



# COUNTY OF SAN DIEGO

## AGENDA ITEM

### BOARD OF SUPERVISORS

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MONICA MONTGOMERY STEPPE  
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**DATE:** March 12, 2024

# 18

**TO:** Board of Supervisors

### SUBJECT

**AUTHORIZE AND APPROVE ACTIONS RELATED TO COMPASSIONATE EMERGENCY SOLUTIONS AND PATHWAYS TO HOUSING PROJECTS, INCLUDING ESTABLISHING APPROPRIATIONS, EXECUTING LEASE, CONTRACT AMENDMENTS, AND REVENUE AGREEMENTS FOR HOUSING SITES, ADMINISTERING THE CONSTRUCTION MANAGER AT RISK CONTRACT, AND RELATED CEQA EXEMPTIONS (DISTRICTS: ALL)**

### OVERVIEW

On February 8, 2022 (14), the San Diego County Board of Supervisors (Board) approved the expansion of emergency housing options by implementing a plan for Compassionate Emergency Solutions and Pathways to Housing (CESPH) for people experiencing homelessness. The plan included leveraging and expanding the existing Regional Homeless Assistance Program (RHAP) as the primary emergency housing option for the unincorporated communities while other emergency housing options were being assessed and established. To address the need for emergency housing resources in the unincorporated areas of San Diego County and per the approved CESPH implementation plan, the County of San Diego (County) Health and Human Services Agency, Department of Homeless Solutions and Equitable Communities in partnership with the County General Services reviewed numerous properties for emergency housing solutions, including County-owned sites. Sites that were deemed viable were then further assessed based on the programmatic needs of people experiencing homelessness to ensure that the sites were in locations that met their needs and would potentially substitute services provided through RHAP. As part of CESPH efforts, one safe parking site was opened in August 2022, and another is currently under construction and set to open in the spring of 2024. Two other sites with different strategies, Willow Recreational Vehicle (RV) Senior and Family Parking and Jamacha Sleeping Cabins, are currently in the assessment phase.

Today's item provides an update on actions related to CESPH and requests the Board authorize the design, development, and construction of the Willow RV Senior and Family Parking and the Jamacha Sleeping Cabin sites. In addition, today's item requests the Board authorize the acceptance of \$10 million in funding from the State of California to offset the construction costs of the Jamacha site, amend a construction contract, approve a lease agreement with the State of California, Department of Transportation for the Jamacha site, and find that these actions are exempt from the California Environmental Quality Act.

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Today's actions support the County vision of a just, sustainable, and resilient future for all, specifically those communities and populations in San Diego County that have been historically left behind, as well as our ongoing commitment to the regional *Live Well San Diego* vision of healthy, safe, and thriving communities. This item also advances the County Framework for Ending Homelessness by ensuring our most vulnerable community members have access to housing, care coordination, and connections to more stable housing opportunities.

**RECOMMENDATION(S)**

**CHIEF ADMINISTRATIVE OFFICER**

1. Find in accordance with Section 15061(b)(3) of the State of California Environmental Quality Act (CEQA) Guidelines that it can be seen with certainty that there is no possibility that receiving State funds, establishing appropriations, and amending the Compassionate Emergency Solutions and Pathways to Housing (CESPH) project contract may have a significant effect on the environment and is, therefore, exempt from CEQA.
2. Find that the proposed lease with the State of California, Department of Transportation and the work proposed at the Jamacha Sleeping Cabins site are exempt from CEQA pursuant to State CEQA Guidelines sections 15301, 15303, 15304, 15311 and 15269(c).
3. Find that future sites for the CESPH project, not yet identified, will be reviewed pursuant to CEQA.
4. Establish appropriations of \$4,900,000 in the Major Maintenance Capital Outlay Fund for the Willow Recreational Vehicle (RV) Senior and Family Parking MMCOF Project 1026799, based on American Rescue Plan Act (ARPA) funding. **(4 VOTES)**
5. Establish appropriations of \$18,500,000 in the Major Maintenance Capital Outlay Fund for Jamacha Sleeping Cabins MMCOF Project 1026800, based on ARPA funding. **(4 VOTES)**
6. Approve and authorize the Director, General Services, to execute the lease and any amendments to the lease with the State of California, Department of Transportation for Jamacha Sleeping Cabins site located at 8534 Jamacha Road, Spring Valley.
7. In accordance with Board Policy A-87, Competitive Procurement and Administrative Code Section 401, authorize the Director, Department of Purchasing and Contracting, to enter into negotiations with Turner Construction, and upon successful negotiations and determination of a fair and reasonable price, amend contract #569169, to increase the Budget Not-to-Exceed amount to add the cost of developing the Willow RV Senior and Family Parking site, and Jamacha Sleeping Cabins site, subject to the availability of funds; and to amend the contract as required to reflect changes to services and funding allocation, for the CESPH project.
8. Designate the Director, General Services, as the County of San Diego officer responsible for administering the Construction Manager at Risk Contract (CMAR) Contract #569169 and authorize the Director, General Services to execute any and all documents necessary for the implementation of the CMAR contract.
9. Authorize the Agency Director, Health and Human Services Agency, or designee, to execute any agreements with the State of California, certification forms, prepare and

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execute all necessary documents for the submittal, regulatory processing, and implementation, and take any other actions necessary as required by the State of California to receive the \$10 million in State of California funding to support the site development of Jamacha Sleeping Cabins site.

### **EQUITY IMPACT STATEMENT**

The 2023 Point-in-Time Count (PITC) of persons experiencing homelessness identified 10,264 individuals living on the streets or in San Diego County shelters on one night. Of this number, 5,171 individuals were reportedly unsheltered, approximately 44% of whom reported chronic homelessness, 29% were 55 years of age or older, 29% were female, 9% were veterans, 6% were youth, and 1% of the unsheltered population were families. People of color are disproportionately impacted among those experiencing homelessness, with 19% identifying as Black, African, or African American, which is more than three times the proportion of African Americans in the region; 2% identify as American Indian, which is double the proportion in the region. Of 5,171 unsheltered individuals, 200 were counted in the unincorporated areas of the county.

The County of San Diego (County) Framework for Ending Homelessness (Framework) was created to provide a strategic path for ending homelessness in the County across five strategic domains and ensures an equitable approach to service delivery. Ensuring racial and social equity in all aspects of homelessness prevention and response is one of the key drivers guiding the Framework and efforts. Securing equitable housing, supports, and funding will assist those who are experiencing homelessness or at-risk of homelessness throughout the region. The County has conducted lived experience forums in the North, East, and South Regions to gain valuable information on shaping programs and has implemented regular lived experience feedback questionnaires.

The County Health and Human Services Agency, Department of Homeless Solutions and Equitable Communities administers both Regional Homeless Assistance Program (RHAP) and Compassionate Emergency Solutions and Pathways to Housing (CESPH) programs, which serve the same populations experiencing homelessness in the unincorporated communities. Both items are being presented to the San Diego County Board of Supervisors today and are intended to address the needs of this vulnerable population in the unincorporated areas of San Diego County. It is anticipated that CESPH and RHAP will provide needed housing and support to people across the unincorporated areas of San Diego County, including youth and those who are disproportionately represented in the homeless system including, justice involved people and people with a range of health and social needs, as well as Black, Indigenous and People of Color.

### **SUSTAINABILITY IMPACT STATEMENT**

Today's proposed actions support the County of San Diego (County) Sustainability Goal #1 to engage the community in meaningful ways and continually seek stakeholder input, Sustainability Goal #2 to provide just and equitable access to services and resources, and Sustainability Goal #4

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to protect the health and well-being of everyone in the region. People at-risk of or experiencing homelessness, impacted community members, community partners, and other key stakeholders are engaged during the development of County plans to address homelessness and their feedback is valued and incorporated into the development of programs. Today's action related to the Compassionate Emergency Solutions and Pathways to Housing program supports the most vulnerable community members in the unincorporated communities to have just and equitable access to housing, services, and resources. This includes connections to healthcare and behavioral health support.

**FISCAL IMPACT**

Funds for this request are not included in the Fiscal Year (FY) 2023-25 Operational Plan for the Major Maintenance Capital Outlay Fund (MMCOF) Project 1026799, Willow Recreational Vehicle Senior and Family Parking or MMCOF Project 1026800, Jamacha Sleeping Cabins. If approved, today's action will result in estimated design and construction costs and revenues of \$18.5 million for the Jamacha Sleeping Cabins and \$4.9 million for Willow Recreational Vehicle Senior and Family Parking. The funding source is American Rescue Plan Act (ARPA) funding. Once operational, annual ongoing costs for these sites are estimated to be \$5-\$6 million for the 150 sleeping cabins and \$860,000 for the 17 recreational vehicle sites. Establishing the 150 sleeping cabins would allow for the reduction of 150 rooms in the Regional Homeless Assistance Program (RHAP), which currently have an estimated \$9 million annual operating cost. One-time use of ARPA funds was included in the revised ARPA Framework reallocation, approved on February 27, 2024 (11) to support one-time costs and operational costs for emergency housing efforts through FY 2025-26. The Health and Human Services Agency will continue to pursue additional funding opportunities and incorporate in future Operational Plans should funding become available as ongoing revenue beyond FY 2025-26 has not been identified. There will be no change in net General Fund cost and no additional staff years.

**BUSINESS IMPACT STATEMENT**

N/A

**ADVISORY BOARD STATEMENT**

N/A

**BACKGROUND**

The San Diego County Board of Supervisors (Board) has demonstrated a strong commitment to addressing the needs of people at risk of or experiencing homelessness in the region. To maximize existing and future regional work on homelessness and to create a unified strategic approach to support the coordination of homeless services and funding, the Board adopted the County of San Diego (County) Framework for Ending Homelessness (Framework). The Framework encompasses the County ongoing work and provides a vision to support forward, collaborative, and impactful progress. The five strategic domains within the Framework include: 1) Root Cause and Upstream

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Prevention; 2) Diversion and Mitigation; 3) Services, Treatment and Outreach; 4) Emergency/Interim Housing and Resources; and 5) Permanent Housing and Support. Actions included in today's item fall under the Framework Emergency/Interim Housing and Resources domain. These efforts are geared toward ensuring people experiencing homelessness in the unincorporated areas of San Diego County have access to critical emergency housing options and supportive services to ultimately transition into permanent housing.

The 2023 Point-In-Time Count identified an estimated 200 people experiencing homelessness in the unincorporated areas of the county. The County Health and Human Services Agency, Department of Homeless Solutions and Equitable Communities (HSEC) is the primary County entity responsible for homeless outreach, case management, emergency housing, and permanently housing people experiencing homelessness in the unincorporated communities. HSEC partners with the County Sheriff's Department Homeless Assistance Resource Team as well as community non-profit organizations to deliver coordinated services to meet the needs of people experiencing homelessness. HSEC leverages the Regional Homeless Assistance Program (RHAP) as the primary emergency housing option for people experiencing homelessness in the unincorporated communities. RHAP is an emergency housing program that supports people experiencing homelessness by sheltering them in local participating hotels or motels. This program was approved by the Board on May 19, 2020 (17). On February 8, 2022 (14), the Board approved for RHAP to continue as the only emergency housing option for the unincorporated communities while Compassionate Emergency Solutions and Pathways to Housing (CESPH) projects are being implemented.

The RHAP scattered site design leveraging multiple hotels or motels countywide has proven effective in supporting program recipients. The broad geographic coverage enables people to take shelter in hotels or motels while remaining near to their existing natural supports. Since 2020, RHAP has been funded through a combination of County and other one-time funds including the State Project Room Key, and federal Emergency Solutions Grant, and the American Rescue Plan Act (ARPA). On February 27, 2024 (11), the Board approved ARPA funding for the operational costs of RHAP through FY 25-26. In its current capacity, RHAP serves 250 households on any given night. It is anticipated that implementing CESPH will reduce the utilization, and therefore the cost and capacity of RHAP by almost 60% in the future.

On October 19, 2021 (15) and February 8, 2022 (14), the Board approved recommendations to advance CESPH efforts for people experiencing homelessness. HSEC in partnership with County General Services are actively engaged in efforts to move viable sites forward to assist people experiencing homelessness in the unincorporated areas of San Diego County. Today's item provides updates on CESPH efforts and provides details on Jamacha state cabins and Willow Rd RV Senior and Family Parking sites that, if approved, will create additional emergency housing resources for those experiencing homelessness in unincorporated areas of the county.

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1. *Magnolia Safe Parking*

Magnolia Safe Parking was launched in August 2022 as a temporary site, leveraging a County-owned parcel in the unincorporated area of the county near the City of El Cajon near the intersection of Magnolia Avenue and Vernon Way. On March 14, 2023 (24), the Board approved the design, development, and construction of Magnolia Safe Parking permanent structures and infrastructure. Design efforts are ongoing, and construction is anticipated to commence in the late spring of 2024. This site currently serves up to 17 households experiencing homelessness living in their vehicles on any given night. The site is operated by Dreams for Change, a County-contractor that was selected through a competitive procurement. This site was the first of its kind in San Diego County serving unincorporated communities.

Since August 2022, this site has served 123 people experiencing homelessness, including 34 seniors and 22 children, 47% of who were connected to more stable housing options such as other emergency housing resources and permanent housing. In addition, over 13,000 meals were served and \$46,000 in flexible funding was issued to program participants for items such as car repairs, Department of Motor Vehicle fees, and housing applications. One-time design and construction costs for this site are approximately \$3.2 million (\$187,000 per slot for 17 slots) and ongoing operational costs are \$750,000 per year which includes case management, housing navigation, security services, flexible funding, site costs, and operational and maintenance costs. This site is anticipated to serve 85 individuals annually. The estimated average cost per person per day is \$97. This analysis assumes an average stay of 90 days based on the data collected for this site from August 2022 through November 2023.

2. *Bancroft Safe Parking*

Bancroft Safe Parking site was offered to HSEC by a local faith-based partner in the unincorporated Spring Valley community as part of CESP community engagement efforts. On March 14, 2023 (24), the Board approved the design, development, and construction of the Bancroft Safe Parking site and the lease agreement was then executed. This site, at the intersection of Bancroft Drive and Olive Drive, will serve an estimated 27 households on any given night in a similar fashion as Magnolia Safe Parking and will also be operated by Dreams for Change, a County-contractor that was selected through a competitive procurement. One-time design and construction costs for this site are approximately \$3.7 million (\$138,000 per slot for 27 slots) and ongoing operational costs are estimated at \$940,000 per year, which includes case management, housing navigation, security services, flexible funding, site lease, and operational and site maintenance costs. The site is anticipated to open in spring 2024. The estimated average cost per person per day is \$76. This analysis assumes an average stay of 90 days based on the data collected from Magnolia Safe Parking site from August 2022 through November 2023.

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3. *Willow Recreational Vehicle Senior and Family Parking*

Willow Recreational Vehicle (RV) Senior and Family Parking site is a County-owned site located in the unincorporated Lakeside community at the intersection of Willow Road and Ashwood Street. A concept design has been prepared showing 17 safe RV parking sites, an office space, storage, and restrooms. If authorized by the Board to proceed, completing design and construction will cost approximately \$4.9 million (\$288,000 per slot for 17 slots). The construction timeline is heavily dependent on long lead time electrical equipment but may begin in the first half of 2025. CEQA has already been completed for this site. This site is anticipated to serve 85 individuals annually. The estimated average cost per person per day is \$111. This analysis assumes an average stay of 90 days based on the data collected from Magnolia Safe Parking site from August 2022 through November 2023.

4. *Jamacha Sleeping Cabins*

Jamacha Sleeping Cabins site is a State of California, Department of Transportation-owned site that is available to lease. This site is in the unincorporated community of Spring Valley at the intersection of Jamacha Road and the southbound State Route 125 off-ramp and is currently being assessed as part of the State of California, Governor's sleeping cabin effort. The term of the proposed lease is up to seven years, at the rate of \$1 per year, plus a \$5,000 annual administrative fee. In March 2023, the Governor, in partnership with County leadership announced that the County would receive 150 sleeping cabins that the State would design, permit, fund, and construct on a property identified by the County. The County identified two sites initially and commenced planning with the State. The second site was also a State of California, Department of Transportation-owned site. Both sites were considered by the State during the planning process as outlined in the initial program put forth by the Governor. In December 2023, the State changed the parameters of the program, and instead offered \$10 million in funding to the County and shifted responsibility to the County to complete design, permitting, and construction. To consider the new offer from the State, the County restarted site assessment efforts. Based on the initial comparison assessments completed by the County General Services and the cost estimates, it was determined that Jamacha is a more viable site to continue since it could carry the full capacity of 150 sleeping cabins. The second site is slightly smaller and could not support the full capacity and it is more cost effective to grade a single site and bring in one set of utilities.

Currently due diligence reports, concept design plans, and other relevant estimates from the County General Services contractor are expected by summer 2024. To date, the County has completed a rough order of magnitude estimate by comparing ten sleeping cabin sites in Los Angeles and one sleeping cabin site in Chula Vista and adjusting their costs for differences such as number of cabins and price inflation. The initial rough order of magnitude cost assessment indicates the one-time design and construction costs will be \$18.5 million (\$123,000 per slot for 150 slots, reduce to \$57,000 with state funding), which includes 150 sleeping cabins and supporting service space, such as offices, storage, and restrooms. The

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timeline to complete this site is estimated at 20 months. Staff estimate this site's ongoing operational costs at approximately \$5-6 million per year, which will include 24-hour site management and security services, case management including behavioral health supports, housing navigation, meals, transportation, site maintenance, and hygiene facilities. This site is anticipated to serve 300 individuals annually. The estimated average cost per person per day is \$110. This analysis assumes an average stay of 180 days based on the data collected from the last two years of operations of RHAP (2022 and 2023). Upon Board approval to accept the State funds in the amount of \$10 million, the one-time cost per unit to the County would be reduced to approximately \$57,000.

These sites collectively establish 150 emergency housing units, 44 safe parking spaces, and 17 RV parking spaces, further expanding the region's emergency housing resources. These resources will primarily serve people in the East and South unincorporated communities due to their geographic locations and provide a more centralized location for services. Thus, it is anticipated that the capacity and cost of RHAP will be reduced by almost 60%. In this reduced capacity, the RHAP scattered site model will continue to meet the needs in the North and South regions and other more remote unincorporated communities serving an estimated 100 households on any given night.

On June 8, 2021 (15), the Board authorized the Director, Purchasing and Contracting, for a period of five years, to take any action authorized by Article XXIII, Section 401, et seq. of the Administrative Code and Public Contract Code Section 20146, including to advertise and award Construction Manager at Risk contracts for various projects up to \$10 million. On June 26, 2023, after a successful Request for Proposals, the County awarded a Construction Manager at Risk Contract (CMAR) Contract #569169 to Turner Construction, for the CESP project, which included work at the Magnolia and Bancroft Safe Parking sites as well as options for other sites.

The Magnolia and Bancroft Safe Parking sites were identified at the time of the procurement and contract award. Since that time, and after the Board adopted the Fiscal Year 2023-25 Operational Plan, HHSA has identified additional sites, to include an RV senior and family parking site in Lakeside (Willow RV Senior and Family Parking) and a sleeping cabin site (Jamacha Sleeping Cabins). If approved by the Board, these additional sites will be added by the exercise of options within the existing contract. Exercising this option would impact the planned project budget and exceed the existing \$10 million authority of the Director, Department of Purchasing and Contracting. Today's request would therefore increase the Budget Not-to-Exceed amount to include the cost of developing the Bancroft Safe Parking Site, Magnolia Safe Parking Site, Willow RV Senior and Family Parking site, and Jamacha Sleeping Cabins site. Amending the existing contract will allow the County to exercise options under the contract for the additional sites, which would in turn allow the County to leverage economies of scale, deliver facilities faster, ensure the work can be performed in sequential order, and minimize the disruption and increased overhead costs that may result from having multiple contractors complete this work.



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Today's item provides an update on actions related to CESP and requests the Board authorize the design, development, and construction of the Willow RV Senior and Family Parking and the Jamacha Sleeping Cabin sites. In addition, today's item requests the Board to authorize the acceptance of \$10 million in funding from the State of California to offset the construction costs of the Jamacha site, amend a construction contract, approve a lease agreement with the State of California, Department of Transportation for the Jamacha site, and find that these actions are exempt from the CEQA.

### **ENVIRONMENTAL STATEMENT**

Pursuant to Section 15061(b)(3) of the California Environmental Quality Act (CEQA) Guidelines, CEQA applies only to projects that have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is exempt from CEQA. Today's action to establish appropriations and approve the amendment of a construction contract for the Compassionate Emergency Solutions and Pathways to Housing (CESPH) project are administrative and do not relate to impacts on the environment.

CEQA was previously completed for the Bancroft Safe Parking, Magnolia Safe Parking, and Willow RV Senior and Family Parking sites. Today's actions authorizing the Director of General Services to execute a lease with the State of California, Department of Transportation and take any action needed to design, develop, and construct the Jamacha Sleeping Cabins site are statutorily exempt from environmental review pursuant to Section 15269(c) because it is a specific action necessary to prevent or mitigate San Diego County's shelter crisis, which the Board declared on September 11, 2018 (6) along with declaring homelessness a public health crisis on September 27, 2022 (21). Together, the unexpected and dramatic increase in homelessness without the ability to obtain shelter, exacerbated by the COVID-19 pandemic, risks of communicable disease, and recent flooding events, is an emergency in unincorporated San Diego County. San Diego County had a 20% increase in homelessness from 2022 to 2023. Furthermore, according to Regional Task Force on Homelessness published 12 months of Homeless Management Information System data (October 2022 to September 2023), on average for every 10 persons that found housing, 16 new persons become homeless. This situation presents documented dangers to health, life, and property and a burden on, and loss of access to, essential public services, which presents an emergency as defined by CEQA. The health and safety of unsheltered persons in the unincorporated area of San Diego County are threatened by a lack of shelter. The project is necessary to avoid and prevent the emergency by providing shelter and services to the homeless occupants of the shelter, and by facilitating their transition from homelessness to this shelter, and then on to long-term housing. The Jamacha Sleeping Cabins site is a critical short-term project that will address the high-risk issues facing people experiencing homelessness. The project, therefore, is statutorily exempt from CEQA under Public Resources Code, Section 21080(b)(4), as a specific action necessary to prevent or mitigate an emergency, and as reflected in Article 18 of the State CEQA Guidelines, Section 15269(c) because it prevents and mitigates such imminent loss and damage.

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Today's actions authorizing the Director of General Services to execute a lease with the State of California, Department of Transportation and take any action needed to design, develop, and construct the Jamacha Sleeping Cabins site are also categorically exempt from environmental review pursuant to Sections 15301, 15303, 15304, and 15311 of the CEQA Guidelines because it involves demolition and removal of existing fencing and soil berms, exterior alterations to existing utility lines including street improvements, minor alterations to land including minor grading, installation of sleeping cabins, minor utility extensions (e.g., electrical, water, and sewer), irrigation lines, and pavement improvements, accessory structures, including privacy fencing with pedestrian and vehicle entry gates, security lighting, administrative trailers, security stand, and restrooms and hand washing stations, considered appurtenant to the Jamacha Sleeping Cabins site. Additionally, the project site is not considered environmentally sensitive, there would not be successive projects of the same type in the same place that would result in cumulative impacts, no unusual circumstances that create the reasonable possibility of significant effects, no impacts to scenic resources, and the site is not identified as being affected by hazardous wastes or clean-up problems and would not cause a substantial adverse change in the significance of a historical resource.

Meaningful CEQA review for future CESP projects cannot be completed at this stage as the project and design have not been established for future sites that are yet to be identified. Any future changes to site properties that may result in direct or indirect physical changes in the environment will be contingent upon CEQA compliance once proposed.

**LINKAGE TO THE COUNTY OF SAN DIEGO STRATEGIC PLAN**

Today's actions support the County of San Diego 2024-2029 Strategic Plan initiatives of Sustainability (Resiliency), Equity (Economic Opportunity), and Community (Quality of Life) by continuing to provide low barrier housing options and resources for anyone experiencing or at-risk of experiencing homelessness, which also supports improved quality of life and economic opportunity within the community.

Respectfully submitted,



SARAH E. AGHASSI  
Interim Chief Administrative Officer

**ATTACHMENT(S):**

Attachment A – Notice of Exemption Jamacha Sleeping Cabins