
THIRD READING

Bill No: AB 678
Author: Lee (D), et al.
Introduced: 2/14/25
Vote: 21

SENATE HUMAN SERVICES COMMITTEE: 5-0, 6/30/25
AYES: Arreguín, Ochoa Bogh, Becker, Limón, Pérez

SENATE HOUSING COMMITTEE: 10-0, 7/15/25
AYES: Wahab, Seyarto, Arreguín, Caballero, Cortese, Durazo, Gonzalez,
Grayson, Ochoa Bogh, Padilla
NO VOTE RECORDED: Cabaldon

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/29/25
AYES: Caballero, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 67-0, 6/2/25 - See last page for vote

SUBJECT: Interagency Council on Homelessness

SOURCE: Author

DIGEST: This bill requires the California Interagency Council on Homelessness (Cal-ICH) to coordinate with representatives of LGBTQ+ groups to identify best practices and develop recommendations to serve LGBTQ+ people experiencing homelessness, as specified. The bill also requires Cal-ICH to submit a report on those recommendations.

ANALYSIS:

Existing Law:

- 1) Creates Cal-ICH and requires it to set and measure progress towards goals to prevent and end homelessness in California. (Welfare and Institutions Code (WIC) § 8255)

- 2) Defines “state programs” as any programs a California state agency or department funds, implements, or administers for the purpose of providing emergency shelter, interim housing, housing, or housing-based services to people experiencing homelessness or at risk of homelessness, with the exception of federally funded programs with requirements inconsistent with state law. (WIC § 8255(e))
- 3) Requires grantees and operators of certain state homelessness programs to enter required data into its local Homeless Management Information System as a condition of receiving state funds. (WIC § 8256(d))
- 4) Requires CA-ICH to seek guidance from and meet with an advisory committee twice a year that includes the following:
 - a) A survivor of gender-based violence who formerly experienced homelessness;
 - b) Representatives of local agencies or organizations that participate in the United States Department of Housing and Urban Development’s Continuum of Care Program;
 - c) Stakeholders with expertise in solutions to homelessness and best practices from other states;
 - d) Representatives of committees of African Americans, youth, and survivors of gender-based violence;
 - e) A current or formerly homeless person who lives in California; and
 - f) A current of formerly homeless youth who lives in California. (WIC § 8257)
- 5) Requires Cal-ICH to set and measure progress towards goals to prevent and end homelessness among youth in California by:
 - a) Setting specific, measurable goals aimed at preventing and ending homelessness among youth in the state.
 - b) Defining outcome measures and gathering data related to the goals. (WIC § 8261)
- 6) Requires Cal-ICH to set and measure progress toward goals to prevent and end homelessness among domestic violence survivors, their children, and unaccompanied women. Requires those goals to include measurably decreasing

the number of homeless domestic violence survivors and their children, decreasing the duration of homelessness experienced by domestic abuse survivors and their children, decreasing barriers to services by increasing cross sector partnerships to expedite access to services including social services, domestic violence services, regional center services, housing services, and mental health services. (WIC § 8266(a))

This Bill:

- 1) Requires Cal-ICH to coordinate with representatives from LGBTQ+ communities, including, but not limited to, housing providers, nonprofit organizations, advocates, and researchers to:
 - a) Identify and recommended policies and best practices for providing inclusive and culturally competent services to LGBTQ+ people experiencing homelessness.
 - b) Develop recommendations to:
 - i) Provide education, training, and resources to improve culturally competent services for LGBTQ+ people in state homelessness programs.
 - ii) Expand data collection to understand the needs and experiences of LGBTQ+ people in state homelessness programs.
 - iii) Prevent discrimination, harassment, and violence against members of the LGBTQ+ community in state homelessness programs.
- 2) Defines “state homelessness programs” to mean programs that are funded, in whole or in part, by the state with the express purpose of addressing or preventing homelessness or providing services to people experiencing homelessness.
- 3) Requires Cal-ICH to submit a report on the recommendations required by this bill to the Assembly Committee on Housing and Community Development and the Senate Committee on Housing, on or before January 1, 2027.

Comments

According to the author, “LGBTQ+ Californians experience homelessness and housing insecurity at disproportionately high rates. LGBTQ+ youth are 120% more likely to experience homelessness than their peers, 48% of older same-sex couples faced discrimination when seeking housing, and nearly 1 in 3 transgender people

report experiencing homelessness at some point in their lives. Due to bias and systemic barriers in housing and shelter programs, maintaining safe, stable, and affordable housing remains a challenge. This problem is compounded by the rise of anti-LGBTQ+ rhetoric, legislation, and violence both in California and across the country, disproportionately impacting transgender and non-binary individuals. AB 678 will require the California Interagency Council on Homelessness to work with LGBTQ+ advocates and service providers to identify and recommend best practices and policies to local agencies administering homelessness programs.”

California Interagency Council on Homelessness (Cal-ICH). Cal-ICH was created in 2021 by AB 1220 (Rivas, Chapter 398) as a successor to the Homeless Coordinating and Financing Council to address the coordination and oversight of homelessness programs. The bill also made changes to the membership of the Cal-ICH and provided the Cal-ICH with additional authority to access information from other departments. To ensure the Cal-ICH has access to information about homelessness programs throughout state agencies, the Cal-ICH is allowed to require state departments that have homelessness programs to participate in Cal-ICH workgroups or other collaborative work. They can also require those departments or agencies to provide the Cal-ICH data on those programs. Unlike the Housing Coordinating and Financing Council, the Cal-ICH also requires department directors, agency secretaries, and executive directors to participate on the council rather than their representatives.

In addition to improving coordination between agencies, the Cal-ICH is also charged with coordinating existing and competitive funding for homelessness initiatives, find new funding initiatives, make policy recommendations, broker agreements between state agencies, increase accountability, create reports for the Governor and Legislature, and create a statewide database for local homelessness data.

Cal-ICH published a three-year Action Plan for Preventing and Ending Homeless in California in December 2024 to fulfill its mandate to meet statutorily defined goals. The Action Plan outlines five action plan goals that will guide Cal-ICH’s funding and strategic efforts. Those goals are: (1) help more people leave unsheltered homelessness; (2) help more people move into housing; (3) ensure people do not experience homelessness again; (4) prevent more people from experiencing homelessness, (5) create more housing.

Each goal comes with more specific goals and targets, such as increasing access to publicly-funded health and social safety net services for people at-risk of

homelessness and permitting 1.5 million new homes. The Action Plan also highlights that the Homeless Data Integration System has gaps in its data gathering, because of limited information sources. The plan identifies one of those limitations as information about intersectionality. For example, the impact of current services on populations that identify and LGBTQ+ but also live with a disability. According to Cal-ICH, improved data gathering is an important part of its mission for the following reasons:

- **Informed Decision-Making:** Accurate data enables policymakers to identify the scale and demographics of homelessness, ensuring targeted and efficient allocation of resources.
- **Tracking Progress:** Data helps monitor the impact of programs and strategies, allowing for adjustments and improvements based on evidence.
- **Tailored Interventions:** Subpopulation-specific data (e.g., on youth, veterans, or families) helps design programs that address the unique needs of different groups.
- **Collaboration and Coordination:** Data facilitates collaboration by creating a shared understanding of the issue.¹

AB 678 requires Cal-ICH to collaborate with subject matter experts on the various challenges facing LGBTQ+ people who are facing or experiencing homelessness to, among other things, expand data collection to understand the needs and experiences of LGBTQ+ people in state homelessness programs. The bill also requires Cal-ICH to identify policies and best practices to provide inclusive and culturally competent services to LGBTQ+ people experiencing homelessness.

LGBTQ+ Community and Homelessness. According to the National Coalition for the Homeless, “LGBTQ individuals, especially youth, are highly overrepresented in the homeless population”. The LGBTQ+ community faces unique challenges when navigating and trying to exit homelessness. Some of those challenges include feeling unsafe in shelters, being harassed, and in the case of transgender individuals, being turned away from shelters based on their gender identity. The challenges faced by LGBTQ+ youth are even more pronounced. LGBTQ+ youth are 120% more likely to experience homelessness than their non-LGBTQ+ peers, and nearly one in three transgender adults have experienced homelessness at some point in their lives. Twenty-six percent of homeless LGBTQ+ youth report being

¹ California Interagency Council on Homelessness. Action Plan 2025–2027

forced out of their homes solely because of their sexual orientation or gender identity. LGBTQ+ homeless youth attempt suicide at much higher rates (62%) than heterosexual homeless youth (29%).² According to the Trevor Project, “Better data is needed to understand the full scope and impact of LGBTQ youth homelessness in the United States. Questions about both LGBTQ identity and housing status should be added to population surveys of youth and young adults.” This bill requires Cal-ICH to work with the LGBTQ+ community to develop recommendations to collect better data and decrease discrimination against the LGBTQ+ community.

Related/Prior Legislation

SB 914 (Rubio, Chapter 665, Statutes of 2022) created Homeless Equity for Left Behind Populations or HELP Act, which required cities, counties, and continuums of care receiving state funding to include within the vulnerable populations that receive homeless services and housing delivery: families, people fleeing or attempting to flee domestic violence, and unaccompanied women. The bill also required Cal-ICH to establish initial goals to prevent and end homelessness among domestic violence survivors, their children and unaccompanied women, by January 1, 2025, and update these goals as needed every two years thereafter.

AB 1220 (Rivas, L., Chapter 398, Statutes of 2021) renames the Housing Coordinating and Financing Council to Cal-ICH, and makes changes to the membership of the Council, as provided.

AB SB 1380 (Mitchell, Chapter 847, Statutes of 2016) created the Housing Coordinating and Financing Council to coordinate the state’s homeless response in order to implement Housing First policies throughout the state, as provided.

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: No

According to the Senate Appropriations Committee, the California Interagency Council on Homelessness estimates that in order to coordinate with members of the LGBTQ+ community and develop recommendations, it would require \$1.5 million (General Fund) in one-time contractor costs to conduct extensive community engagement, contract with facilitators, travel reimbursement, participant stipends, translation services, and project management support, for meaningful, statewide engagement.

² <https://nationalhomeless.org/lgbtq-homelessness/>

SUPPORT: (Verified 8/29/25)

ACLU California Action
Aids Healthcare Foundation
Alliance for Children's Rights
Alliance for Transyouth Liberation
Asian Americans Advancing Justice-southern California
California Coalition for Youth
California Legislative LGBTQ Caucus
California LGBTQ Health and Human Services Network
California Teachers Association
Central Coast Coalition for Inclusive Schools
Children's Hospital Los Angeles
Courage California
Disability Rights California
East Bay Community Law Center
El/la Para Translatinas
Equality California
Hmong Innovating Politics
Housing California
LGBTQ+ Inclusivity, Visibility, and Empowerment
Los Angeles LGBT Center
Pflag Clayton-concord
Pflag Los Angeles
Pflag Oakland-east Bay
Pflag Sacramento
Public Counsel - Tay
Rainbow Families Action Bay Area
Sacramento LGBT Community Center
San Francisco Aids Foundation
The Fresno Collective for Inclusive Medicine INC.
The San Diego LGBT Community Center
The Source LGBTQ+ Center
The Translatin@ Coalition
Viet Rainbow of Orange County
Youth Leadership Institute

OPPOSITION: (Verified 8/29/25)

None received

ASSEMBLY FLOOR: 67-0, 6/2/25

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Connolly, Davies, DeMaio, Elhawary, Flora, Fong, Gabriel, Garcia, Gipson, Mark González, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lee, Lowenthal, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

NO VOTE RECORDED: Castillo, Chen, Dixon, Ellis, Gallagher, Jeff Gonzalez, Hadwick, Lackey, Macedo, Sanchez, Ta, Tangipa

Prepared by: Naima Ford Antal / HUMAN S. / (916) 651-1524
8/29/25 20:47:10

**** END ****