

APPROVED

CEQA 6/2020

BOARD OF RECREATION AND PARK COMMISSIONERS

BOARD REPORT

NO. 20-161

DATE August 6, 2020

C.D. 2

BOARD OF RECREATION AND PARK COMMISSIONERS

SUBJECT: VALLEY PLAZA PARK – 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 _____

for S. Piña-Cortez _____
C. Santo Domingo _____
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Approved X Disapproved _____ Withdrawn _____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 the southeast portion of the Department of Recreation and Parks' (RAP) Valley Plaza Park (Exhibit A) located at 6099 Laurel Canyon Blvd., North Hollywood, California 91606 (Los Angeles County Assessor's Parcel No. 2334-002-900), as a temporary homeless shelter site, is consistent with the use of a portion of Valley Plaza Park (Exhibit B) for park purposes;
2. Approve the proposed construction of the CD 2 Valley Plaza Park 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 the southeast portion of Valley Plaza Park (Exhibit B);
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;

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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;
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 Park 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 Board Report No 19-179, approved the construction and operation of a second temporary homeless shelter and storage facility on a 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.**

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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 and others 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 southeast portion of Valley Plaza Park, sometimes referred to unofficially as Alexandria Park, measures approximately 5.43 acres or 236,725 square-feet (see Exhibit A). It is mostly landscaped open space with no existing structures. It has several picnic tables spread throughout the property. It was separated from the larger section of Valley Plaza Park by the construction of the 170 Freeway and is located between the 170 Freeway to the west and a private commercial complex to the east. Historically, this portion of Valley Plaza Park has not been used much by the general public due to high incidences of crime. In 2003, the Board approved Board Report No. 03-328, which authorized staff to negotiate with the Community Redevelopment Agency to exchange this property with another larger and more desirable property. In this report, it was noted that the Department received a letter from the Chief of Police indicating crime in this park was at a level rendering this property unsuitable for park use. Negotiations fell through and the park has remained relatively 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 200 homeless individuals. Approximately 1.72 acres or 75,000 square-feet of the park will be developed. The scope of work includes fencing off the majority of the open space and the installation of several structures. The structures include placing 103 – 8'x8' Pallet Shelters, 3 – 7'x26' Hygiene Mobile Units, and 2 – 8'x40' modular shipping container offices. Additional site improvements also include two (2)

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new seating plaza areas for food services, site lighting, new landscaping, site utilities improvements, and access road (see Exhibit B).

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 shelter 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.

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 a program to be determined by City Council. This will also include funding for the maintenance and services for the duration of the operation of the shelter facility. There is no fiscal impact to the RAP’s general fund.

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

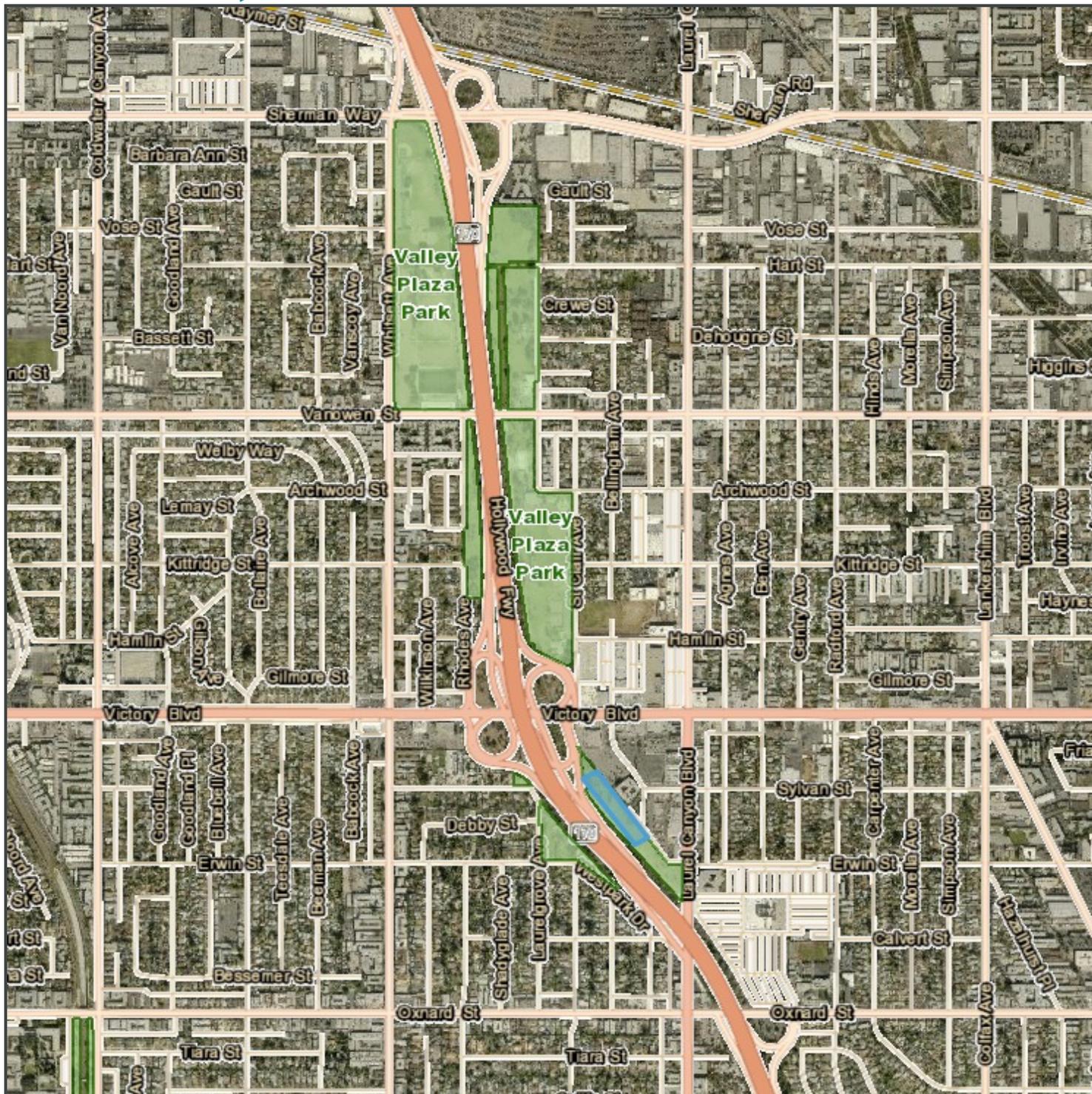
LIST OF ATTACHMENTS/EXHIBITS

- Attachment 1 – Map of the portion of Valley Plaza Park
- Attachment 2 – Concept Plan for Valley Plaza Park Pallet Shelter
- Attachment 3 – Generic Pallet Shelter Exhibit
- Attachment 4 – Notice of Exemption for Valley Plaza Park – Proposed Cd2 Pallet Housing Project



EQUITABLE PARKS & AMENITIES
DECISION SUPPORT SYSTEM

Homeless Pallet Shelter Pilot Project Valley Plaza Park



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: 18,056



NOTES



VICINITY AND SITE DATA

COUNCIL DISTRICT:	02
DATE:	07/24/20
DRAWN BY:	EV
CHECKED BY:	MQ
Scale: 1" = 60'-0"	

**VALLEY PLAZA PARK
 PALLET PROJECT**

6099 Laurel Canyon Blvd, North Hollywood 91606



**VALLEY PLAZA PARK
 PALLET SHELTER SITE**

PROJECT SCOPE:
 NEW HOMELESS PALLET SHELTER PROJECT AT A RECREATION AND PARKS SITE. PROJECT SHALL PROVIDE SHELTER TO 200 INDIVIDUALS AT A TIME. SITE AMENITIES WILL INCLUDE MOBILE HYGIENE UNITS WITH RESTROOM, SHOWERS, LAVATORIES, AND DRINKING FOUNTAINS; DESIGNATED SEATING AREAS WITH MOBILE UMBRELLAS FOR FOOD SERVICES. PROJECT WILL INCORPORATE SHIPPING CONTAINERS FOR ADMINISTRATIVE OFFICES WITH ROOM FOR STORAGE, AND SHALL INCLUDE A STAFF RESTROOM.

PROPOSED SHELTER PALLET COUNT: 105
 • 95 STANDARD - DOUBLE BEDS
 • 10 ADA - SINGLE BEDS

TOTAL BEDS: 200

MOBILE HYGIENE UNITS REQUIRED: 3

8X40 ADMIN. CONTAINERS ON SITE: 2

NOTE:
 LAYOUT FOR CONCEPTUAL DESIGN ONLY.

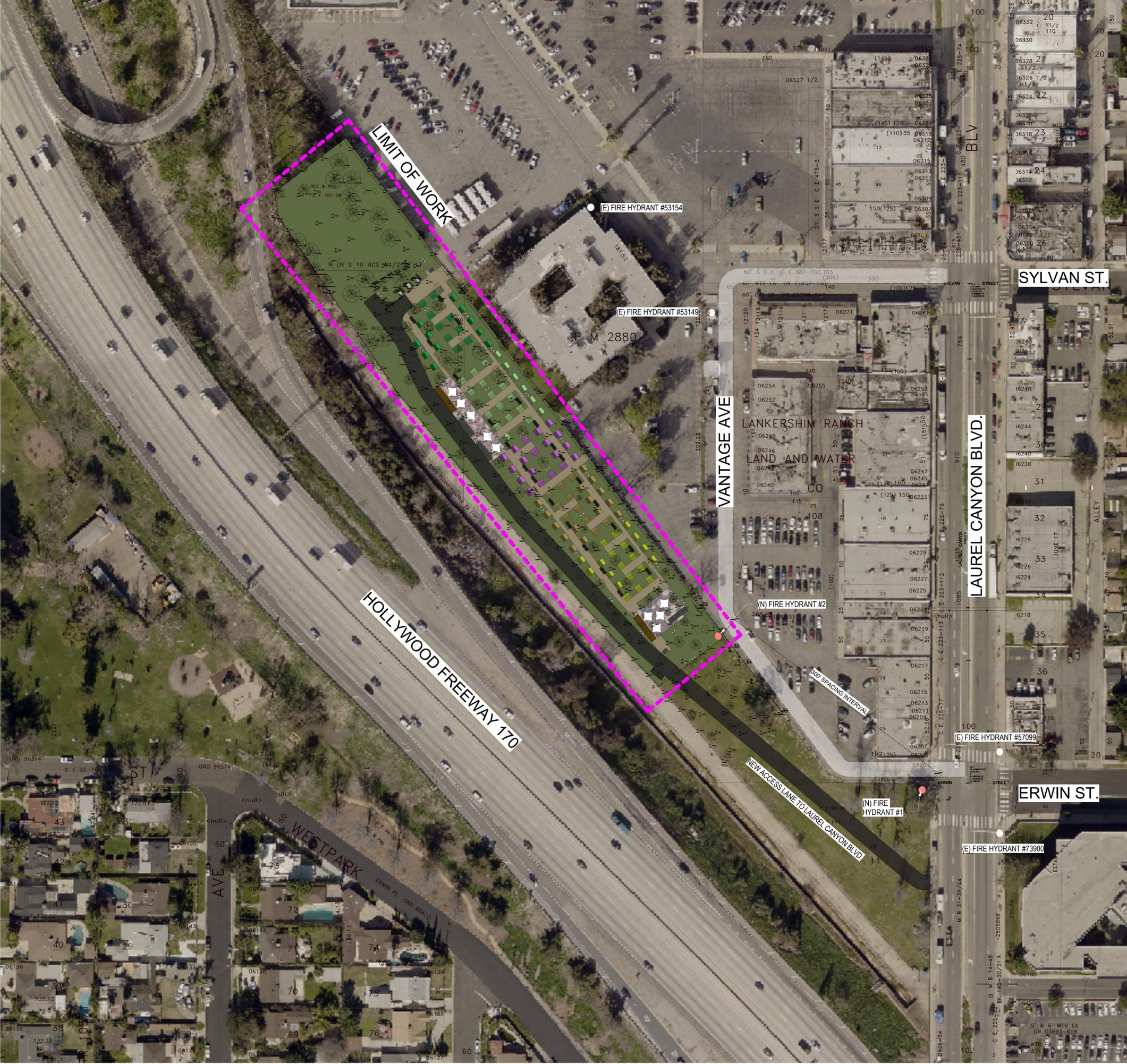
SITE INFORMATION

ADDRESS/LEGAL INFORMATION
 LOT NUMBER 177B165 336
 LOT/PARCEL AREA (4 PARCELS) 236,725 SQ. FT.
 THOMAS BROTHERS GRID PAGE 532 - GRID G7
 ASSESSOR PARCEL NO. (APN) 2334002900
 TRACT LANKERSHIM RANCH LAND AND WATER CO.
 MAP REFERENCE M R 31-39/44
 BLOCK NONE
 LOT PT 111
 ARB (LOT CUT REFERENCE) NONE
 MAP SHEET 177B165

JURISDICTIONAL INFORMATION
 COMMUNITY PLAN AREA NORTH HOLLYWOOD - VALLEY VILLAGE
 AREA PLANNING COMMISSION SOUTH VALLEY
 NEIGHBORHOOD COUNCIL NOHO
 COUNCIL DISTRICT CD 2 - PAUL KREKORIAN
 CENSUS TRACT # 1239.01
 LADBS DISTRICT OFFICE VAN NUYS

PLANNING AND ZONING INFORMATION
 ZONING OS-1XL
 ZONING INFORMATION (Z) ZI-2427 FREEWAY ADJACENT ADVISORY NOTICE FOR SENSITIVE USES ZI-2488 LAUREL CANYON COMMERCIAL CORRIDOR
 GENERAL PLAN LAND USE OPEN SPACE

FIRE DEPARTMENT REQUIREMENTS
 SITE WILL REQUIRE TWO NEW FIRE HYDRANTS, AS SHOWN. GENERAL CONTRACTOR TO VERIFY FINAL LOCATION AND REQUIREMENTS.



VICINITY MAP
 1" = 60'-0"





SECONDARY ACCESS WITH SECURITY GUARD BOOTH, PEDESTRIAN ONLY.

NEW PERIMETER 8' HIGH FENCING

EXISTING PARK BENCHES AND TABLES

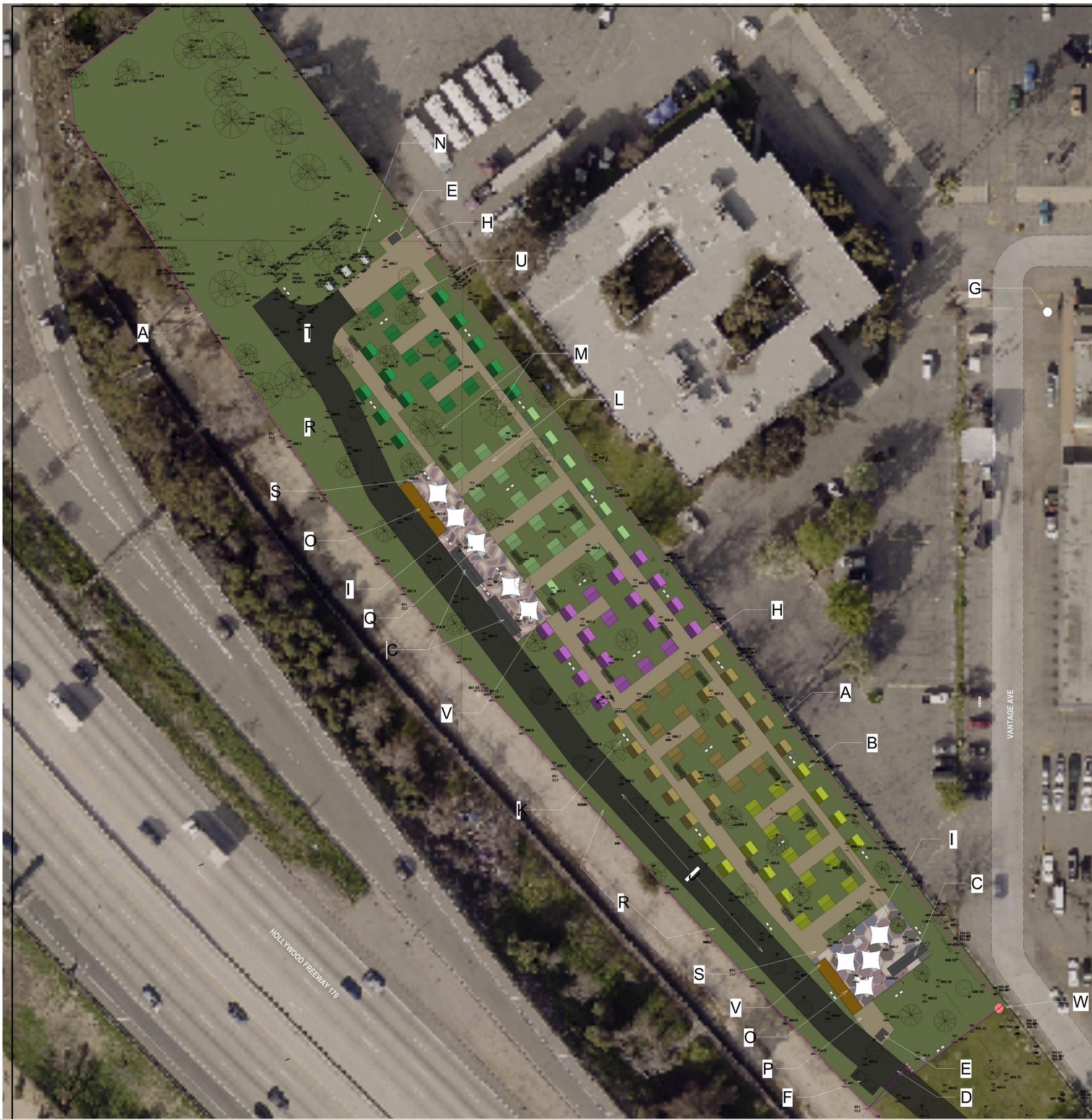
PALLET SHELTER COMMUNITIES

FIRE LANE ACCESS AND TURNAROUND

PLAZA 2: ADMIN CONTAINER, HYGIENE UNITS, EATING AREA

PRIMARY ACCESS WITH SECURITY GUARD BOOTH

PLAZA 1: ADMIN CONTAINER, HYGIENE UNIT, EATING AREA



KEYNOTE LEGEND

- A. (N) PERIMETER FENCING, 8' HIGH, WITH PRIVACY SLATS. APPROXIMATELY 1,000 LINEAR FEET IN CONCEPT LAYOUT.
- B. PALLET SHELTER 64, TYPICAL FOR 105.
- C. HYGIENE TRAILER, SHOWERS, TOILETS, LAVATORIES, SEE SHEET A300. THREE REQUIRED FOR THIS SITE.
- D. NEW VEHICULAR DOUBLE GATE
- E. 6'x6' GUARD BOOTH WITH HEATING AND LIGHTING
- F. DUMSTER, CITY PROVIDED
- G. FIRE HYDRANT #53149
- H. (N) EGRESS GATE WITH PANIC HARDWARE
- I. (N) OUTDOOR SEATING WITH PICNIC TABLES-ULINE METAL PICNIC TABLES-6' RECTANGLE OR 46" ROUND. 22 TABLES SHOWN IN CONCEPTUAL LAYOUT
- J. ASPHALT ACCESS LANE, TO BE USED ALSO AS LOADING AREA
- K. PROVIDE SITE AND EGRESS POST LIGHTS, TYP. AS NEEDED PER LIGHT STUDY
- L. GRAVEL/DG PAVING FOR PALLETS
- M. (E) GROUP OF MATURE TREES
- N. (E) ADJACENT PICNIC AREA, TO BE USED FOR CONGREGATE EATING AREA
- O. 8x40 ADMIN CONTAINER WITH LIGHTING, POWER, WATER AND SEWER CONNECTION, REFER TO SHEET A400. GC TO VERIFY REQUIREMENTS FOR SLAB. TWO CONTAINERS REQUIRED FOR THIS SITE.
- P. HOT BOX AND REFRIGERATION AREA. POWER FROM ADJACENT PALLET.
- Q. MOBILE UMBRELLAS WITH ACRYLIC CANVAS SUNBRELLA FABRIC, 9 SHOWN IN CONCEPT LAYOUT
- R. DESIGNATED OPEN SPACE FOR PET RELIEF
- S. FOOD DISTRIBUTION AREA
- T. FIRE LANE TURN AROUND
- U. CONCRETE OR WOOD PLANTERS, PAINT TO FINISH.
- V. PLAZA CONCRETE FLOOR TO BE PAINTED.
- W. NEW FIRE HYDRANT. SEE A001 FOR TWO NEW F.H. NEEDED AND REQUIREMENT.

SITE INFORMATION:

- FLOOD CONTROL EASEMENT ON SOUTHWEST EDGE.
- FENCE ENCLOSED PROJECT AREA LIMITED TO ABOUT 113,000 SF.

NOTE:

- HYGIENE MOBILE UNITS WILL REQUIRE PERMANENT SEWER CONNECTION.
- WATER SERVICE: PENDING UTILITY STUDY
- OVERHEAD POWER REQUIRED TO FEED PALLET STRUCTURES.
- NEW SITE LIGHTING TO BE PROVIDED.
- SMALL TREES WILL NEED TO BE REMOVED FOR ACCESS LANE AND PALLET LAYOUT.
- A MINIMUM OF ASPHALT WOULD BE NECESSARY FOR TRUCK ACCESS AND TURN-AROUND REQUIREMENTS.
- TREE TRIMMING OF MATURE TREES REQ'D
- GRADING WILL BE NEEDED.

1 SITE LAYOUT PLAN
1" = 30'-0"



FLOOR PLAN

COUNCIL DISTRICT:	02	A101
DATE:	07/24/20	EV
DRAWN BY:	AK	Scale: 1" = 30'-0"
CHECKED BY:		

**VALLEY PLAZA PARK
PALLET PROJECT**

6099 Laurel Canyon Blvd., North Hollywood 91606



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

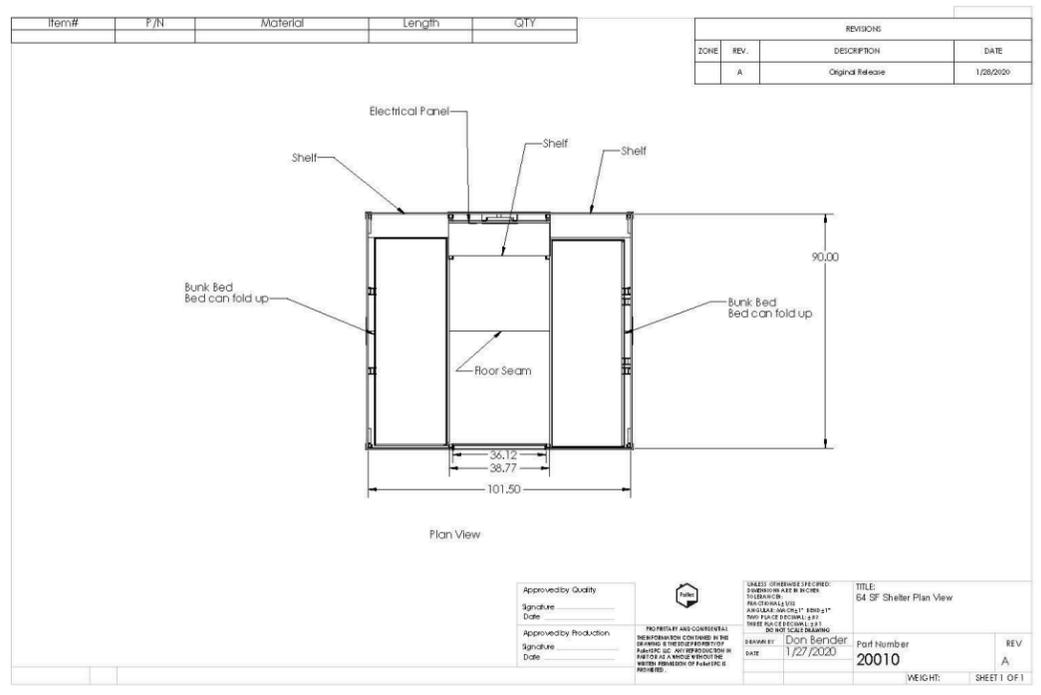
CITY ENGINEER

HOMELESS PALLET SHELTER PROJECT

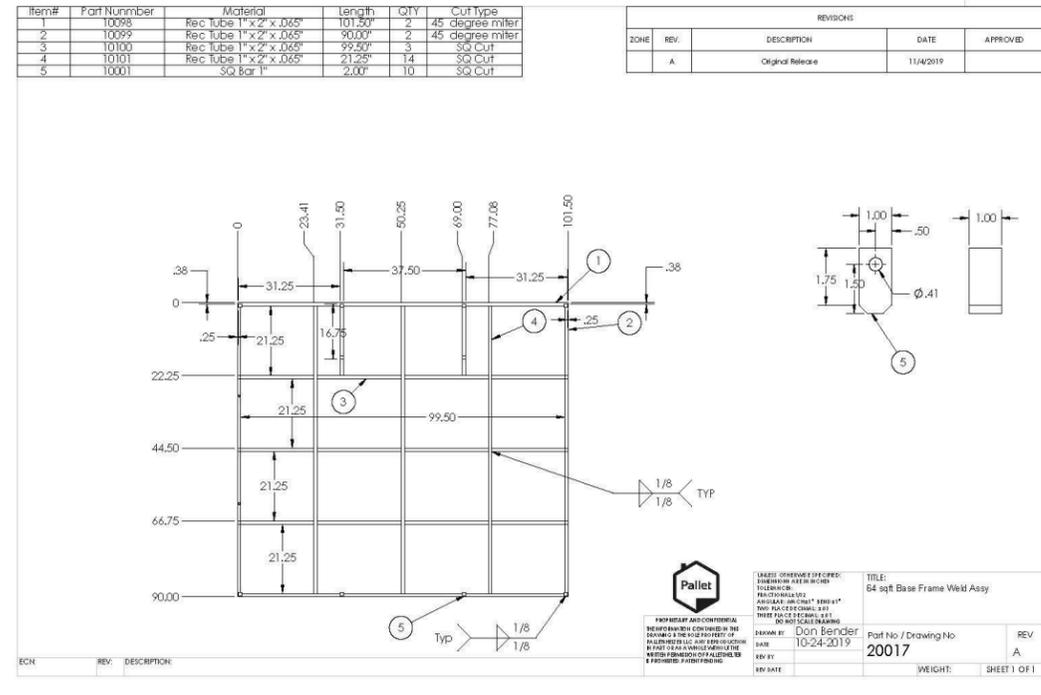


CITY OF LOS ANGELES
 GARY LEE MOORE, PE, ENV SP

BUREAU OF ENGINEERING DEPARTMENT OF PUBLIC WORKS



2 PALLET - PLAN VIEW
 NOT TO SCALE



1 PALLET- BASE ANCHORING
 NOT TO SCALE



CITY OF LOS ANGELES
 DEPARTMENT OF PUBLIC WORKS
 BUREAU OF ENGINEERING
 1149 S. BROADWAY, 7th FLOOR
 LOS ANGELES, CALIFORNIA 90015
 CALIFORNIA ENVIRONMENTAL QUALITY ACT
 NOTICE OF EXEMPTION
 (Articles II and III – City CEQA Guidelines)

This form shall be filed with the County Clerk, 12400 E. Imperial Highway, Norwalk, California, 90650, and the Office of Planning and Research pursuant to Public Resources Code Sections 21080.27(c) and 21152(b). Pursuant to Public Resources Code Section 21167(d), the filing of this notice starts a 35-day statute of limitations on court challenges to the approval of the project.

LEAD CITY AGENCY AND ADDRESS: City of Los Angeles c/o Bureau of Engineering 1149 S. Broadway, MS 939, Los Angeles, CA 90015	COUNCIL DISTRICT 02
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PROJECT TITLE: Alexandria Park Pallet Shelter Project (Valley Plaza Park – Proposed CD2 Pallet Housing Project)	LOG REFERENCE
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PROJECT LOCATION: 6099 Laurel Canyon Blvd., in the North Hollywood area of the North Hollywood - Valley Village Community Plan Area in the City of Los Angeles, CA 91606 - Assessor's Parcel Number (APN) 2334-002-900, see *Figure 1 – Project Site Location*. **T.G. 532 - G7**

DESCRIPTION OF NATURE, PURPOSE, AND BENEFICIARIES OF PROJECT The proposed project consists of the construction of a new homeless shelter at a Recreation and Parks site that includes pallet shelters that are small, detached, pre-fabricated cabins assembled on site with beds for up to 175 individuals. The project will provide hygiene trailers with restrooms, showers, lavatories, drinking fountains; and designated seating areas for food services for people experiencing homelessness. The nature of this project is to serve the local homeless community within the vicinity of the project. The purpose of the project is to provide emergency shelter for homeless families to help bridge their transition from living on the streets to finding services and, ultimately, living in transitional and/or permanent housing. The project includes approximately 96 pallet shelters; 83 (166 occupants) with double beds, nine with Americans with Disabilities Act (ADA) compliant single beds; three pallets for staff, and one pallet for storage, both with no beds. The project site is approximately 57,240-square feet (sf) and is currently developed as a city park. The project includes beds in crisis and bridge housing for up to 175 people experiencing homelessness. Project beneficiaries include the homeless community, the public and local businesses. 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 agreement may be executed. (Please see the attached narrative for more details).

On _____, the Board of Recreation and Park Commissioners determined this action was exempt from CEQA and approved the project.

CONTACT PERSON: Maria Martin **TELEPHONE NUMBER:** 213-485-5753

EXEMPT STATUS: (Check One)			
	<u>CITY CEQA GUIDELINES</u>	<u>STATE CEQA GUIDELINES</u>	<u>CA PUBLIC RESOURCE CODE</u>
<input checked="" type="checkbox"/> STATUTORY		15269(c)	21080(b)(4)
<input checked="" type="checkbox"/> Other exemptions may apply once the City identifies a qualifying source of funding for the project.			

JUSTIFICATION FOR PROJECT EXEMPTION: This project is statutorily exempt under Public Resources Code Section 21080(b)(4) as a specific action necessary to prevent or mitigate an emergency as also reflected in CEQA Guideline Section 15269(c). (see attached narrative)

IF FILED BY APPLICANT, ATTACH CERTIFIED DOCUMENT OF EXEMPTION FINDING

SIGNATURE: Maria Martin	TITLE: Environmental Affairs Officer Environmental Management Group	DATE:
FEE: \$75.00 _____	RECEIPT NO.	REC'D BY
		DATE

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EXEMPTION NARRATIVE

The proposed project includes the construction of a new homeless shelter site at a Recreation and Parks owned 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), 6099 Laurel Canyon Blvd., North Hollywood, CA 91606, Assessor's Parcel Number (APN) 2334-002-900, see *Figure 1 – Project Site Location*. The project site is on an irregularly shaped approximately 57,240-sf City of Los Angeles Department of Recreation and Parks owned parcel that is currently (City of Los Angeles Department of City Planning, 2020) used as City park, for passive recreation.

The project includes the construction of a new homeless pallet shelter site at a Recreation and Parks owned site that includes beds for up to 175 individuals. Pallet shelters are small, detached, pre-fabricated cabins made of aluminum and composite materials that will be assembled on site. The project includes approximately 96 pallet shelters; 83 with double beds and nine with ADA single beds, three pallets for staff, and one pallet for storage. 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 hygiene trailers with restrooms, showers, lavatories, drinking fountains; and designated seating areas for food services. It will also include a paved road, outdoor lighting, and fencing for people experiencing homelessness in furtherance of providing the emergency shelter developed under this project. The project includes beds for up to 175 persons experiencing homelessness.

Site preparation will require grading, removal of some small trees, and trimming of existing large trees. The existing trees will be incorporated in the project design.

The proposed project site is zoned OS with an Open Space land use. The site is located at the intersection of Laurel Canyon Blvd. and Erwin St. and is bounded on the east by Laurel Canyon Blvd., on the south and west by Interstate 170 Hollywood Freeway and by the concrete-lined Central Branch Tujunga Wash, and on the north by Victory Blvd. The property is an infill site, with parcels that surround the site on the north, south, east, and west are zoned commercial and open space (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 Zabilski, 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 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 07/20/20)		
	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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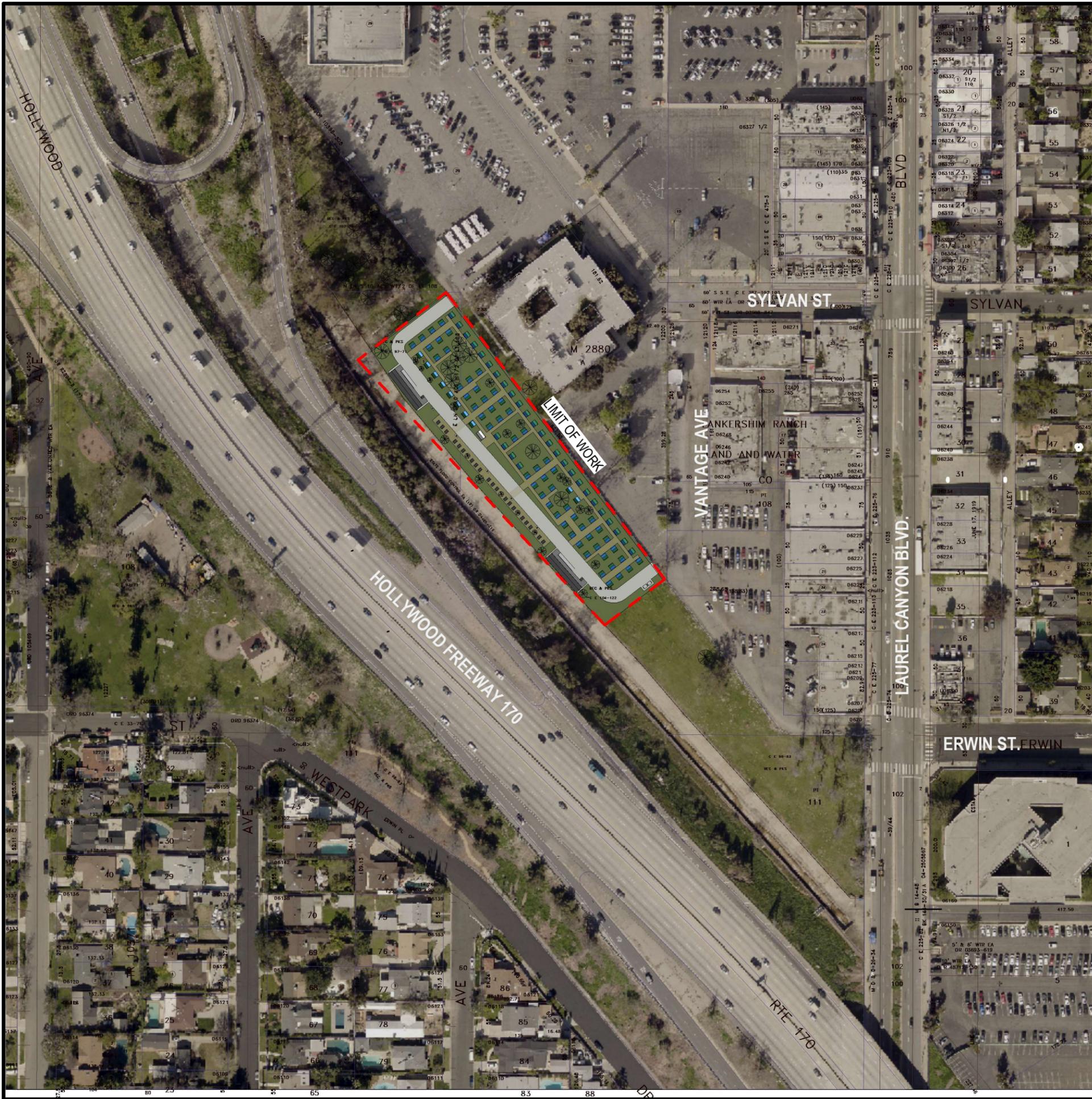
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Attachment

Project Site Plan



VALLEY PLAZA PARK PALLET SHELTER SITE

PROJECT SCOPE:
 NEW HOMELESS PALLET SHELTER PROJECT AT A RECREATION AND PARKS SITE TO PROVIDE BEDS UP TO 175 INDIVIDUALS, SITE AMENITIES INCLUDE HYGIENE TRAILERS WITH RESTROOM, SHOWERS, LAVATORIES, AND DRINKING FOUNTAINS. SITE WILL ALSO HAVE DESIGNATED SEATING AREAS FOR FOOD SERVICES.

- PROPOSED SHELTER PALLET COUNT:**
- 83 STANDARD - DOUBLE BEDS
 - 09 ADA - SINGLE BEDS
 - 03 STAFF USE
 - 01 STORAGE (PALLET 100)

TOTAL PALLETS: 096
 TOTAL BEDS: 175

NOTE:
 SURVEY REQUIRED. LAYOUT FOR DESIGN INTENT ONLY.

① VICINITY MAP
 1" = 160'-0"



COVER PAGE

CITY ENGINEER

GARY LEE MOORE, PE, ENV SP

VALLEY PLAZA PARK PALLET SHELTER PROJECT

W.O. # _____
 Date 06/08/20
 Drawn by _____
 Checked by _____

A100

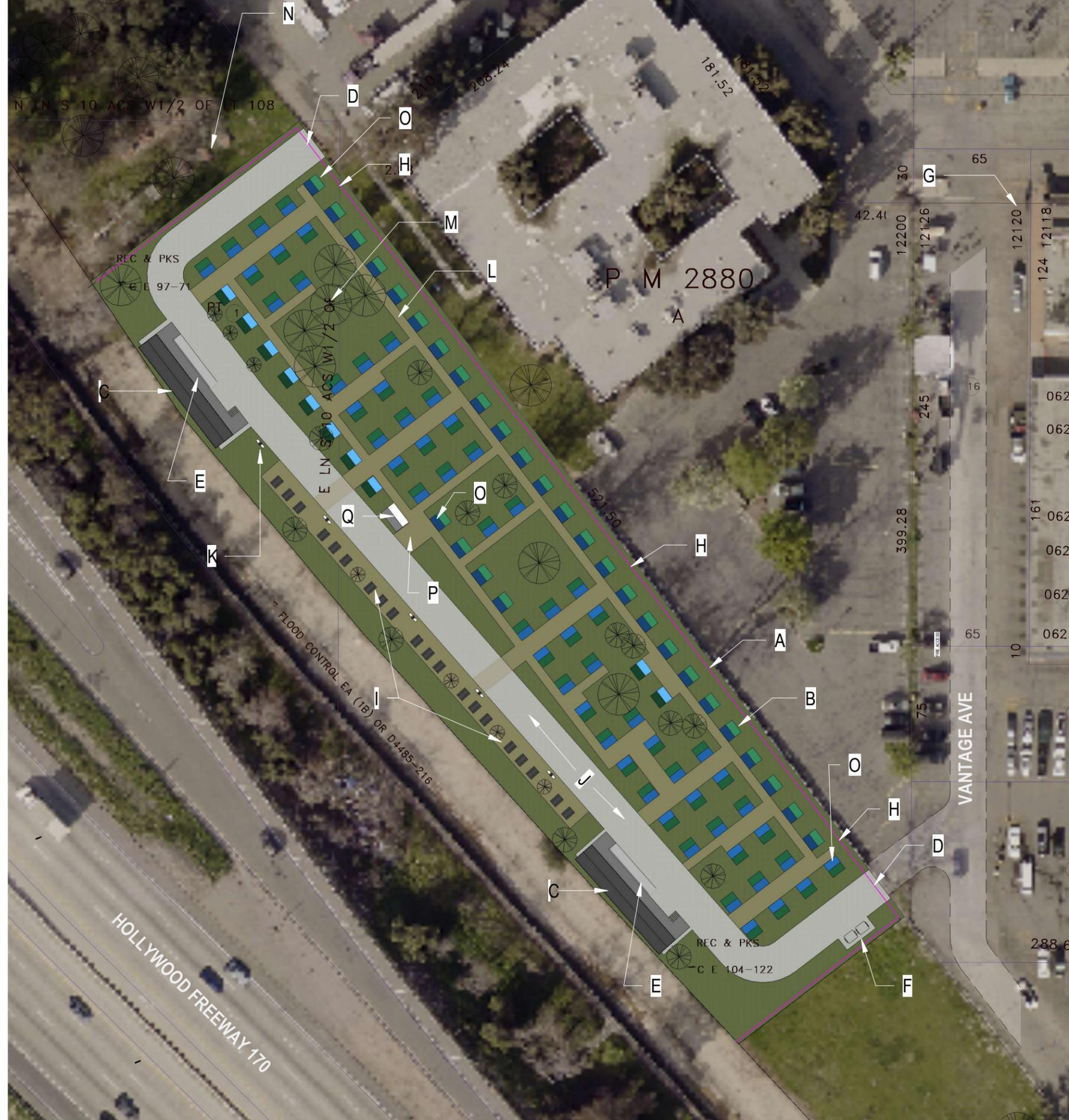
A100

6099 Laurel Canyon Blvd, North Hollywood, CA 91606

Scale 1" = 160'-0"

COUNCIL DISTRICT

#02



KEYNOTE LEGEND

- A. (N) PERIMETER FENCING
- B. PALLET SHELTER 64, TYP. FOR 95
- C. HYGIENE TRAILER, SHOWERS, TOILETS, LAVATORIES, TYP. FOR 2
- D. NEW DOUBLE GATE
- E. MODULAR DECK, RAMP, AND STAIR
- F. DUMPSTERS
- G. FIRE HYDRANT #53149
- H. (N) EGRESS GATE WITH PANIC HARDWARE
- I. (N) OUTDOOR SEATING AND PLANTER TREES
- J. ASPHALT ACCESS LANE, TO BE USED ALSO AS LOADING AREA
- K. PROVIDE SITE AND EGRESS POST LIGHTS, TYP. AS NEEDED PER LIGHT STUDY
- L. GRAVEL/DG PAVING FOR PALLETS
- M. (E) GROUP OF MATURE TREES
- N. (E) ADJACENT PICNIC AREA
- O. ADMIN. PALLETS - (3)
- P. HOT BOX AND REFRIGERATION AREA. POWER FROM ADJACENT PALLET.
- Q. STORAGE PALLET 100

SITE INFORMATION:

- FLOOD CONTROL EASEMENT ON SOUTHWEST EDGE.
- SCOPE OF PROJECT AREA: 57, 240 SF.

NOTE:

- HYGIENE TRAILERS WILL REQUIRE PERMANENT SEWER CONNECTION.
- WATER SERVICE: PENDING UTILITY STUDY
- (N) OVERHEAD POWER REQUIRED TO FEED PALLET STRUCTURES - MAY NEED TO BE UNDERGROUND.
- NEW SITE LIGHTING WILL BE NEEDED.
- SOME SMALL TREES WILL NEED TO BE REMOVED FOR ACCESS LANE. PALLET LAYOUT TO ADJUST TO MINIMIZE REMOVAL AND USE TREES AS A SITE ASSET.
- A MINIMUM OF ASPHALT WOULD BE NECESSARY FOR TRUCK ACCESS AND TURN-AROUND REQUIREMENTS.
- TREE TRIMMING OF MATURE TREES MAY BE REQUIRED
- GRADING WILL BE NEEDED AS THE SITE APPEARS TO BE UNEVEN THROUGHOUT.

① SITE LAYOUT PLAN
1" = 60'-0"



	BUREAU OF ENGINEERING	DEPARTMENT OF PUBLIC WORKS	CITY OF LOS ANGELES	COUNCIL DISTRICT
FLOOR PLAN		W.O. # A101 Date 06/08/20 Drawn by EV Checked by AK		Scale 1" = 60'-0"
GARY LEE MOORE, PE, ENV SP CITY ENGINEER		VALLEY PLAZA PARK PALLET SHELTER PROJECT		
6099 Laurel Canyon Blvd, North Hollywood, CA 91606				



CITY OF LOS ANGELES DEPARTMENT OF PUBLIC WORKS BUREAU OF ENGINEERING

GARY LEE MOORE, PE, ENV SP CITY ENGINEER		VALLEY PLAZA PARK PALLET SHELTER PROJECT	
6099 Laurel Canyon Blvd, North Hollywood, CA 91606		AERIAL VIEW	
W.O. #	-	Date	06/08/20
Drawn by	Author	Checked by	Scale
		A102	
		COUNCIL DISTRICT	
		#02	

