

APPROVED

CEQA 2020

BOARD OF RECREATION AND PARK COMMISSIONERS

BOARD REPORT

NO. 20-160

DATE August 6, 2020

C.D. 2

BOARD OF RECREATION AND PARK COMMISSIONERS

SUBJECT: NORTH HOLLYWOOD RECREATION CENTER – PROPOSED CD2 PALLET HOUSING PROJECT – PROPOSED EMERGENCY USE OF A PORTION OF THE PARK FOR THE CONSTRUCTION OF AND USE AS A TEMPORARY HOMELESS SHELTER FACILITY FOR A PERIOD NOT TO EXCEED THREE (3) YEARS OF OPERATION – APPROVAL OF PRELIMINARY PLANS; STATUTORY EXEMPTION FROM THE PROVISIONS OF THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) PURSUANT TO PUBLIC RESOURCES CODE (PRC) SECTION 21080(b)(4) [SPECIFIC ACTIONS TO PREVENT OR MITIGATE AN EMERGENCY] REFLECTED IN CALIFORNIA CEQA GUIDELINES SECTION 15269(c)

AP Diaz _____
H. Fujita _____
V. Israel _____

S. Piña-Cortez _____
C. Santo Domingo DF
N. Williams _____



General Manager

Approved X Disapproved _____ Withdrawn _____
With Correction

RECOMMENDATIONS

1. Find that the emergency use for a temporary period not to exceed three (3) years of operation, of a portion of the Department of Recreation and Parks' (RAP) North Hollywood Recreation Center (Exhibit A) located at 11466 Chandler Blvd., North Hollywood, California 91601 (Los Angeles County Assessor's Parcel No. 2350-011-900), as a temporary homeless shelter site, is consistent with the use of a portion of North Hollywood Recreation Center for park purposes;
2. Approve the proposed construction of the CD 2 North Hollywood Recreation Center Pallet Shelter Homeless Project (Project), as further described in the Summary of this Report, and its operation for a period not to exceed three (3) years;
3. Approve design plans, substantially in the form as attached to this Report and further described in the Summary of this Report, for the Project to be located in a portion of North Hollywood Recreation Center (Exhibit B);

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4. Authorize RAP's General Manager or designee to approve technical revisions to the plans as necessary, to complete the construction of the proposed Project, and authorize RAP's General Manager or designee to approve material changes to the design plans when necessary to comply with Los Angeles Department of Building and Safety recommendations and requirements;
5. Authorize RAP's General Manager or designee to issue a license (e.g. Temporary Right of Entry Permit), as needed, to the Department of Public Works, Bureau of Engineering (BOE); Department of General Services (GSD); or other City Departments to conduct site preparation, utility installation, construction and other works related to the installation of the proposed Project at North Hollywood Recreation Center;
6. Authorize RAP's General Manager or designee, which may include another City Department, to issue a license to a housing operator for the operation, security and maintenance of the proposed Project for a period not to exceed three (3) years of operation;
7. Find that the proposed Project is statutorily exempt from the provisions of the California Environmental Quality Act (CEQA), pursuant to PRC Section 21080(b)(4)[Specific actions to prevent or mitigate an emergency], as reflected in California CEQA Guidelines Section 15269(c); and,
8. Request the Bureau of Engineering to file a Notice of Exemption (NOE) within five (5) working days of approval with the City and the Los Angeles County Clerk's Office.

SUMMARY

Declaration of an Emergency Shelter Crisis in the City of Los Angeles

In April 17, 2018, City Council (CF No. 15-1138-S33), with the support of the Mayor, unanimously voted to declare an emergency shelter crisis in the City of Los Angeles. With this declaration and pursuant to Los Angeles Municipal Code (LAMC) 12.80 and 12.81, shelters could now be established and operated on non-governmental property as well as property owned or leased by the City of Los Angeles in any zone without limits.

On May 30, 2018, Mayor Garcetti issued Executive Directive No. 24 which directed fifteen (15) City Departments to prioritize and facilitate the construction of temporary emergency homeless shelters also called Bridge Housing. Although, RAP was not one of the fifteen (15) City Departments named in the subject directive, RAP, with its over four hundred fifty (450) parks, was asked to contribute to alleviating the emergency shelter crisis within the City of Los Angeles.

On March 20, 2019, the Board of Recreation and Parks Commissioners (Board), through Report No. 19-062, approved the construction and operation of a temporary homeless shelter and storage facility on a 0.7 acre or 30,127 square feet portion of RAP's Lafayette Park. Subsequently, on September 4, 2019, the Board, through Report No 19-179, approved the construction and operation of a second temporary homeless shelter and storage facility on a

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0.65 acre or 28,500 square feet portion of RAP's Griffith Park on Riverside Drive. The Griffith Park- Riverside Drive shelter was completed in June and operations began on July 8. The Lafayette Shelter **is to be completed at the end of August and operations will begin on September 1.**

LA Alliance for Human Rights vs. City of Los Angeles

In June 2020, the City of Los Angeles (City) and the County of Los Angeles (County) reached an agreement to provide housing and services for up to 6,700 homeless people who live near freeways and those over 65 years of age or vulnerable to COVID-19. This agreement was approved by a federal judge related to a lawsuit filed in March 2020 by the Los Angeles Alliance for Human Rights which accused the City of Los Angeles of failing to comprehensively address the homeless crisis.

Under the agreement, the City will provide 6,700 beds within eighteen (18) months and the County will provide up to \$300 million over the next five (5) years to fund homeless services. The County also agrees to pay the City a one-time bonus fee of \$8 million if 5,300 beds are available within ten (10) months.

Ten (10) city-owned properties have been initially recommended as potential sites for this effort. Of these, three (3) are on park property. The three (3) park sites are Valley Plaza Park, North Hollywood Recreation Center, and Strathern Park West. All these parks are within Council District Two. With the support of the office of Los Angeles Councilmember Paul Krekorian, RAP staff working with other City staff have evaluated the proposed park sites and agree with the recommendations. There has been outreach with the community in the past for these locations. However, due to COVID-19, the urgency to address the public health and safety conditions, and the timeline set forth in the court-approved agreement extensive community outreach has not been conducted.

The portion of the North Hollywood Recreation Center that is proposed for this project measures approximately 0.5 acres or 21,705 square-feet (see Exhibit B). The Project area is separated from the larger park by Chandler Boulevard and is undeveloped with no existing structures. Due to its location and access issues, this triangular shaped property has been unused. In 2008, the Board, through Report No. 08-214, considered a proposal from a charter school to lease the subject property for the construction and operation of a charter school. The Board denied the request on the basis that a charter school is not a park use. The report cited several other proposals received that indicated problems associated with the site due to the fact that it was unused. The proposed Project will provide much needed use and activity to the park. The installation of the shelter will require the construction and placement of sewer lines, utilities and an access road which could be used for future park development once the shelter operations cease.

The proposed Project will provide shelter and services for up to 66 homeless individuals. The entire 0.5 acre or 21,705 square-foot site will be developed. The scope of work will include thirty-five (35) 8'x8' Pallet Shelters, one (1) – 7'x26' Hygiene Mobile Units, one (1) – 8'x40' modular shipping container offices, and one (1) 10'x10' Pallet for storage. The site will also accommodate 3 parking stalls, a large gathering space in front of the administration office with seating, an eating

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area with picnic tables and umbrellas for shade, a pet area, garden area and an emergency fire lane access road.

The proposed Project is unique in its use of pallet shelters as habitable structures. Pallet shelters are small, white rectangular structures constructed with a fiberglass material and an aluminum frame. These shelters come in two sizes: a (8'x8') 64-square-foot and a (10'x10') 100-square-foot model. These can be set up with little to no tools in under an hour. They come with a fold-up bed, windows, a ventilation system, and a front door that locks. They are an "Ikea approach to shelter," as the shelter comes in pieces that are assembled on site (see Exhibit C).

There are currently no pallet shelters in the City. However, there are four pallet shelters located in California. The first is a 60-unit shelter built in 10 days and operated by the County of Sonoma. The second is a 30-unit shelter built in 4 days and operated by the City of Riverside. The third is a 20-unit shelter operated by the City of Banning. The fourth is a 10-unit shelter built in 1 day operated by the City of Santa Cruz. All four shelters were built on existing parking lots.

Advantages to the use of pallet shelters include the fact that they are prefabricated and can easily be built in less than one hour with minimal tools. The shelters can be outfitted with beds, climate control, safety features, electricity, and more. They can be ready for resident move-in within a short amount of time.

ENVIRONMENTAL IMPACT

The proposed Project consists of the new construction of a temporary homeless shelter and is meant to prevent or mitigate the conditions arising from a sudden and unexpected dramatic rise in the City's already dangerously large homeless population. City Council declared a homeless shelter crisis pursuant to Government Code Section 8698, et seq. on April 17, 2018. The 2020 Homeless population count shows an unexpected and unabated dramatic surge in homelessness, and finds that the number of people experiencing homeless in the City has increased by 16.1% in one year, while the unsheltered homeless population has increased by 8.4%. Studies illustrated in the Notice of Exemption (Attachment 4) show the burden that homelessness imposes to life, health, property, and to essential public services in the City. Furthermore, the City is facing an unprecedented emergency at the current time due to the sudden occurrence of the COVID-19 pandemic, and this emergency is particularly concerning for the imminent threat it poses to the City's homeless population. In the United States District Court Central District of California case of *LA Alliance for Human Rights Et Al. vs. the City of Los Angeles, Et al.* Case No. 20-cv-02291-DOC concerning homelessness, the Court entered a May 2020 injunction, which has since been vacated for other reasons, recognizing that the combined risks of health impacts from living near freeways and the on-going COVID-19 pandemic constitute an emergency.

Public Resources Code (PRC) section 21080(b)(4) provides that the California Environmental Quality Act (CEQA) does not apply to "specific actions necessary to prevent or mitigate an emergency." PRC section 21060.3 defines *emergency* as, "a sudden, unexpected occurrence, involving a clear and imminent danger, demanding immediate action to prevent or mitigate loss of, or damage to, life, health, property, or essential public services." Section 21060.3 further

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provides that *emergency* “includes such occurrences as fire, flood, earthquake, or other soil or geologic movements, as well as such occurrences as riot, accident, or sabotage.” Moreover, Article 18, Section 15269(c) of CEQA Guidelines clarifies that a project to prevent a future emergency – such as this Project, which is designed to mitigate the impacts caused by the sudden and unexpected dramatic rise in the City’s already dangerously large homeless population, now adversely impacted by the COVID-19 pandemic— need not be sudden or unexpected to qualify as statutorily exempt from CEQA compliance.

As such Based on these considerations, RAP staff recommends that the Board determines that the proposed Project is statutorily exempt from the provisions of CEQA pursuant to PRC Section 21080(b)(4), as reflected in Article 18, Section 15269(c) of California CEQA Guidelines.

City Staff will file a Notice of Exemption (NOE) with the Los Angeles County Clerk should the Board grant this approval.

Staff also underlines that other exemptions may apply once the City identifies a qualifying source of funding for the project.

FISCAL IMPACT

This proposed Project will be fully funded through the A Bridge Home Program and a maintenance fund will be established for the duration of services. There is no fiscal impact to RAP’s general fund.

This Report was prepared by Cid Macaraeg, Sr. Management Analyst II, Planning, Construction and Maintenance Branch.

LIST OF ATTACHMENTS/EXHIBITS

- Attachment 1 – Map of North Hollywood Recreation Center
- Attachment 2 – Concept Plan for North Hollywood Recreation Center Pallet Shelter
- Attachment 3 – Generic Pallet Shelter Exhibit
- Attachment 4 – Notice of Exemption for North Hollywood Recreation Center – Proposed CD2 Pallet Housing Project



EQUITABLE PARKS & AMENITIES
DECISION SUPPORT SYSTEM

Homeless Pallet Shelter Pilot Project Chandler Boulevard



Disclaimer: This map is for informational purposes only and relies on data from a variety of sources, which may or may not be accurate or current. The City of Los Angeles assumes no responsibility arising from the use of this map. The map and associated data are provided "as is" without warranty of any kind.

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SCALE 1: 9,028



NOTES



HOMELESS PALLET SHELTER PILOT PROJECT CHANDLER BOULEVARD



CITY OF LOS ANGELES
GARY LEE MOORE, PE, ENV SP



**CHANDLER BLVD. PALLET
SHELTER PROJECT**
Chandler Blvd. North Hollywood, CA 91601

DEPARTMENT OF PUBLIC WORKS
CITY ENGINEER

COVER

COUNCIL DISTRICT:	2	G001
DATE:	7/6/20	
DRAWN BY:	MQ, EV, WD	Scale:
CHECKED BY:	AK	

BUREAU OF ENGINEERING





AERIAL FOR CHANDLER SITE



ENTRANCE AT CHANDLER



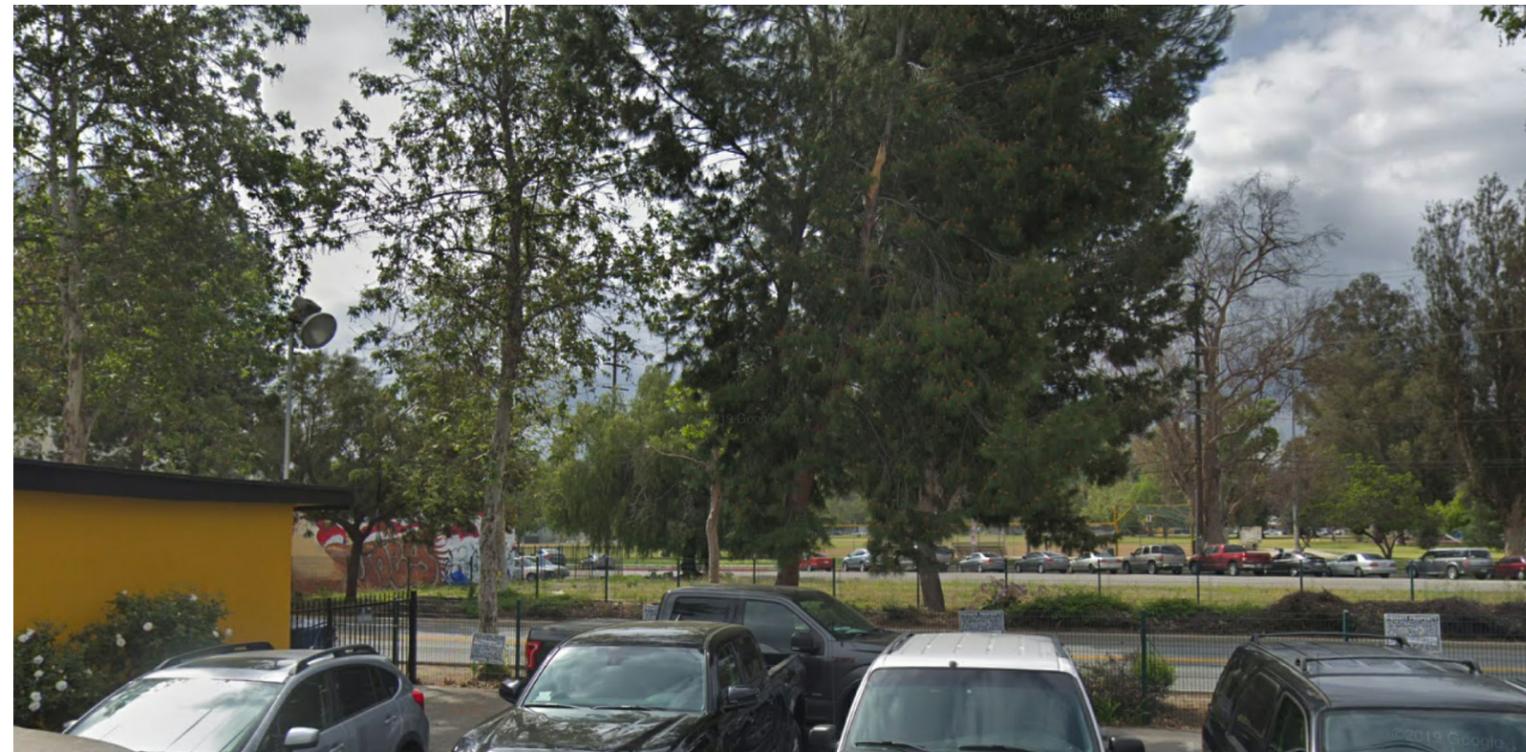
LOOKING EAST ON CHANDLER



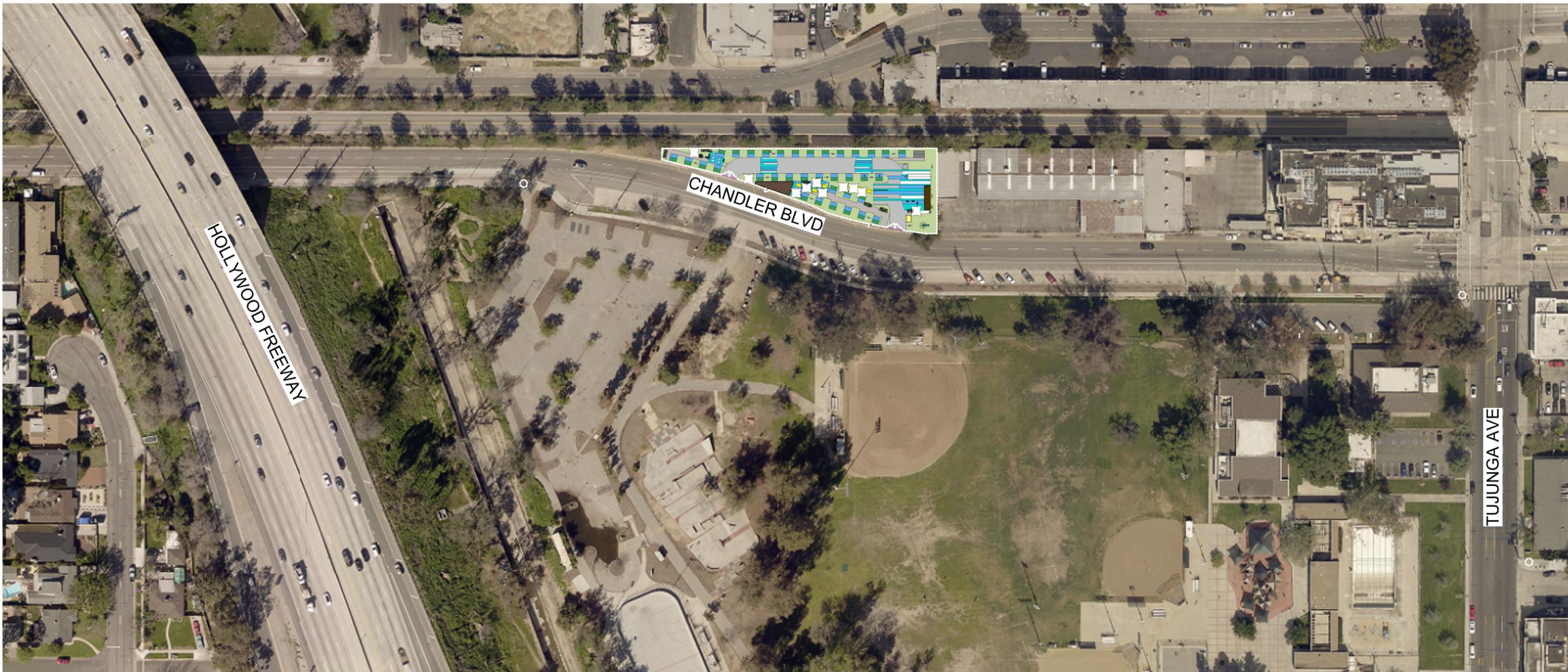
LOOKING NORTH EAST ON CHANDLER



LOOKING NORTH ALONG CHANDLER



LOOKING SOUTH ALONG ORANGE LINE BUSWAY



CHANDLER BLVD

PALLET PROJECT

PROJECT SCOPE:
NEW HOMELESS SHELTER PROJECT TO PROVIDE BEDS WITHIN PALLET STRUCTURES.

- PROGRAM**
PROPOSED SHELTER PALLET COUNT:
- 32 STANDARD - DOUBLE BEDS (64 OCCUPANTS)
 - 02 ADA - SINGLE BEDS (2 OCCUPANTS)
 - 01 FOR STAFF USE - FOOD PREP AND STORAGE - STAFF USE
 - 01 STORAGE - PALLET 100
 - * ONE HYGIENE TRAILERS (1:15 FOR TOILETS AND SHOWERS)
 - * 3 PARKING STALLS

TOTAL PALLETS: 35
TOTAL BEDS: 66

- NOTES:**
1. THE SITE WILL NEED GRADING TO LEVEL PALLET PLACEMENT.
 2. ASPHALT RECOMMENDED TO MITIGATE EROSION CAUSED BY RAIN.
 3. TEMPORARY SITE LIGHTING NEEDED, NO (E) LIGHT POLES ON NORTH SIDE OF CHANDLER BLVD.
 4. TWO CURB CUTS NEEDED FOR VEHICULAR ACCESS.
 5. THE EXISTING TREE CANOPY TO BE TRIMMED AND RAISED
 6. FIRE ACCESS REQUIRED
 7. HYGIENE TRAILER NEEDS SEWER/WATER CONNECTION.
 8. PALLETS REQUIRE OVERHEAD POWER SERVICE
 9. SEWER NEEDS TO BE VERIFIED

- SITE WORK REQUIRED**
- FIRE ACCESS PAVING WITH BASE = APPROX. XX,XXX SF
 - ASPHALT PAVING = APPROX XX,XXX SF
 - POWER POLES TO FEED EACH UNIT WITH OVERHEAD POWER AND TO PROVIDE SITE LIGHTING, SEE E-SHEETS
 - X,XXX LF OF FENCING WITH TWO SETS OF DOUBLE GATES AND TWO PEDESTRIAN GATES WITH OPERABLE FUNCTION

SITE DATA INFORMATION:

- CHANDLER AND NORTH HOLLYWOOD**
- SITE ADDRESS 11471 W CHANDLER BLVD
 - SITE ADDRESS 11483 W CHANDLER BLVD
 - ZIP Code 91601
 - PIN Number 171B169 132
 - LOT/PARCEL AREA (CALCULATED) 21,705.8 (sq ft)
 - THOMAS BROTHERS GRID PAGE 562 - GRID H2
 - THOMAS BROTHERS GRID PAGE 562 - GRID J2
 - ASSESSOR PARCEL NO.: (APN) 2350011900
 - TRACT: TR 10157
 - MAP REFERENCE: M B 180-41/45
 - BLOCK: NONE
 - LOT: LT 2
 - ARB (LOT CUT REFERENCE) NONE
 - MAP SHEET: 171B169

- JURISDICTIONAL INFORMATION**
- COMMUNITY PLAN AREA NORTH HOLLYWOOD - VALEY VILLAGE
 - AREA PLANNING COMMISSION: SOUTH VALLEY
 - NEIGHBORHOOD COUCL: NORTH HOLLYWOOD
 - COUNCIL DISTRICT: PAUL KREKORIAN
 - CENSUS TRACT # 1252.00
 - LADBS DISTRICT OFFICE: VAN NUYS

- PLANNING AND ZONING INFORMATION**
- SPECIAL NOTES: NONE
 - ZONING OS-1XL
 - ZONING INFORMATION: ZI-2427 FREEWAY ADJACENT ADVISORY NOTICE FOR SENSITIVE USES
 - ZONING INFORMATION ZI-2452 TRANSIT PRIORITY AREA IN CITY OF LOS ANGELES
 - ZONING INFORMATION ZI-1117 METRO RIGHT-OF-WAY (ROW) PROJECT AREA
 - ZONING INFORMATION ZI-2488 NO HO HILLSIDE AREA (Zoning Code): NO
 - SPECIFIC PLAN AREA NONE
 - SUBAREA NONE
 - SPECIAL LAND USE/ ZONING NONE
 - BUILDING LINE NONE
 - 500 FT PARK ZONE ACTIVE: NORTH HOLLYWOOD RECREATION CENTER
 - 500 FT PARK ZONE ACTIVE: DAVE POTELL MEMORIAL SPORTS FACILITY

SITE INFORMATION CONTINUED:

- PLANNING AND ZONING INFORMATION**
- SPECIAL NOTES: NONE
 - ZONING OS-1XL
 - ZONING INFORMATION: ZI-2427 FREEWAY ADJACENT ADVISORY NOTICE FOR SENSITIVE USES
 - ZONING INFORMATION ZI-2452 TRANSIT PRIORITY AREA IN CITY OF LOS ANGELES
 - ZONING INFORMATION ZI-1117 METRO RIGHT-OF-WAY (ROW) PROJECT AREA
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 - SPECIAL LAND USE/ ZONING NONE
 - BUILDING LINE NONE
 - 500 FT PARK ZONE ACTIVE: NORTH HOLLYWOOD RECREATION CENTER
 - 500 FT PARK ZONE ACTIVE: DAVE POTELL MEMORIAL SPORTS FACILITY

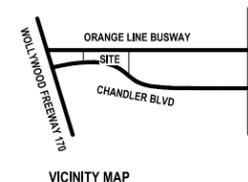
- ADDITIONAL INFORMATION**
- AIRPORT HAZARD: NONE
 - COASTAL ZONE: NONE
 - FARMLAND AREA NOT MAPPED
 - URBAN AGRICULTURE INCENTIVE ZONE: YES
 - VERY HIGH FIRE HAZARD SEVERITY ZONE: NO
 - FIRE DISTRICT NO. 1: NO
 - FLOOD ZONE: OUTSIDE FLOOD ZONE
 - WATERCOURSE: NO
 - HAZARDOUS WASTE / BORDER ZONE PROPERTIES: NO
 - METHANE HAZARD SITE: METHANE BUFFER ZONE
 - HIGH WIND VELOCITY AREAS: NO
 - SPECIAL GRADING AREA (BOE BASIC GRID MAP A-13372): NO
 - WELLS: NONE
 - SEISMIC INFORMATION
 - ALQUIST-PILOU FAULT ZONE: NO
 - LANDSLIDE: NO
 - LIQUEFACTION: NO
 - PRELIMINARY FAULT RUPTURE STUDY AREA: NO
 - TSUNAMI INUNDATION ZONE: NO

NOTE:

- WORK INCLUDES SITE DEVELOPMENT WITH THE MINIMUM FOLLOWING AMENITIES:
- a. PALLET SHELTER 64 - EACH WITH 2 BEDS OR 1 BED FOR DESIGNATED ADA UNITS. SEE SHEET A200 FOR REFERENCE.
 - b. FIXED HYGIENE TRAILERS WITH SHOWERS, RESTROOMS, DRINKING FOUNTAINS (REQUIRE HARD PIPING TO SEWER AND TO WATER) SEE SHEET A300 FOR REFERENCE.
 - c. PALLET SHELTER 64 FOR ADMINISTRATIVE USE, 2 MINIMUM PER SITE.
 - d. PERIMETER CHAIN LINK FENCING OF SITE.
 - e. EGRESS AND SITE LIGHTING. SEE E-SHEETS FOR REFERENCE.
 - f. STAFF PARKING - MINIMUM OF 3 STALLS.
 - g. ENCLOSED TRASH BIN AREA
 - h. SITE SHALL HAVE AN LAFD APPROVED 20 FT WIDE FIRE APPARATUS ACCESS LANE, AND TURNAROUND WHERE NECESSARY.
 - i. DESIGNATED LOADING AREA (FIRE LANE MAY BE USED) SEE CIVIL SHEETS FOR REFERENCE.
 - j. DESIGNATED FOOD DISTRIBUTION AREA (PAVED AREA: MINIMUM 10 FT BY 10 FT)
 - k. INTERNET AND SECURITY CAMERAS (INFRASTRUCTURE ONLY - CONDUIT)
 - l. PICNIC BENCHES WITH UMBRELLAS
 - m. POWER TO INDIVIDUAL PALLET SHELTERS, SEE ELECTRICAL SHEETS FOR REFERENCE.
 - n. POWER AND LOCATION FOR A HOT BOX (PROVIDE OUTLET OUTSIDE THE PALLET SHELTER)
 - o. STORAGE SHED FOR SUPPLIES (10 FT BY 10 FT PALLET SHELTER)
 - p. SITE PAVING - DECOMPOSED GRANITE AND, ASPHALT.
 - q. OUTLET FOR REFRIGERATION ADJACENT TO PALLET SHELTER (OUTDOOR)

AERIAL AND B.O.D DATA

1" = 60'-0"



VICINITY MAP

COUNCIL DISTRICT:	2
DATE:	7/6/20
DRAWN BY:	Author
CHECKED BY:	Checker
Scale:	1" = 60'-0"



BASE ANCHORING

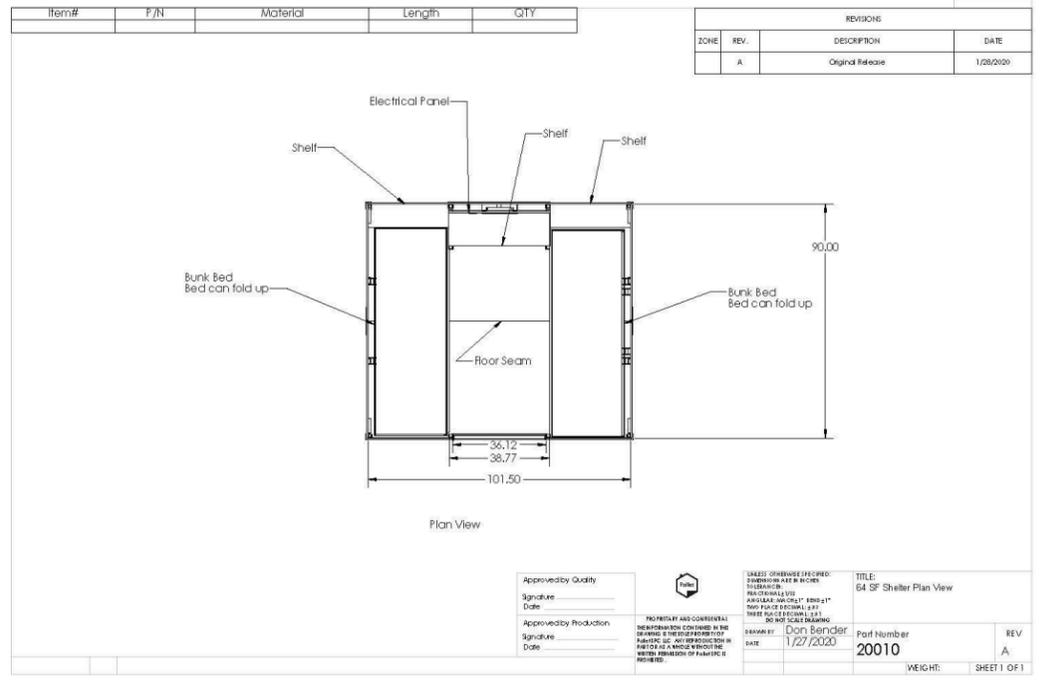
COUNCIL DISTRICT: 02
 DATE: 7/1/20
 DRAWN BY: EV, MQ
 CHECKED BY: AK
A201
 Scale: 1/8" = 1'-0"

CITY ENGINEER

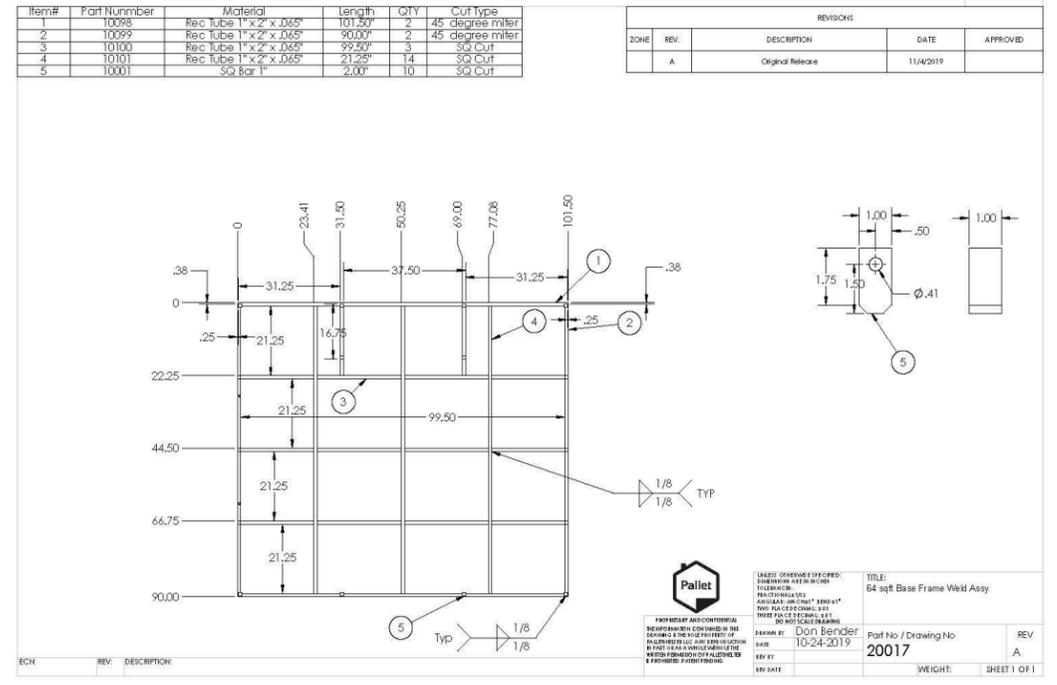
DEPARTMENT OF PUBLIC WORKS

HOMELESS PALLET SHELTER PROJECT

CITY OF LOS ANGELES
 GARY LEE MOORE, PE, ENV SP



2 PALLET - PLAN VIEW
 NOT TO SCALE



1 PALLET - BASE ANCHORING
 NOT TO SCALE



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EXEMPTION NARRATIVE

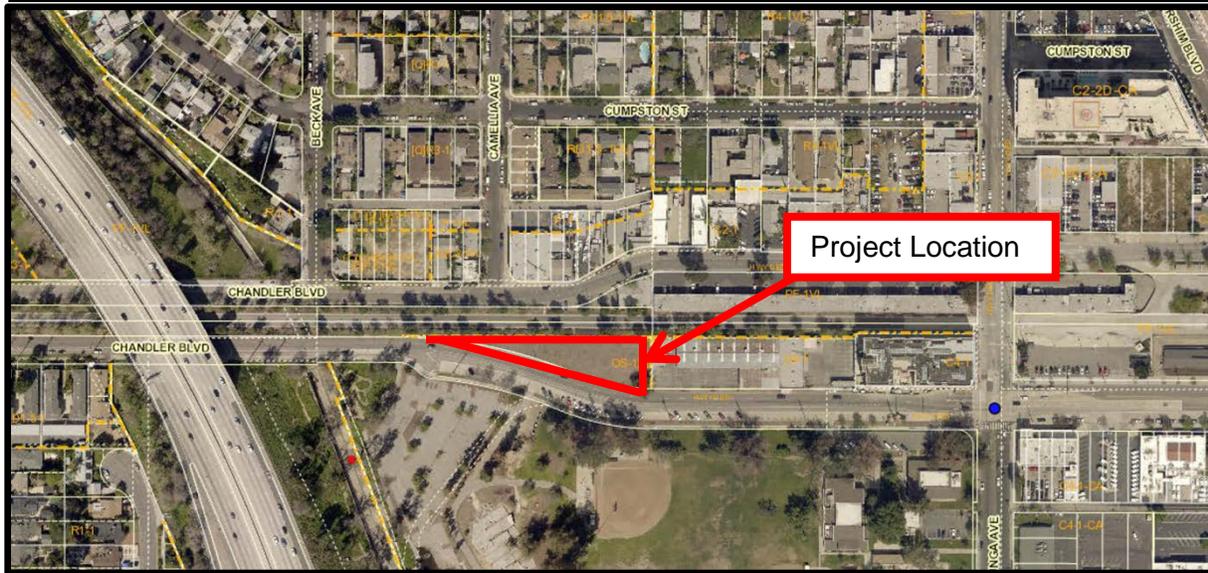
The proposed project includes the construction of a new homeless shelter site at a Recreation and Parks site that will provide emergency shelter, hygiene, storage, and food services to people experiencing homelessness. The project site is located on a parcel comprised of one lot in the North Hollywood area of the North Hollywood - Valley Village Community Plan Area in the City of Los Angeles Council District 2 (CD 02), 11471-11484 Chandler Blvd., North Hollywood, CA 91601, Assessor's Parcel Number (APN) 2334-002-900, see *Figure 1 – Project Site Location*. The project site is on an irregularly shaped approximately 21,706-sf City of Los Angeles Department of Recreation and Parks owned parcel that is currently developed as a park (City of Los Angeles Department of City Planning, 2020).

The project includes the construction of a new homeless shelter site at a Recreation and Parks site that includes pallet shelters with beds for up to 66 individuals experiencing homelessness, in furtherance of providing emergency homeless shelter beds in the City of Los Angeles. Pallet shelters are small, detached, pre-fabricated cabins made of aluminum and composite materials that will be assembled on site. The project includes approximately 34 pallet shelters; 32 with double beds (64 occupants) and 2 with ADA single beds. Additionally, there will be two pallets for administration and one pallet for storage, both with no beds. The shelter will be operated consistent with the Los Angeles Homeless Services Authority's (LAHSA) program requirements for bridge shelters including, but not limited to, LAHSA's Scope of Required Services and Program Standards. A third-party service provider will operate the project for the City and it is anticipated that a lease or similar operating and/or funding agreements may be executed.

The site will also include outdoor lighting, perimeter fencing, hygiene trailers with restrooms, showers, lavatories, drinking fountains, a double gate, a new deck, ramp and stairs, a trash bin area, outdoor seating, a pet area, new power service, new asphalt paving, k-rails for sidewalks, staff parking, site lighting, a food distribution area, and designated seating areas for food services. Site preparation will require grading, removal of at least one mature tree and trimming of existing large trees. The existing trees will be incorporated in the project design.

The project is zoned OS with an Open Space land use. The site is a triangular shaped infill parcel located just west of the intersection of Chandler Blvd. and Tujunga Ave. and is bounded on the east by commercial parcels adjacent to Tujunga Ave., on the south and north by Chandler Blvd. (westbound and eastbound)., on the west tapering to a point between Chandler Blvd's east and westbound lanes near Interstate 170 Hollywood Freeway. Parcels that surround the site on the north are commercial zoned with commercial uses and on the south are open space zoned with public institutional uses as a public park; and to the east are zoned commercial with commercial uses (City of Los Angeles Department of City Planning, 2020).

**Figure 1
Project Site Location Map**



I. PROJECT HISTORY: HOMELESS SHELTER CRISIS AND EMERGENCY

A. Homelessness Imposes a Loss of, or Damage to, Life, Health, Property, and to Essential Public Services in the City

Homelessness presents a danger of loss or damage to the health and property of the people of the City and an undue burden on essential public services. Homeless persons constitute approximately 0.78 percent of the City’s population (Los Angeles Homeless Services Authority, 2018).

In 2018, homeless persons constituted 13.5 percent of LAFD’s total patient transports to a hospital, meaning a homeless person is 17 percent more likely to require emergency hospital transportation than the general population (LAFD Battalion Chief and Paramedic Douglas Zabalski, 2019). Studies have shown that individuals identified as homeless utilize health care services more frequently than comparable non-homeless individuals of the same age, gender, and low-income status, particularly high-cost services such as ER visits and psychiatric hospitalizations (Hunter, 2017) (Hwang SW, 2013).

Los Angeles County’s Chief Executive Officer reported the County spent \$965 million on health, law enforcement, and social services toward individuals experiencing homelessness in fiscal year 2014–2015 (Wu, 2016). Consistent with that report, a 1998 study in the *New England Journal of Medicine* found that homelessness was associated with substantial excess costs per hospital stay in New York City, with homeless patient staying in the hospital 36 percent longer per admission on average than other patients (Salit, *Hospitalization Costs Associated with Homelessness in New York City*, 1988).

Homelessness also causes significant danger to the health and lives of persons who are homeless. Homeless individuals living in the City are frequent crime victims. In 2018, LAPD reported 2,965 instances where a homeless individual was a victim of a serious crime, including homicide, rape, aggravated assault, theft, and arson (also known as “Part 1 Crimes.”) (Commander Dominic H. Choi, 2019). This compares to 1,762 such crimes in 2017, a 68 percent increase (*Id.*). This dramatic increase in Part 1 Crime statistics may be due to more

rigorous LAPD data collection methodologies, but is consistent with the increasing incidence of homelessness documented in June of 2019 detailed below (*Id.*).

Overall, in 2018, the LAPD reported 6,671 instances in total where a homeless individual was a Part 1 Crime victim and/or suspect, among the 31,285 estimated homeless individuals throughout the City (*Id.*). This means that in 2018 there was approximately one Part 1 Crime per every 4.68 homeless individuals in the City. By comparison, for the same year LAPD reported 129,549 total Part 1 Crimes Citywide among an estimated population of 4,054,400 City residents, or approximately one Part 1 crime per every 31.29 City residents. Accordingly, the rate of Part 1 crimes among homeless individuals in 2018 was approximately seven times higher than the rate among the City population as a whole (*Id.*).

On October 4, 2018 and again on February 6, 2019, the Los Angeles County Department of Public Health identified an outbreak of endemic flea-borne typhus in downtown Los Angeles among persons experiencing homelessness. On September 19, 2017, the Los Angeles County Department of Public Health declared a Hepatitis A virus outbreak among persons who are homeless and/or use illicit drugs in the County. Likewise, a January 2018 report from the Los Angeles County Department of Mental Health reported that data from the Los Angeles County Medical Examiner-Corner's showed that a significant number of deaths in the homeless population were caused by treatable conditions such as arteriosclerotic cardiovascular disease, pneumonia, diabetes, cancer, cirrhosis, severe bacterial infections and other conditions (Choi, 2019). As noted more recently by the Board of Supervisors for the County of Los Angeles on October 29, 2019:

Mortality rates for people experiencing homelessness are much higher than those for the general population, have risen in the County over the past five years, and are expected to increase again for 2019. A recent analysis by the County's Department of Public Health on mortality rates and causes of death among people experiencing homelessness shed critical light on this issue and provided sobering data on recent trends. The overall mortality rate, which accounts for increases in the total homeless population over the 6-year period from 2013 to 2018, increased each year from 1,382 per 100,000 to 1,875 deaths per 100,000, with the total number of deaths among people experiencing homelessness increasing each year from 536 in 2013 to 1,047 in 2018. The leading causes of death included coronary heart disease (22%) and unintentional drug and alcohol overdose (21%), indicating that there are opportunities for interventions to prevent premature deaths (Supervisor Ridley-Thomas, Supervisor Solis, 2019) (Department of Public Health, 2019).

These significant adverse health impacts suffered by the homeless in the City and County of Los Angeles are consistent with the impacts identified by a well-established body of expert social science studies that document the significant adverse health and welfare impacts experienced by homeless persons in the United States and in other countries, which the homeless in the City and County experience as well. Some of that research has documented the following impacts upon homeless persons:

Mortality Rates. A study of the mortality rates of sheltered homeless people in New York City between 1987 and 1994 documented that homeless men died at a rate more than twice that of other residents of New York, and that homeless women died at a rate more than 3.7 times greater than other New York residents (Barrow, Susan M., PhD, Daniel B. Herman, DSW, Pilar Cordova, BA, and Elmer L. Struening, PhD, 1999). A study conducted between 1985 and 1988 in Philadelphia found that the mortality rate among homeless persons in Philadelphia was nearly four times greater than for the general population (Hibbs, Jonathan R., MD, et. al., 1994). A review of five years of data between 2000 and 2005 in Glasgow, Scotland found that homelessness is, itself, is an independent risk factor for death, distinct from other specific

causes (Morrison, 2009).

Access to Healthcare. A 2003 nationwide survey of homeless persons documented that homeless adults reported substantial unmet needs for multiple types of health care (Baggett, Travis P., MD, MPH, James J. O'Connell, MD, Daniel E. Singer, MD, and Nancy A. Rigotti, MD, , 2010). The report found 73 percent of the respondents reported at least one unmet health need, including an inability to obtain needed medical or surgical care (32%), prescription medications (36%), mental health care (21%), eyeglasses (41%), and dental care (41%) (*Id.*).

AIDs Impacts. A study of San Francisco residents diagnosed with AIDS from 1996 through 2006 and reported to the San Francisco Department of Public Health demonstrated that homeless persons with HIV/AIDS have greater morbidity and mortality, more hospitalizations, less use of antiretroviral therapy, and worse medication adherence than HIV infected persons who are stably housed (Schwarcz, Sandra K, Ling C Hsu,, Eric Vittinghoff, Annie Vu, Joshua D Bamberger and Mitchell H Katz, 2009).

Cancer Impacts. A study of 28,000 current and formerly homeless individuals in Boston documented that homeless men saw a significantly higher cancer incident rate than expected compared to the general Massachusetts general population, and that homeless women and men experienced significantly higher cancer mortality rates than the Massachusetts general population (Baggett, Travis P et al., 2015).

B. Unexpected and Unabated Dramatic Surge in Homelessness

A 2017 Rand Corporation study reported the County of Los Angeles as having the highest rate in the United States of unsheltered individuals who experience homelessness (Hunter, Sarah B., Melody Harvey, Brian Briscoe, and Matthew Cefalu, 2017). The impacts of homelessness upon the homeless and upon the community, in terms of the danger to or loss of life, property, health and burden on public services is exacerbated in the City due the very size of the City's homeless population. The homeless shelter crisis and the rise in homelessness are the type of emergency situations that led the State to adopt AB 1197, an urgency statute addressing homelessness that was deemed necessary for the immediate preservation of the public peace, health, or safety and for the critical necessity to address the shelter and homeless crisis within the City of Los Angeles.

The City of Los Angeles (the City) City Council declared a homeless shelter crisis pursuant to Government Code Section 8698, et seq. on April 17, 2018 (The Honorable M. Bonin & M. O'Farrell , 2019), which is currently in effect (The Honorable M. Bonin & M. Harris-Dawson, 2019). Following significant investment of resources by both the County and City, the 2018 Homeless Count showed progress in reducing homelessness, documenting a 5.5 percent overall decrease in the number of persons experiencing homelessness in LA County (LAHSA, 2020).

Table 1 - 2018 Homeless Count Data Summary presents the data revealed by the 2018 Homeless Count concerning the City of Los Angeles, as documented in the 2018 Data Summary in Table 1 (LAHSA, 2020).

Table 1 2018 Homeless Count Data Summary		
	Number of Individuals	Change from 2017
Sheltered Homeless	8,398	6% Decrease
Unsheltered Homeless	22,887	5.3% Decrease
Total Homeless Persons	31,285	5.5% Decrease

Despite these efforts and the initial progress shown in 2018, the revised 2019 Homeless Count, released in July 22, 2020, unexpectedly documented a dramatic increase in the number of individuals experiencing both sheltered and unsheltered homelessness in (LAHSA, 2020) *Table 2 - 2019 Homeless Count Data Summary* presents the data revealed by the 2019 Homeless Count concerning the City of Los Angeles, as documented in the 2019 Data Summary as shown in Table 2 (LAHSA, 2020):

Table 2 2019 Homeless Count Data Summary (Revised 07/20/2020)		
	Number of Individuals	Change from 2018
Sheltered Homeless	8,944	6.5% Increase
Unsheltered Homeless	26,606	16.2% Increase
Total Homeless Persons	35,550	13.7% Increase

LAHSA recently published its 2020 Homeless Count, released in July 20, 2020, which shows that the homelessness emergency in the City of Los Angeles continues unabated. The documented number of individuals experiencing both sheltered and unsheltered homelessness dramatically increased yet again, as shown in *Table 3 - 2020 Homeless Count Data Summary*. (LAHSA, 2020)

Table 3		
2020 Homeless Count Data Summary		
	Number of Individuals	Change from 2019
Sheltered Homeless	12,438	39% Increase
Unsheltered Homeless	28,852	8.4% Increase
Total Homeless Persons	41,290	16.1 % increase

C. Emergency Related to COVID-19 Pandemic Impacting Homeless Community

In addition to the crisis of growing homelessness, the COVID-19 pandemic is impacting homeless persons. On March 4, 2020, the Governor proclaimed a State of Emergency for the State of California (Governor Gavin Newsom, 2020), and the Mayor of the City of Los Angeles declared a local emergency related to the threat of the COVID-19 pandemic affecting the local population (Mayor Eric Garcetti, 2020). The City is facing an unprecedented emergency at the current time due to the sudden occurrence of the COVID-19 pandemic, and this emergency is particularly concerning for the imminent threat it poses to the City’s homeless population.

On March 11, 2020, the State Department of Health issued guidance for protecting homeless Californians from COVID-19, which noted the following:

“We know that individuals experiencing homelessness are at greater risk of having an untreated and often serious health condition. This vulnerable population also has a higher risk of developing severe illness due to COVID-19,” said Dr. Mark Ghaly, Secretary of the California Health and Human Services Agency. “It is important that we act now to protect this population and the compassionate people who serve them.” (Corey Egel, 2020)

The homeless often live unsheltered, unprotected from the elements and in close contact and proximity to other individuals in the homeless community. As noted above, the homeless population is substantially more prone to underlying health conditions. The State Department of Public Health additionally states that populations “with compromised immune systems, and people with certain underlying health conditions like heart disease, lung disease and diabetes, for example, seem to be at greater risk of serious illness.” (California Dept. of Public Health, 2020) Thus, exposure to COVID-19 in the homeless population is an imminent concern for the damage it will cause on these susceptible individuals.

On March 12, 2020, the Governor’s Executive Order No. N-25-20 noted the “need to secure numerous facilities to accommodate quarantine, isolation, or medical treatment of individuals testing positive for or exposed to COVID-19.” (Governor Gavin Newsom, 2020) On March 18, 2020, the Governor issued Executive Order No. N-32-20 (Governor Gavin Newsom, 2020), which further noted imminent impacts to the homeless, as follows:

[T]he emergency of COVID-19 necessitates a more focused approach, including emergency protective measures to bring unsheltered Californians safely indoors, expand shelter capacity, maintain health and sanitation standards and institute medically indicated interventions, and add new isolation and quarantine capacity

to California's shelter and housing inventory to slow the spread of the pandemic....

The Governor has stated that “[p]eople experiencing homelessness are among the most vulnerable to the spread of COVID-19,” and “California is deploying massive resources to get these vulnerable residents safely into shelter, removing regulatory barriers and securing trailers and hotels to provide immediate housing options for those most at risk. Helping these residents is critical to protecting public health, flattening the curve and slowing the spread of COVID-19.” (California Governor, Press Release (Governor Gavin Newsom, 2020)

On March 19, 2020, the Governor issued a stay-at-home order directing residents to stay home or at their place of residence (Governor Gavin Newsom, 2020). It noted “in a short period of time, COVID-19 has rapidly spread throughout California, necessitating updated and more stringent guidance from federal, state, and local public health officials.” (Governor Gavin Newsom, 2020). Similar local Safer-at-Home orders followed (County of Los Angeles Public Health Department, 2020) (Mayor Eric Garcetti, 2020). The City's Safer at Home order particularly noted the following:

City of Los Angeles officials and contracted partners responsible for homelessness outreach shall make every reasonable effort to persuade such residents to accept, if offered, temporary housing or shelter, as the Health Officer of the County of Los Angeles recommends that sheltering individuals will assist in reducing the spread of the virus and will protect the individual from potential exposure by allowing the individual access to sanitation tools.

(Mayor Eric Garcetti, 2020)

In the United States District Court Central District of California case of *LA Alliance for Human Rights Et Al. vs. the City of Los Angeles, Et al.* Case No. CV 20-02291 DOC (The Honorable Judge David O. Carter, 2020), concerning homelessness, the Court entered a May 2020 injunction that had ordered the City of Los Angeles in partnership with the County of Los Angeles, to protect a particular subset of persons experiencing homelessness, finding they are exposed to severely heightened public health risks as a result of where they live. (The Honorable Judge David O. Carter, 2020) Although the Court vacated that order on June 18, 2020, in favor of a homeless shelter agreement between the City and County, the Court retained its right to re-impose the May 2020 injunction. The Court's May 2020 findings concerning the emergency situation faced by homeless persons, therefore, is relevant to understanding the emergency situation.

The Injunction found that the combined risks of health impacts from living near freeways and the on-going Covid-19 pandemic constitute an emergency. The Court found that it is unreasonably dangerous for humans to live in areas which have deleterious health impacts and can shorten a homeless person's life expectancy by decades. These locations near freeways, for example, could be contaminated with lead or other carcinogenic substances and also increase the danger that a homeless person will be struck by a vehicle or injured in the event of an earthquake or crash. Camps in these locations can also burden the general public—for example, by posing potential hazards to passing motorists, or by making sidewalks and other rights-of-way inaccessible to individuals with disabilities.

The Court further found that providing housing for persons experiencing homelessness will help stop the spread of COVID-19 persons experiencing homelessness and will also help reduce the likelihood that the disease will spread throughout the greater Los Angeles community

Taken together, the unexpected and dramatic increase in homelessness in the City and County of Los Angeles identified first in 2019, continues unabated in 2020, which is now exacerbated by

the COVID-19 pandemic posing a critical emergency situation in the City of Los Angeles. This situation presents documented dangers to health, life, property and a burden on public resources which presents an emergency as defined by CEQA as explained below. Furthermore, the State has created two additional CEQA exemptions applicable in the City of Los Angeles concerning homelessness and homeless shelters.

II. THE PROJECT IS EXEMPT FROM FURTHER CEQA REVIEW

A. The Project is Exempt Pursuant to the Emergency CEQA Statutory Exemption (PRC Section 21080(b)(4))

Public Resources Code section 21080(b)(4) provides that CEQA does not apply, to “specific actions necessary to prevent or mitigate an emergency.” Public Resources Code section 21060.3 defines Emergency as, “a sudden, unexpected occurrence, involving a clear and imminent danger, demanding immediate action to prevent or mitigate loss of, or damage to, life, health, property, or essential public services.” Section 21060.3 further provides that Emergency, “includes such occurrences as fire, flood, earthquake, or other soil or geologic movements, as well as such occurrences as riot, accident, or sabotage.”

Finally, 14 California Code of Regulations (Governor's Office of Planning and Research, 2018) Section 15269, “Emergency Projects,” provides examples of emergency projects exempt from the requirements of CEQA, including the following:

(c) Specific actions necessary to prevent or mitigate an emergency. This does not include long-term projects undertaken for the purpose of preventing or mitigating a situation that has a low probability of occurrence in the short-term, but this exclusion does not apply

(i) if the anticipated period of time to conduct an environmental review of such a long-term project would create a risk to public health, safety or welfare, or

(ii) if activities (such as fire or catastrophic risk mitigation or modifications to improve facility integrity) are proposed for existing facilities in response to an emergency at a similar existing facility.

The project is a specific action necessary to prevent or mitigate an emergency – the conditions arising from a sudden and unexpected dramatic rise in the City’s already dangerously large homeless population, now adversely impacted by the COVID-19 pandemic for all of the reasons set forth above in Part II (Project History). The Project, therefore is exempt from CEQA environmental review pursuant to Section 21080(b)(4).

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Attachment

Project Site Plan



CHANDLER BLVD AND NORTH HOLLYWOOD

PALLET PROJECT

PROJECT SCOPE:
NEW HOMELESS SHELTER PROJECT TO PROVIDE BEDS WITHIN PALLET STRUCTURES.

PROPOSED SHELTER PALLET COUNT:

- 32 STANDARD - DOUBLE BEDS
- 02 ADA - SINGLE BEDS
- 01 STAFF USE
- 01 STORAGE - PALLET 100
- ONE HYGIENE TRAILER (1:15 FOR TOILETS AND SHOWERS)
- 3 PARKING STALLS

TOTAL PALLETS: 36
TOTAL BEDS: 66

NOTES:

1. THE SITE WILL NEED GRADING TO LEVEL PALLET PLACEMENT.
2. ASPHALT RECOMMENDED TO MITIGATE EROSION CAUSED BY RAIN.
3. TEMPORARY SITE LIGHTING NEEDED, NO (E) LIGHT POLES ON NORTH SIDE OF CHANDLER BLVD.
4. TWO CURB CUTS NEEDED FOR VEHICULAR ACCESS.
5. THE EXISTING TREE TO BE REMOVED
6. FIRE ACCESS REQUIRED - TO BE ASPHALT
7. MOBILE HYGIENE UNIT NEEDS SEWER/WATER CONNECTION.
8. PALLETS REQUIRE OVERHEAD POWER SERVICE TO FEED PALLET STRUCTURES
9. PROVIDE AN RV HOOK UP STATION WITH 5' X 5' CONCRETE PAD AND TRAFFIC BOLLARDS. (SEWER/ WATER/ ELECTRIC CONNECTIONS REQUIRED).
10. THIS SITE IS IN A METHANE BUFFER ZONE.
11. PROVIDE A NEW FIRE HYDRANT ON A 2'X2' CONCRETE PAD, PER CITY REQUIREMENTS.

KEYNOTE LEGEND

- A. (N) PERIMETER FENCING WITH PRIVACY SLATS
- B. PALLET SHELTER 64, TYP.
- C. HYGIENE TRAILER - SHOWERS, TOILETS, LAVATORIES, SEE SHEET A300
- D. (N) VEHICULAR DOUBLE GATE, TYP. FOR 2
- E. GROUND TO BE PAINTED
- F. DUMPSTER - CITY PROVIDED
- G. FIRE HYDRANT
- H. (N) EGRESS GATE WITH PANIC HARDWARE
- I. (N) OUTDOOR SEATING WITH PICNIC TABLES - ULINE METAL PICNIC TABLES - 6' RECTANGLE OR 46" ROUND AND MOBILE UMBRELLAS WITH ACRYLIC CANVAS - SUNBRELLA FABRIC
- J. PROVIDE SITE AND EGRESS POST LIGHTS, TYP A NEEDED PER LIGHT STUDY
- K. ASPHALT PAVING
- L. HYGIENE UNIT STATION. REFER TO SHEET P001. GC TO VERIFY LOCATION
- M. HOT BOX AREA, POWER FROM ADJACENT CONTAINER.
- N. STORAGE PALLET 100
- O. FOOD DISTRIBUTION AREA
- P. FIRE LANE - ACCESS ROAD, VERIFY REQUIRED RADIUS
- Q. STAFF PARKING - 3 SPACES
- R. EXISTING SEWER MANHOLE - CONTRACTOR TO VERIFY LOCATION
- S. EXISTING STORM DRAIN - CONTRACTOR TO VERIFY LOCATION
- T. FOOD PALLET STORAGE
- U. 8X20 ADMIN CONTAINER WITH LIGHTING, POWER, WATER AND SEWER CONNECTION, REFER TO SHEET A400, GC TO VERIFY REQUIREMENTS FOR SLAB DUE TO METHANE BUFFER AREA
- V. CONCRETE OR WOOD PLANTERS, PAINT TO FINISH
- W. 6'X6' GUARD BOOTH WITH HEATING AND LIGHTING.
- X. 2 NEW CURB CUTS WILL BE REQUIRED, WILL REQUIRE A PERMIT.
- Y. K-RAILS FOR SIDEWALK
- Z. PET AREA WITH CHAIN LINK FENCING AND DOUBLE PEDESTRIAN GATE
- AA. SHADE UMBRELLAS AT EATING AREAS AND THROUGHOUT TO PROVIDE SHADE
- BB. GARDEN AREA WITH SEATING
- CC. DECOMPOSED GRANITE - SEE PAVING PLA
- DD. EXISTING TREE TO BE REMOVED - REFER TO DEMO PLAN
- EE. NEW FIRE HYDRANT REQUIRED, POUR A 2'X2' PAD PER CITY REQUIREMENTS

SITE LAYOUT PLAN

3/64" = 1'-0"



VICINITY MAP