectrum:

Agoura Hills, Avalon, Brea, Calabasas, Huntington Beach, Irvine, Laguna Beach, Newport Beach, Pasadena, Rancho Palos Verdes, San Clemente, San Juan Capistrano, Santa Monica, and West Hollywood.



### Promoting Mixed Income Housing

Housing is critical infrastructure to a well-functioning city. For more than 20 years, new housing development in Los Angeles has produced very little housing for lower income households and virtually no housing for the middle class. In order to ensure LA's employees can afford to live within a reasonable commuting distance from where they work, the City of Los Angeles Mixed Income Housing policy will require the development of moderately-priced housing in conjunction with market rate development.

In partnership with the City Council, Mayor Villaraigosa is proposing a citywide mixed-income housing ordinance to ensure that all families have a place to live in Los Angeles, regardless of income. The measure will require new housing developments above a certain size to include affordably-priced units. The ordinance is designed to address the

mismatch between what LA needs and what the City builds. More than 170 jurisdictions in California have adopted mixed income ordinances to create a mix of housing affordability in new developments, something that has proven to be a valuable tool for increasing the range of housing choices available to families.

Expanding beyond the idea of mixed income developments, the Mayor will require all community plans to include mixed income goals, opening the doors of quality rental housing and homeownership to Angelenos of every background.

# MAYOR VILLARAIGOSA MIXED INCOME POLICY GOALS

## MANDATORY WITH CHOICES

- Require all new housing developments above a certain size to produce housing for a mix of incomes
- Requirements would be set to achieve a balance of very low, low, and moderate income housing
- Developers could choose the income mix that works best for their project

## FLEXIBLE OPTIONS FOR IMPLEMENTATION

- Allow housing units to be built off site within the same community
- Preserve the City’s existing affordable housing stock by extending the life of expiring affordability covenants
- Allow developers to provide land or cash in lieu of developing housing on site

## ENCOURAGE PARTNERSHIPS

- Encourage partnerships between affordable and market rate housing developers
- Encourage partnerships between housing developers and major employers
- Encourage partnerships between housing developers and public housing agencies

## ACCESS TO INCENTIVES & FINANCIAL TOOLS

- Utilize all adopted affordable housing incentive programs such as the Density Bonus Ordinance and the Downtown Housing Incentives
- Allow projects to apply for financial assistance for affordable units above the required threshold
- Encourage the use of tenant based Section 8 rental vouchers

# Build and Preserve Homes for Working People



## Streamlining the Development Process

### Implement the 12-to-2 Development Reform Plan

On April 14, 2008 Mayor Villaraigosa issued a directive to all City departments to immediately begin implementation of the 12-to-2 Development Reform Plan, eliminating redundancies and conflicting practices that impede the development process. Specifically, the 12-to-2 plan increases the transparency and accountability of both the planning and development processes. Furthermore, it allows the city to begin the process of targeting housing development where it is needed most. For these reasons, implementing the 12-to-2 Development Reform Plan is critical to the success of the Mayor's five-year housing plan.

## THE 12-to-2 DEVELOPMENT REFORM PLAN

The 12-to-2 Development Reform Plan streamlines the City's entitlement and permitting processes while protecting Community Plans and spurring growth in the local economy. Currently, land use applications can get caught in 12 different departments, bureaus or agencies, making it a time-consuming and expensive process for all stakeholders.

The 12 departments, bureaus or agencies are:

- Planning
- Building and Safety
- Fire
- Transportation
- Engineering
- Sanitation
- Street Services
- Street Trees (Urban Forestry)
- Street Lighting
- Water and Power
- CRA/LA
- Housing

Under the 12-to-2 Development Reform Plan, one department (Planning) will coordinate the 12 departments involved in the entitlement phase and one department (Building and Safety) in the construction phase.

The 12-to-2 Development Reform Plan will give residents one point of contact where they can voice any concerns they may have about an application. This Plan will help facilitate good planning practices and make working with the City more efficient and cost-effective.



During the last three years, the Mayor has funded over 790 units of permanent supportive housing – creating more units to serve the homeless or those at risk of homelessness than in the previous twelve years combined. In addition, Mayor Villaraigosa dedicated \$100 million to permanent supportive housing that connects low-income and homeless Angelenos to social service providers; in partnership with LA County helped initiate “Project 50” – an effort to move the 50 most vulnerable people living on the streets of Skid Row into housing; turned around the Housing Authority of the City of Los Angeles (HACLA) two years after the federal government nearly abandoned the agency; and won an award of 800 rental vouchers for veterans – the largest allocation in the country and a vital component of the City’s push to help the men and women who have served our country get back on their feet.

## Shift Our Strategy from Managing Homelessness to Moving People Out of It



### Building Permanent Supportive Housing

Every night in Los Angeles, more than 40,000 people sleep on the streets, in emergency shelters, or in transitional housing shelters. These numbers are unacceptable, and Mayor Villaraigosa is shifting the City’s focus away from managing homelessness and toward moving people out of it.

It is time to invest in models that work; models that actually move the homeless into housing and support their long-term success. Creating housing that is linked to necessary social services is effective for individuals and families most in need and is a more cost effective use of public funds.

### Street to Home: Create 2,200 Units of Permanent Supportive Housing

Cities across the country have switched to a Permanent Supportive Housing model that greatly reduces the number of people living on the

streets, especially for the long-term and chronically homeless. Building on the success of his first three years in office, Mayor Villaraigosa is requiring all relevant agencies – including LAHD, HACLA, CRA/LA, and the LA Homeless Services Authority (LAHSA) – to provide a total of 2,200 units of permanent supportive housing over the next five years.

### Shelter to Home: Expand Section 8 Vouchers for the Homeless

Homeless families and individuals need better access to the housing that is funded by the City’s Affordable Housing Trust Fund. To this end the five-year plan has a two pronged strategy. First, all affordable housing developments receiving funding through the trust fund must set aside 10 percent of new apartments for homeless people. Second, HACLA will continue providing Section 8 vouchers to the more than 9,000 households that rely on this support – including 5,000 added to the rolls since Mayor

Villaraigosa took office – and will boost voucher assistance to the chronically homeless by 10 percent over five years.

**City/County Partnership to Link Housing and Services**

The Mayor’s Office will work closely with LAHSA and Los Angeles County to better link mental health care, counseling, drug rehabilitation, and other services to permanent supportive housing. A more effective collaboration between these agencies will enhance the development and operation of permanent supportive housing projects while ensuring the availability of crucial supportive services to this vulnerable population.



WALTER ECTOR, FORMERLY HOMELESS AND CURRENT RESIDENT OF THE PALOMAR



ALISO VILLAGE  
BEFORE AND AFTER,  
NOW CALLED  
PUEBLO DEL SOL



# Shift Our Strategy from Managing Homelessness to Moving People Out of It



## Transforming Public Housing

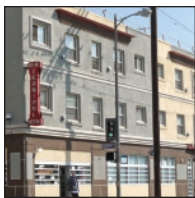
Several of Los Angeles' large public housing developments, including Jordan Downs, Nickerson Gardens and Ramona Gardens, are in need of comprehensive modernization or full redevelopment. The City has the opportunity to replicate the success of Pico Aliso and other nationally recognized redevelopment models by replacing these deteriorating apartments with new, modern, mixed-income residential communities funded and developed through innovative public/private partnerships. It is vital that all projects provide one-for-one replacement of existing units while providing increased resources and opportunities for residents.

## Break Ground on Jordan Downs Public Housing within five years

The goal of the Jordan Downs redevelopment project is to expand the site's supply and quality of affordable homes and create a vibrant urban village and model for public housing developments throughout the country.

This project is already well underway. HACLA has purchased the 21-acre parcel of land adjacent to Jordan Downs; issued an RFQ for firms seeking to facilitate the development of a community-based master plan for the site; collaborated with CRA/LA to expand the Watts Redevelopment Project Area; and formed a Community Advisory Committee of residents, business owners, LAUSD staff, and representatives from the Maxine Waters Employment Preparation Center. Working with the community and local leaders, the Mayor is positioning Jordan Downs at the center of the successful revitalization of an area long ignored by LA's leaders.

# Shift Our Strategy from Managing Homelessness to Moving People Out of It



## Develop Vision Plans for Transforming LA's Public Housing Communities

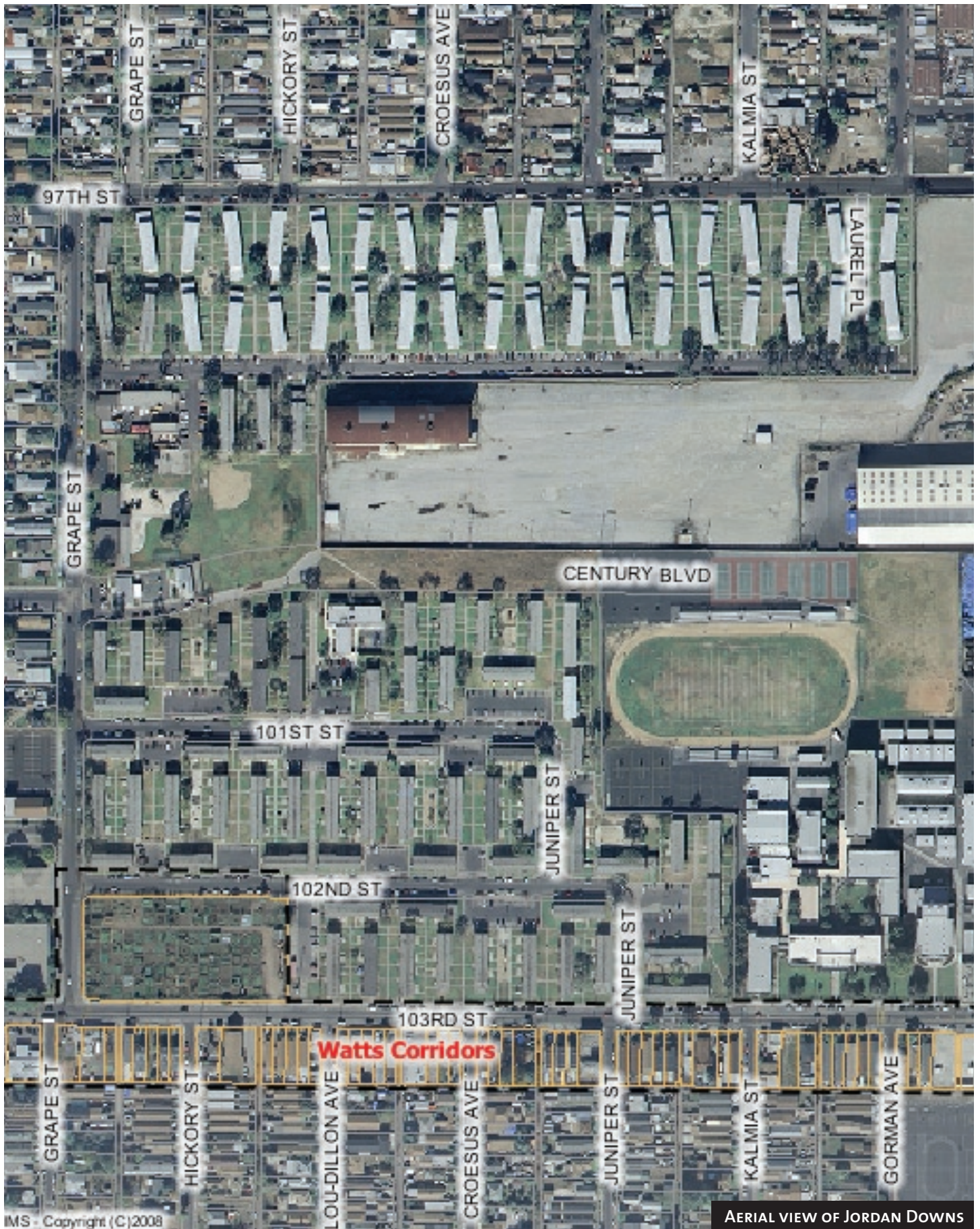
In 2007, the Los Angeles Jobs and Economy Committee identified the redevelopment of public housing as a significant way to increase the economic health of the City. With a highly concentrated area of low density housing, public housing sites in Los Angeles possess extraordinary potential for public investment and revitalization.

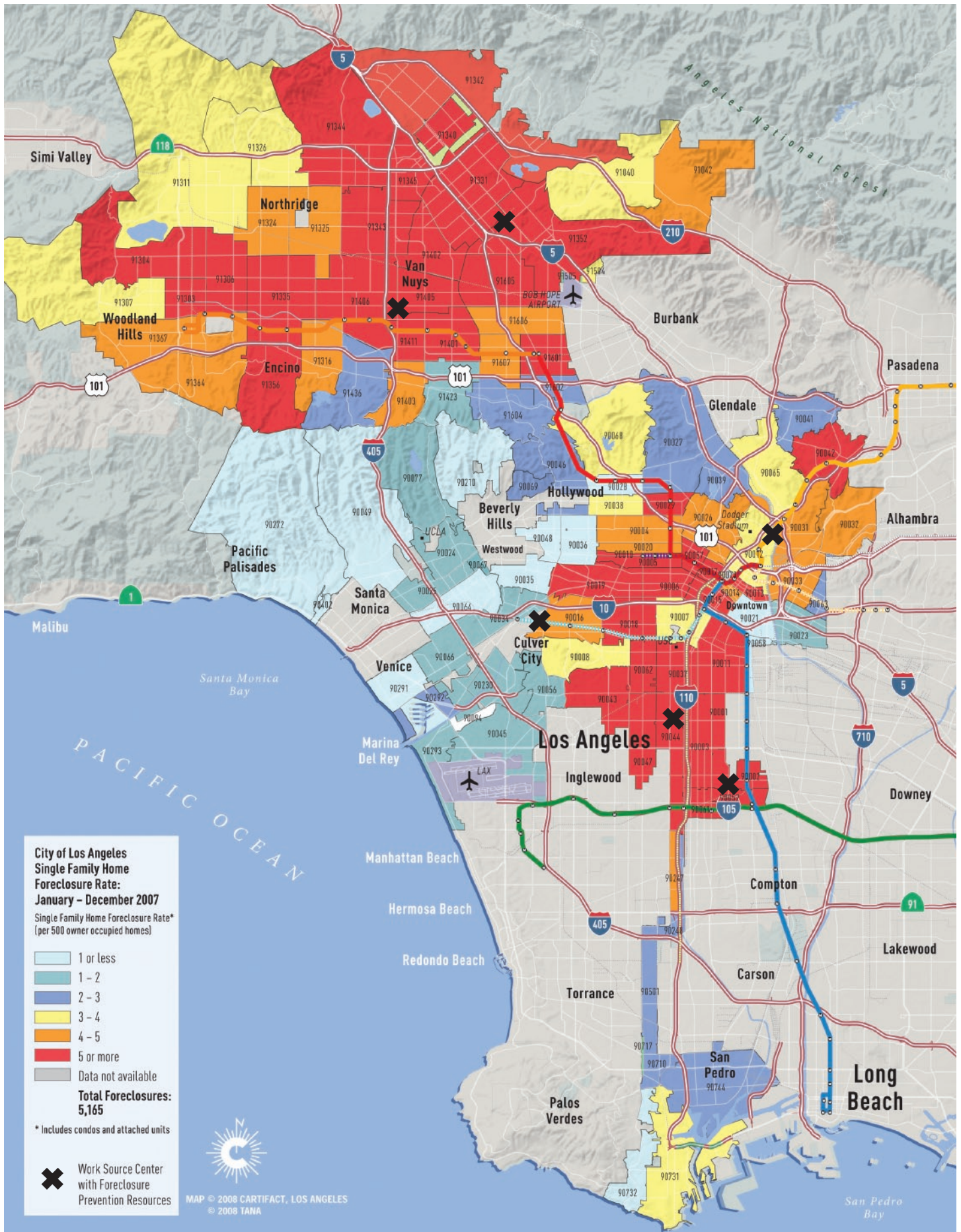
During the next five years, HACLA will complete the redevelopment of Dana Strand in Wilmington and lay the building blocks for the transformation of Nickerson Gardens and Ramona Gardens. Based on the successful efforts to revive and revamp Pueblo del Sol on the Eastside, these projects will contain a mix of affordable rental units and for-sale homes. Furthermore, this approach to public housing offers valuable assets to the residents and surrounding neighborhoods, providing community rooms, learning centers, parks and open space for all neighborhood families.

## Expand Community Building

Mayor Villaraigosa understands that improving public housing sites can only go so far in enhancing the quality of life for a community. In order to move toward a brighter future for all Angelenos, the Mayor and HACLA are bringing the resources of the public and private sectors together to build communities and invest in LA's families in and around public housing sites. This effort includes:

- Bringing youth development programs to City housing developments
- Connecting at-risk teens to gang intervention services where public housing and the City's Gang Reduction and Youth Development (GRYD) zones overlap
- Providing job training resources to students and adults throughout the areas facing the highest unemployment and poverty rates





# Protect and Preserve Our Homes and Neighborhoods



## Addressing the Foreclosure Crisis

In 2007, more than 5,200 households in Los Angeles lost their homes to a foreclosure sale. In 2008 there was more bad news. In the first quarter of the year, 2,100 Angelenos alone lost their homes, a rate that is almost four times greater than in the first quarter of 2007. By the end of this year, nearly 10,000 residents are expected to lose their homes.

### Launch the Neighborhood Stabilization Initiative

The Neighborhood Stabilization Initiative is a three-pronged approach to limiting the negative effects of the foreclosure crisis on Los Angeles neighborhoods.

- **Establish Foreclosure Counseling**

Foreclosure counseling is an indispensable tool in helping families stay in their homes. The Mayor's Office in partnership with Los Angeles Neighborhood Housing Services and the City's Worksource Center system has brought free, reliable foreclosure

counseling resources to the Los Angeles WorkSource Centers located in the communities hardest hit by the foreclosure wave, including South Los Angeles and the East Valley.

- **Monitor Blight**

In partnership with the Mayor's Office, participating neighborhood councils will play an active role in monitoring and reporting blight stemming from foreclosed properties. Participating neighborhood councils will also sponsor community foreclosure information clinics to inform their communities about the foreclosure crisis and resources available to distressed homeowners.

- **Create the Office of Neighborhood Stabilization**

Recognizing the gravity and magnitude of this crisis, Mayor Villaraigosa and the City Council of Los Angeles will establish the Office of Neighborhood Stabilization to spearhead a targeted effort

to acquire, rehabilitate and re-sell foreclosed properties to first-time homebuyers. This will play a significant role in stabilizing those neighborhoods hardest hit by foreclosures.

### Expand Workforce Housing

The CRA/LA and LAHD will extend the dream of homeownership to 500 first-time buyers in communities hard hit by foreclosures. These housing choices will be aimed at the middle class workers – the nurses, teachers, dock workers, police officers, firefighters, and grocery store clerks – who form the foundation of LA's economy.

Expanding workforce housing is a key ingredient in creating stable and livable neighborhoods. The Mayor's plan will strengthen communities with historically low levels of homeownership, which have been hardest hit by the wave of foreclosures.

# Protect and Preserve Our Homes and Neighborhoods



## Preserving Affordability of Rental Housing

Preserving Los Angeles' affordable housing stock is an important feature of the City's strategy to reverse the housing affordability crisis, and it is a less expensive alternative to building new housing for low and moderate income households. The first step in preserving existing affordability is developing an inventory of all covenant-restricted, Section 8-eligible and rent-controlled units in the City.

## Preserve 14,000 Existing Covenants Set to Expire in the Next Five Years

The City of Los Angeles has more than 64,000 affordable, rent-restricted apartments in about 1,800 developments. These affordable apartments have been financed and subsidized with federal, state, and local subsidies and serve very low-, low- and moderate-income households. Between 2008 and 2013, as many as 14,000 apartments – 21 percent of the total covenanted affordable housing stock in the City – could lose their affordability restrictions. The City will concentrate its preservation efforts on protecting this covenant-restricted stock.

## Place 1,000 Downtown SRO Units Under Long-Term Affordability Covenants

Downtown Los Angeles is home to 9,100 single room occupancy (SRO) units. Many of these homes have been left dilapidated and underdeveloped for decades, and have been largely abandoned amidst the effort to revitalize the core of the City. This situation must change – and the Mayor is prepared to take action to protect and transform these living spaces.

In the next five years, Mayor Villaraigosa will invest public funds in revitalizing SRO units throughout the Downtown area. He will also place 1,000 of them under affordability covenants, thereby guaranteeing that the low-income seniors and disabled adults who rely on SRO housing have clean and stable places to live in the City of Los Angeles.



### **Limit the Loss of Rent-Controlled Housing**

Across the city, affordable rental housing is at risk, particularly the 600,000 plus apartments built before 1978 and subject to the City's Rent Stabilization Ordinance. In the past two years, over 6,000 rent-stabilized apartments have been demolished to make way for new high-end rental units or condos. In order to stem the loss of rent stabilized apartments, the City will:

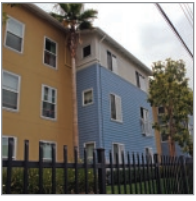
- Establish mixed income housing goals by community plan area
- Establish mixed income housing goals in each Transit Oriented District Plan (TOD)
- Track and report the net gain/loss of rent controlled and affordable housing within each community plan area and TOD
- Include rental housing preservation as a priority within a citywide mixed income policy
- Require replacement of rent stabilized housing demolished near transit stops

### **What is the Rent Stabilization Ordinance?**

The Rent Stabilization Ordinance (RSO) of the Los Angeles Municipal Code is the ordinance that governs rent increases and provides tenant protections on apartment buildings with a certificate of occupancy issued on or before October 1, 1978. The purpose of the RSO is to allow landlords a reasonable return on their investment for their rental housing while protecting tenants from excessive rent increases and arbitrary evictions. The City Council has the authority to change and amend the RSO. The Los Angeles Housing Department administers the ordinance, which is funded entirely by annual rental unit registration fees and does not impact the City's General Fund.



# Protect and Preserve Our Homes and Neighborhoods



## Educating Landlords and Tenants

Empowering residents and other stakeholders is a key ingredient to creating healthy, mixed income communities. Such empowerment fosters a sense of community identity among residents and encourages them to invest time and resources into the improvement of their neighborhoods. Educating individuals about their rights and responsibilities as tenants, landlords and homeowners also provides them with the tools they need to change their surroundings for the better.

- Providing Rent Stabilization Ordinance Training. This training will be available to landlords and provide the information necessary to comply with rental housing laws and the RSO. The program will also educate landlords on the best management practices in the rental housing industry.

- Conducting small property owner outreach. The majority of properties referred to the Rent Escrow Account Program (REAP) are so-called ‘Mom and Pop’ properties with four units or less. The City will conduct an outreach and training program to empower this segment of property owners with the information needed to successfully manage their rental units and avoid REAP.

- Instituting a Citywide Housing Forum. This annual forum will be held at multiple locations throughout the city to increase awareness among landlords and tenants of their rights and responsibilities and the resources available to them to address their housing needs.

## What is the Rent Escrow Account Program?

**The Rent Escrow Account Program (REAP) helps multi-unit residential property owners bring properties with outstanding code violations into compliance. It is a key tool in our efforts to preserve and improve the quality of the City’s housing stock. It also protects tenants against sub-standard housing.**

In 2007, Mayor Villaraigosa created the Mayor's Housing Cabinet to develop and implement a 5-year plan that would reverse the crisis of housing affordability in Los Angeles. The result, *Housing That Works: A 5 Year, \$5 Billion Housing Plan for LA's Families, 2008-2013*, brings together the strategies, tools and resources of five City agencies into one effective blueprint for action.



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General Manager, Los Angeles Housing Department



**Rudolf C. Montiel, PE**

President and CEO, Housing Authority of the City of Los Angeles

Los Angeles Housing Fund	2008 Total	5-Year Total
<b>LAHD AFFORDABLE HOUSING TRUST FUND</b>		
HOME	\$ 37,600,000	\$ 188,000,000
Workforce Housing Grant	\$ 2,000,000	\$ 4,000,000
General Fund Workforce Match	\$ 2,500,000	\$ 5,000,000
Homeownership Programs	\$ 7,262,000	\$ 36,000,000
New Federal H/O Programs		\$ 75,000,000
Program Income		\$ 15,000,000
DWP Sustainable Development Housing Fund	\$ 1,000,000	\$ 5,000,000
City Land Contributions	\$ 4,400,000	\$ 20,000,000
	<b>\$ 54,762,000</b>	<b>\$ 348,000,000</b>
<b>CRA/LA AFFORDABLE HOUSING TRUST FUND</b>		
CRA/LA – 25% Low Moderate Income Housing Fund	\$ 42,600,000	\$ 230,000,000
CRA/LA – Workforce Housing Innovation Fund (80% TI)	\$ 12,000,000	\$ 26,000,000
	<b>\$ 54,600,000</b>	<b>\$ 256,000,000</b>
<b>HACLA AFFORDABLE HOUSING PROJECT FUND</b>		
Permanent Supportive Housing PBV	\$ 30,000,000	\$ 161,000,000
Public Housing Development PBV	\$ 25,000,000	\$ 133,000,000
Project Based Preservation	\$ 15,973,000	\$ 39,000,000
PH Development Capital Fund	\$ 10,000,000	\$ 30,000,000
	<b>\$ 80,973,000</b>	<b>\$ 363,000,000</b>
<b>HACLA/LAHS A AFFORDABLE HOUSING PROGRAMS</b>		
Shelter + Care Funds	\$ 10,000,000	\$ 33,000,000
<b>TOTAL CITY FUNDING</b>	<b>\$ 200,335,000</b>	<b>\$ 1,000,000,000</b>

Leverage Sources	2008 Total	5-Year Total
Tax-Exempt Bonds	\$ 198,000,000	\$ 1,000,000,000
Tax-Exempt Bonds – New SF Program		\$ 205,800,000
Tax Credit Equity (4% and 9%)	\$ 270,000,000	\$ 1,400,000,000
Tax Credit Equity (4% and 9%) – increment from per capita increase		\$ 300,000,000
<b>LA County</b>		
City of Industry	\$ 10,000,000	\$ 50,000,000
MSHA		\$ 43,700,000
<b>State Housing Bond (Prop 1C)</b>		
TOD, IIG	\$ 114,700,000	\$ 231,000,000
MHP	\$ 46,000,000	\$ 92,000,000
<b>HUD Funds</b>		
Hope VI Funds		\$ 50,000,000
HUD 811		\$ 10,000,000
HUD 202	\$ 5,000,000	\$ 15,000,000
Federal Home Loan Bank (Affordable Hsg. Program)	\$ 2,500,000	\$ 12,500,000
	<b>\$ 646,200,000</b>	<b>\$ 3,410,000,000</b>
<b>Private Capital Funding</b>		
Conventional Loans	\$ 46,000,000	\$ 230,000,000
New Generation – Land Acquisition Fund	\$ 100,000,000	\$ 300,000,000
Permanent Supportive Housing – Land Acquisition	\$ 30,000,000	\$ 60,000,000
	<b>\$ 176,000,000</b>	<b>\$ 590,000,000</b>
<b>TOTAL NON – CITY FUNDING</b>	<b>\$ 822,200,000</b>	<b>\$ 4,000,000,000</b>
<b>TOTAL CAPITAL – ALL SOURCES</b>	<b>\$ 1,022,535,000</b>	<b>\$ 5,000,000,000</b>

Category	Description	Current Law	Population	City Agency
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Reauthorization of the McKinney-Vento Homeless Assistance Act of 1987.</b> The goal is to make federal homeless assistance more flexible, performance-based, and accountable. This will help expand prevention activities, and focus on permanent housing solutions to homelessness.</li> </ul>	McKinney-Vento Homeless Assistance Act of 1987	Homeless individuals and families, as defined by HUD.	LAHSA
CAPITAL INFUSION OPERATING COSTS AND SERVICES	<ul style="list-style-type: none"> <li>• <b>Appropriation of \$2 billion for HUD’s McKinney- Vento Homeless Assistance Grants.</b> For the past seven years, McKinney-Vento funds have not kept pace with the need. The added appropriations would be used to create permanent housing solutions to individual and family homelessness.</li> </ul>		Homeless individuals and families, as defined by HUD.	LAHSA
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Adjust HUD’s pro-rata need formula for homeless assistance grants.</b> Include the number of homeless people, shortages of affordable housing, severe housing problems among extremely low-income households, and the poverty rate. This will help to direct resources to areas of the country with the highest homeless populations.</li> </ul>	Could be integrated in McKinney-Vento reauthorization	Homeless individuals and families, as defined by HUD.	LAHSA
SERVICES	<ul style="list-style-type: none"> <li>• <b>Adequate funding for Substance Abuse and Mental Health Services Administration (SAMHSA)</b> As Los Angeles develops more permanent supportive housing, adequate funding for services is needed in order to address the needs of homeless individuals with mental illness, particularly those with co-occurring substance abuse.</li> </ul>		Homeless individuals with mental illness and addiction.	LAHSA
SERVICES	<ul style="list-style-type: none"> <li>• <b>Services to End Long-term Homelessness Act (SELHA):</b> This proposed legislation would provide funding for comprehensive supportive services to help people in permanent supportive housing achieve stability.</li> </ul>		Residents of Permanent Supportive Housing.	LAHSA
STATUTORY MODIFICATION AND OPERATING COSTS	<ul style="list-style-type: none"> <li>• <b>Support passage of the Section Eight Voucher Reform Act (SEVRA).</b> This bill will significantly increase HACLA’s flexibility in deploying Section 8 Vouchers and will also provide an incremental increase of 20,000 vouchers per year.</li> </ul>	Section 8 law	0-120% of AMI	HACLA, LAHSA
CAPITAL	<ul style="list-style-type: none"> <li>• <b>Support reauthorization of HOPE VI.</b> Provides \$ 800 million for redevelopment of severely distressed Public Housing and will contain a one-for-one replacement provision.</li> </ul>	Existing HOPE VI Law	0 – market rate.	HACLA

Category	Description	Current Law	Population	City Agency
SERVICES	<ul style="list-style-type: none"> <li>• <b>Support reauthorization of Public Housing Drug Elimination Program</b> and other Resident Services. These services help individuals and families achieve self-sufficiency and support community building efforts.</li> </ul>		0-30% AMI	HACLA
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Extend the one-year construction start requirement under HOME for Affordable Housing Projects.</b> A one-year homebuyer construction start requirement is often insufficient time for the city to receive competitive bids from qualified housing developers, prepare architectural plans, obtain environmental clearance, building permits and other entitlements. Additional time would allow for sufficient time to begin affordable housing projects.</li> </ul>	Construction of an affordable housing project must begin within 1 year of acquiring property using HOME funds.	Low income renters	LAHD
SERVICES	<ul style="list-style-type: none"> <li>• <b>Increased Funding for Public Housing Operating Fund.</b> These funds bridge the gap between the rents paid by families and the actual costs of providing quality affordable housing.</li> </ul> <p><b>Section 8 Renewal funding</b> Funding should be based on most recent leasing and cost date—rather than past years.</p>		0-80 % of AMI	HACLA
CAPITAL	<ul style="list-style-type: none"> <li>• <b>Support S8 vouchers for Homeless Veterans.</b> These HUD-VASH vouchers would connect homeless veterans to housing and supportive services.</li> </ul>		Homeless Veterans	LAHSA
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Extend increased single family mortgage limits</b> resulting from Economic Stimulus Act of 2008 beyond 12/31/08. Current law increases FHA single-family mortgage limits in high cost areas to \$729,750. This is set to expire on 12/31/08.</li> </ul>	Economic Stimulus Act of 2008	Homebuyers in LA and other high-cost areas	LAHD, CRA/LA
CAPITAL	<ul style="list-style-type: none"> <li>• <b>Support federal legislation (set to be introduced in 2009)</b> that would increase resources for the preservation of federally assisted affordable housing at-risk of conversion to market-rate rents.</li> </ul>		Tenants in federally assisted housing	LAHD
REGULATORY MODIFICATIONS	<ul style="list-style-type: none"> <li>• <b>Ensure that future regulatory changes</b> that result from the Treasury's \$700 billion proposal benefit the City's Neighborhood Stabilization Program.</li> </ul>		Low and Moderate Income Homeowners	LAHD

Category	Description	Current Law	Population	City Agency
CAPITAL INFUSION	<ul style="list-style-type: none"> <li>• <b>Create a Permanent Source of State Funding for the Preservation and Development of Affordable Housing.</b> Within two years, the various Proposition 1C funded programs will run out of bond proceeds. A permanent source of replacement funds is needed.</li> </ul>	Prop 1C	0-120% AMI	CRA/LA, LAHD, LAHSA
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Amend the Community Redevelopment Law to streamline the adoption of project areas to include publicly owned housing developments.</b></li> </ul> <p>The proposed statutory modification will enable community redevelopment agencies to place public housing projects that were developed prior to January 1, 1968 into redevelopment project areas. It will also enable communities to replace aging and outdated publicly owned public housing projects with new or rehabilitated privately-owned mixed-income residential developments that may also include retail, recreational and other uses consistent with well-rounded urban environments. This will significantly speed the redevelopment of this housing and the creation of mixed income communities with modern amenities.</p>	California Health and Safety Code Division 24 Part I.	0 to120% AMI.	CRA/LA, HACLA
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Fix Select Ellis Tendencies.</b> Elderly and disabled tenants are entitled to one-year extensions of their tenancies when their residences are taken off of the rent market through the Ellis process. This often results in buildings where the most vulnerable tenants are left behind. This statutory modification would prevent this by granting one-year extensions to all tenants in buildings where at least one tenant is entitled to such an extension.</li> </ul>		Tenants in rent stabilized housing.	LAHD
CAPITAL	<ul style="list-style-type: none"> <li>• <b>Ensure that the City receives its fair share of the State's allocation from HR 3221's \$3.9 billion in Neighborhood Stabilization Programs</b></li> </ul>		Low and Moderate Income Homeowners	LAHD, CRA/LA & HACLA

Category	Description	Current Law	Population	City Agency
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Restrict Ellis Sales.</b> Require property owners to own their property for a set period of time before they are allowed to remove it from the market. This will help to curb the speculative removal of rent stabilized housing from the market.</li> </ul>		Tenants living in rent stabilized housing.	LAHD
REGULATORY FLEXIBILITY	<ul style="list-style-type: none"> <li>• Amend the affordability definitions as used by California's Department of Housing and Community Development to conform to the TCAC affordable units.</li> </ul> <p>Amend the affordability definition to permit up to 40% of income for moderate-income purchasers.</p>	California Health and Safety Code	0-120% AMI	CRA/LA
SERVICES	<ul style="list-style-type: none"> <li>• <b>Supplemental Security Income (SSI) Outreach:</b> In Los Angeles, only about half of the homeless people with disabilities who are eligible for such benefits receive them. In addition, many people who are at risk of homelessness could qualify for SSI. SSI benefits could be used to pay for supportive housing, and Medi-Cal health services.</li> </ul>		Homeless individuals, especially those with disabilities.	LAHSA
SERVICES	<ul style="list-style-type: none"> <li>• <b>Medi-Cal reimbursement for supportive services.</b> Modifications to California's Medicaid State Plan to allow reimbursement for services in supportive housing such as case management or substance abuse treatment would allow the City to better address the complex health needs of the homeless population.</li> </ul>		Homeless individuals and families	LAHSA
STATUTORY MODIFICATION	<ul style="list-style-type: none"> <li>• <b>Amend the Housing Authority Dispositions Bill.</b> Clarify 1 for 1 replacement provision to be in alignment with pending federal legislation. Align tenant protection provisions with current HUD guidelines.</li> </ul>	Federal law governing disposition, demolition and redevelopment	0-30% AMI Extremely low income	HACLA