CALIFORNIA HEALTH FACILITIES FINANCING AUTHORITY (Authority)

Community Services Infrastructure Grant Program Resolution Number CSI 2019-01 (First Funding Round) and Resolution Number CSI 2020-03 (Second Funding Round) County of Los Angeles, Office of Diversion and Reentry

July 30, 2020

PURPOSE OF THE REQUEST:

The County of Los Angeles, Office of Diversion and Reentry (County) is requesting to alter the scope of both of its approved Community Services Infrastructure (CSI) Grant Program projects.

BACKGROUND:

The County submitted two CSI project applications that were approved by the Authority during two competitive funding rounds.

1st CSI Grant: Bell Recuperative Care Center (Round 1):

Resolution Number CSI 2019-01, approved by the Authority on July 25, 2019, authorized a CSI grant for the County in the amount of \$6,000,000 to add at least 75 new beds in a new jail diversion program that would provide mental health treatment, substance use disorder treatment, and trauma-centered services to approximately 225 clients annually. Grant funds would have been used for renovation costs only, and the total cost of the project was \$9,029,298. The project was scheduled to be open and operational by October 31, 2021.

2nd CSI Grant: Olive View-UCLA Medical Center Psychiatric Bed Expansion (Round 2):

Resolution Number CSI 2020-03, approved by the Authority on March 26, 2020, authorized a CSI grant for the County in the amount of \$5,300,945 to add at least 25 new beds in an expanded jail diversion program that would provide mental health treatment, substance use disorder treatment, and trauma-centered services to at least 340 clients annually. Grant funds would have been used for renovation costs and for furnishings and equipment costs, and the total cost of the project was \$5,974,345. The project was scheduled to be open and operational by June 30, 2022.

ISSUE:

According to the County, it has worked diligently toward the development and implementation of the approved CSI projects that would meet the CSI program requirements and approved timeframes. However, since the outbreak of the COVID-19 pandemic, the County encountered some challenges that would jeopardize the timeline and feasibility of the approved CSI projects. The two main challenges are a loss in County revenue and anticipated delays in obtaining a conditional use permit for one of the projects.

The loss in revenue affects the County's operational budget, while the delayed project completion schedule in construction could jeopardize the County's ability to meet the CSI Grant Program's deadline, currently statutorily set for June 30, 2022, which means all projects must be completed, be operational, and be fully disbursed prior to that date.

<u>1st CSI Grant: Bell Recuperative Care Center:</u>

The original project scope was to renovate a 100-bed psychiatric recuperative care interim housing site at the Salvation Army Bell Shelter in the City of Bell, of which 75-beds, funded by the CSI grant, would have been dedicated to justice-involved individuals. At the time of the CSI grant application, the County was advised by the Salvation Army that a conditional use permit was not needed for the proposed project. During the readiness phase of the project, the City of Bell informed the County that the project did require a conditional use permit, which would push back the start of construction. Additionally, the project would have required the County to enter a long-term lease with the Salvation Army, which was no longer financially viable due to the COVID-19 pandemic, resulting in a loss of revenue for the County.

2nd CSI Grant: Olive View-UCLA Medical Center Psychiatric Bed Expansion:

The original project scope was to add 25 psychiatric beds to serve the justice-involved population. The County has determined that the operating costs of expanding inpatient psychiatric beds is significant, and the additional psychiatric beds would have required a considerate county contribution, which is no longer anticipated to be available due to the impact of the COVID-19 pandemic on County revenues, resulting in a loss of revenue.

NEW PROPOSED MODIFIED PROJECT:

In an effort fill the gap in the continuum of care and expand community alternatives to incarceration, the County re-evaluated its existing resources and is requesting to alter its initially approved projects to more feasible ones despite the revenue losses.

<u>1st CSI Grant: LAC+USC Medical Center Recuperative Care Center:</u>

The County is requesting to reduce the number of beds and change the location of the Bell Recuperative Center to a County-owned location, the LAC+USC campus, that is part of a bigger project where construction/renovation has already begun in July 2020. The total cost of the new Recuperative Care Center facility is \$24,145,000 for 96 beds, of which the awarded CSI grant of \$6,000,000 would fund 24 beds dedicated to the target population of justice-involved individuals to provide mental health treatment, substance use disorder treatment and trauma-centered services. The new proposed 24 beds would serve approximately 144 clients annually. The County would like to maintain all funding for this project, change the project location, and reduce the initial approved bed count by 51 beds.

The LAC+USC campus is also the location where four Crisis Residential Treatment (CRTP) projects are being simultaneously developed and funded with Investment in Mental Health Grant Program (IMHWGP) grants. The IMHWGP projects and the CSI project have separate locations on the LAC+USC campus, as well as separate construction budgets and timelines (see Attachment 2 and 3).

2nd CSI Grant: Olive View-UCLA Medical Center Recuperative Care Center:

The County is proposing to reduce the number of beds approved in the initial project and make a change in the type of services provided. The proposed Olive View Medical Center Recuperative Care Center would be located in a two-story modular building on County-owned land, which is already under construction. The total cost of the new 48-beds facility is \$20,537,000, of which the awarded CSI grant of \$5,300,945 would fund 12 beds dedicated to the target population of justice-

involved individuals to provide mental health treatment, substance use disorder treatment and trauma-centered services. The 12 new beds would serve approximately 72 clients annually. Psychiatric recuperative care services would be provided to ensure continuity of care for justice-involved clients residing in the existing 18-bed psychiatric unit. The County would like to maintain all funding for this project, reduce the initial proposed bed count by 13 beds, and not provide psychiatric inpatient services any longer.

The Olive View campus is also the location where five CRTP's projects and one Crisis Stabilization Unit project are being developed that are funded with IMHWGP grants. The IMHWGP project and the CSI project would have separate locations on the Olive View campus, as well as separate construction budgets and timelines (see Attachment 5 and 6).

	Initial Project		New Project		
	Bed Count	Population Served Bed Count		Population Served	
Round 1	75	225	24	144	
Round 2	25	340	12	72	
Total CHFFA funded	100	565	36	216	

PROGRESS:

The new CSI projects would be located at two County-owned locations where construction for IMHWGP projects is currently under way. The County has already begun the pre-construction processes at both locations, which would allow the County to implement the CSI projects more quickly. A new budget and timeline were developed for each site, and the projects are scheduled to be open and operational by June 2022.

The CSI program deadline is currently statutorily set for June 30, 2022, which means all projects must be completed, be operational, and be fully disbursed prior to that date. Any funds that are not disbursed by the deadline or are forfeited will automatically revert to the general fund.

NEXT STEPS:

Authority staff has concerns regarding the County's proposed changes to the initial approved CSI projects, not only the reduction in the number of beds, but also the new projects appear to be integrated into already pre-existing projects that are underway, raising concerns about the use of funds.

In light of the challenges that all the counties are facing due to the COVID-19 pandemic and the potential for other grantees to request CSI project changes, staff is seeking general direction from the Board regarding the County's proposed changes to the CSI projects, as well as specific project parameters that the Board is willing to entertain. Below are potential options that may be considered:

1. Direct staff to further discuss changes to the projects with County, providing staff with direction as to what terms might be acceptable to the board.

- 2. Do not support the proposed changes and direct staff to deny the new projects. This would mean the County would likely forfeit the funding due to the financial and contractual challenges, and grant funds would revert back to the general fund.
- 3. Support the proposed changes and direct staff to prepare approval of the project changes for an upcoming Authority meeting, allowing the County to keep the full grant award amount.
- 4. Support the proposed changes with reduced grant funding, and direct staff to prepare approval of the project changes for an upcoming Authority meeting with a reduced grant award amount proportionate to the bed reduction. The remaining funds would revert back to the general fund.
- 5. Direct staff to engage in statutory changes to the CSI deadline in order to be able to open a third CSI funding round with any forfeited funds.

ATTACHMENTS:

- 1. Round 1 County's request for project change
- 2. Round 1 New Budget and Timeline
- 3. Round 1 New Site Plan
- 4. Round 2 County's request for project change
- 5. Round 2 New Budget and Timeline
- 6. Round 2 Site Plan
- 7. Round 1 & 2 Project Comparison
- 8. Round 1 & 2 Services Comparison



June 1, 2020

Los Angeles County Board of Supervisors

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Mark Ridley-Thomas Second District

> Sheila Kuehl Third District

Janice Hahn Fourth District

Kathryn Barger Fifth District

Christina R. Ghaly, M.D. Director

Hal F. Yee, Jr., M.D., Ph.D. Chief Deputy Director, Clinical Affairs

Nina J. Park, M.D. Chief Deputy Director, Population Health

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"To advance the health of our patients and our communities by providing extraordinary care"



Frank Moore, Executive Director California Health Facilities Financing Authority 915 Capitol Mall, Room 435 Sacramento, CA 95814

RE: CHFFA FUNDS

Dear Mr. Moore

The County of Los Angeles (County) Department of Health Services (DHS) Office of Diversion and Reentry (ODR) is requesting a change to the project scope for the grant awarded on July 25, 2019 in the amount of \$6,000,000 for the first round of funding for the Community Services Infrastructure. The original project scope was to renovate a 100-bed psychiatric recuperative care interim housing site at the Salvation Army Bell Shelter in the City of Bell, of the 100 beds, 75 would be dedicated to justice involved individuals.

During the readiness stage of this project, the County and our partner JWCH Institute (JWCH) have encountered challenges that would jeopardize the timeline of the project. The City of Bell has informed DHS that the project will require a Conditional Use Permit which would push back the start date of construction. Additionally, the project would require the County to enter into a long-term lease with the Salvation Army which is no longer financially viable to the County due to COVID-19 and the resulting loss of revenue.

The County would like to change the project scope to funding capital costs for LAC+USC Medical Center Recuperative Care Center (LAC+USC RCC). The LAC+USC RCC will be built on County land and will include 96 beds. The total cost of the project is \$24,145,000, and with the grant amount of \$6,000,000, 24 beds would be dedicated to justice involved individuals leaving County jails. All 24 beds will have access to mental health treatment, substance use disorder treatment and/or trauma centered services. The scheduled completion date of LAC+USC RCC is May 2021.

If you have any questions or need any additional information, please contact Rose Sunderland of my staff at (213) 418-3604.

Respectfully,

Christina R. Ghaly, M.D. Director

CRG:rs

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c: Contracts and Grants Division

ENCLOSURE A

CONSTRUCTION CONTRACT PUBLIC BUILDINGS CORE SERVICE AREA LAC+USC MEDICAL CENTER RESTORATIVE CARE VILLAGE PROJECTS APPROVE PROJECT BUDGETS APPROPRIATION ADJUSTMENT AND AWARD DESIGN-BUILD CONTRACT SPECS. 7552; CAPITAL PROJECT NO. 69870 SPECS. 7549; CAPITAL PROJECT NO. 69863 (SUPERVISORIAL DISTRICT 1) (4 VOTES)

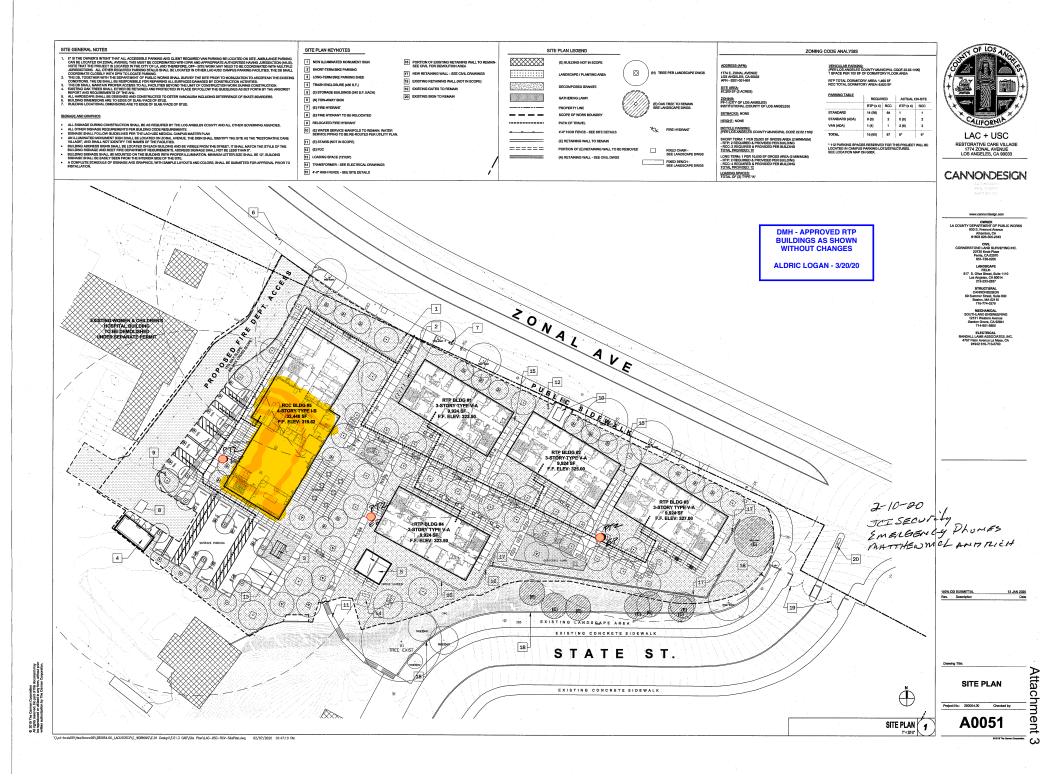
I. PROJECT SCHEDULE SUMMARY – RCC – C.P. NO. 69863

Project Activity	Scheduled Completion Date		
Environmental Document	12/17*		
Scoping Documents	06/19		
Design-Build Award	11/19		
Construction Start	04/20		
Substantial Completion	02/21		
Project Close-out	05/21		

*Completed activity.

II. PROJECT BUDGET SUMMARY – RCC

Budget Category	Total
Hard Costs	
Construction (Design-Build)	\$ 18,617,000
Contingency	\$ 2,816,000
Construction Subtotal	\$ 21,433,000
Civic Art	\$ 190,000
Equipment	\$ 60,000
Hard Costs Subtotal	\$ 21,683,000
Soft Costs	
Plans and Specifications	\$ 299,000
Consultant Services	\$ 305,000
Miscellaneous Expenditure	\$ 117,000
Jurisdictional Review, Plan Check and Permit	\$ 470,000
County Services	\$ 1,270,270
Soft Costs Subtotal	\$ 2,462,000
TOTAL	\$ 24,145,000





June 2, 2020

Los Angeles County **Board of Supervisors**

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Mark Ridley-Thomas Second District

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CHFFA FUNDS

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Frank Moore, Executive Director California Health Facilities Financing Authority 915 Capitol Mall, Room 435 Sacramento, CA 95814

RE:

Dear Mr. Moore

The County of Los Angeles (County) Department of Health Services (DHS) Office of Diversion and Reentry (ODR) is requesting a change to the project scope for the grant awarded on March 26, 2020 in the amount of \$5,300,945 for the second round of funding for the Community Services Infrastructure to expand Olive View-UCLA Medical Center (OVMC) 6C/D by adding 25 psychiatric beds to serve the justice involved population. The operating cost of inpatient psychiatric beds is significant and the 6C/D beds would have required net county contribution which is no longer anticipated to be available due to COVID-19 and the resulting loss of revenue.

The County would like to change the project scope to funding capital costs for the OVMC Recuperative Care Center (OVMC RCC). The OVMC RCC will be built on County land and will be a two-story modular building with 48 beds. The total cost of the project is \$20,537,000, and with the grant amount of \$5,300,945, 12 beds would be dedicated to justice involved individuals leaving County jails. All 12 beds will have access to mental health treatment, substance use disorder treatment and/or trauma centered services. OVMC RCC will provide psychiatric recuperative care services to ensure continuity of care for justice involved clients residing in the current 18 bed 6C psychiatric unit. The scheduled completion date of the OVMC RCC is September 2021.

If you have any questions or need any additional information, please contact Rose Sunderland of my staff at (213) 418-3604.

Respectfully,

Christina R. Ghaly, M.D. Director

CRG:rs

www.dhs.lacounty.gov

c: Contracts and Grants Division

ENCLOSURE A

CONSTRUCTION CONTRACT PUBLIC BUILDINGS CORE SERVICE AREA OLIVE VIEW CAMPUS RECUPERATIVE CARE CENTER AND RESIDENTIAL TREATMENT PROGRAM APPROVE PROJECTS AND APPROPRIATION ADJUSTMENT AUTHORIZE USE OF JOB ORDER CONTRACTING AWARD DESIGN-BUILD CONTACT SPECS. 7550; CAPITAL PROJECT NO. 69864 SPECS. 7554; CAPITAL PROJECT NO. 69872 (SUPERVISORIAL DISTRICTS 3 AND 5) (4 VOTES)

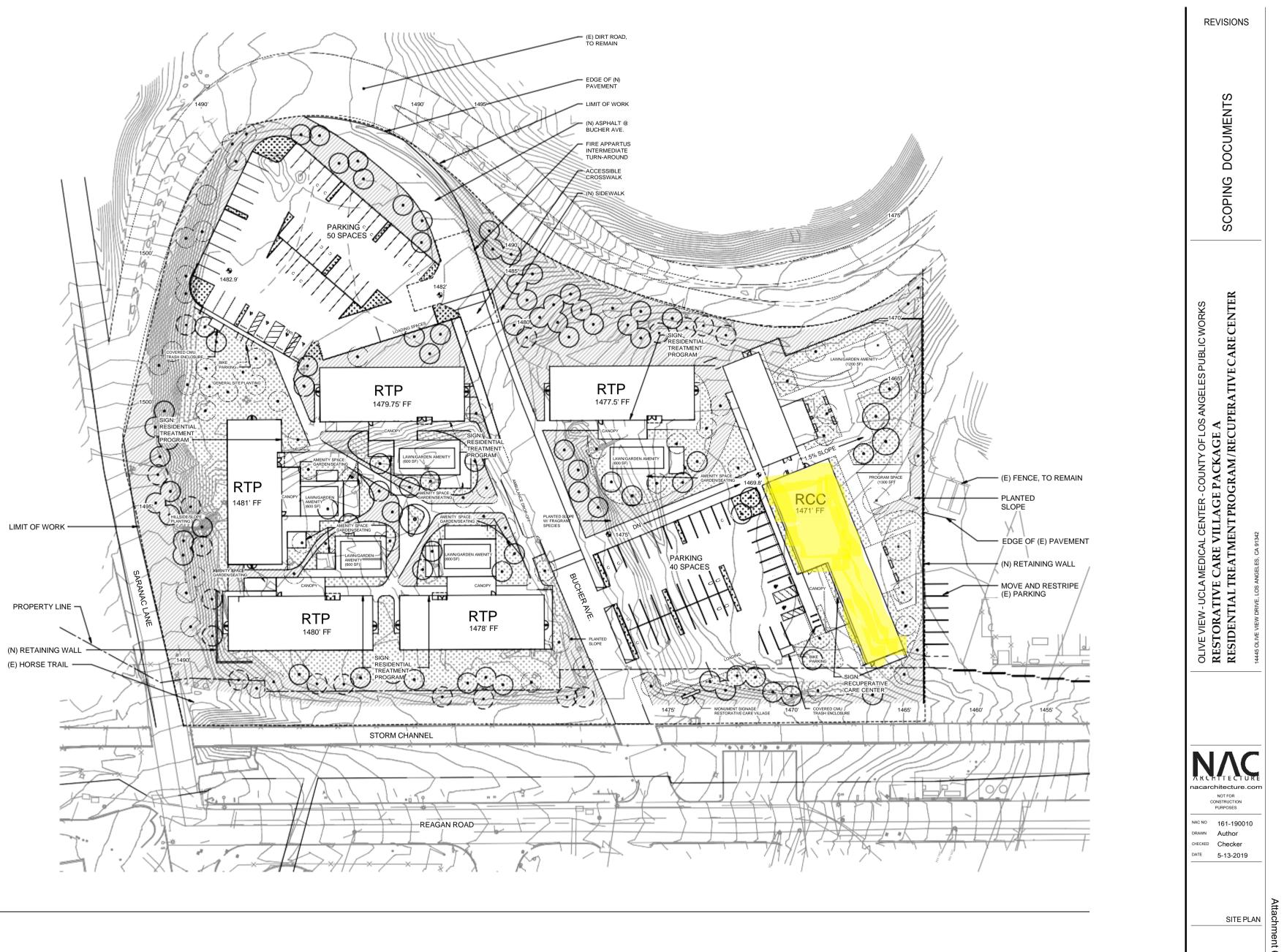
PROJECT SCHEDULE SUMMARY – RCC

Project Activity	Scheduled Completion Date		
Project Scoping Documents	05/19		
Award Design-Build Contract	10/19		
Construction Documents	By Design-Builder		
Jurisdictional Approvals	By Design-Builder		
Construction Start	02/01/20		
Substantial Completion	07/30/21		
Final Acceptance	09/30/21		

*Completed activity.

PROJECT BUDGET SUMMARY – RCC

Budget Category	Total		
Hard Costs			
Construction (Design-Build)	\$	16,789,025	
Contingency	\$	1,494,815	
Construction Subtotal	\$	18,283,840	
Civic Art	\$	169,690	
Hard Costs Subtotal	\$	18,453,530	
Equipment	\$	60,000	
Plans and Specifications	\$	180,000	
Consultant Services		310,125	
Miscellaneous Expenditure		45,598	
Jurisdictional Review, Plan Check and Permit		636,409	
County Services		851,338	
Total	\$	20,537,000	



PLAN TRUE NORTH NORTH SITE PLAN - OPTION 1 / Scale: 1/32" = 1'-0"

ი A1.03

PROJECT COMPARISONS

CSI LA (ODR) PROJECTS Rounds 1 and 2

OLD -Bell Shelter Recuperative Care	NEW-LAC+USC Recuperative Care Center		
<u># of Beds:</u> 75 (of 100 total)	<u># of beds:</u> 24 (of 96 total)		
Projected open date: October 31, 2021	Projected open date: May 2021		
<u>Services:</u> psychiatric, psychological and counseling services, medication monitoring, trauma informed care, substance use treatment (comprehensive assessments, specialized discharge planning, etc), case management, short-term housing with medical oversight for those recovering from acute illness, injury or recent medical procedure and those with complex medical and/or psychiatric illness, and recovery care coordination	<u>Services:</u> psychiatric, psychological and counseling services, medication monitoring, trauma informed care, substance use treatment (comprehensive assessments, specialized discharge planning, etc), case management, short-term housing with medical oversight for those recovering from acute illness, injury or recent medical procedure and those with complex medical and/or psychiatric illness, and recovery care coordination		
Costs: \$6M for renovation costs.	<u>Costs:</u> \$6,000,000 for 24 of 96 beds to fund renovation costs for a total project cost of \$24,145,000.		

OLD- Olive View Inpatient Psych beds	NEW- Olive View Recuperative Care Center		
<u># of beds:</u> 25	<u># of beds:</u> 12 (of 48 total)		
Projected open date: May 2022	Projected open date: September 2021		
<u>Services:</u> Inpatient psychiatric services, medication monitoring, trauma informed care, substance use treatment (comprehensive assessments, specialized discharge planning, etc), case management	<u>Services:</u> psychiatric, psychological and counseling services, medication monitoring, trauma informed care, substance use treatment (comprehensive assessments, specialized discharge planning, etc), case management, short-term housing with medical oversight for those recovering from acute illness, injury or recent medical procedure and those with complex medical and/or psychiatric illness, and recovery care coordination		
Costs: \$5,300,945 for renovation and furnishings/equipment costs.	Costs: \$5,300,945 for 12 of 48 beds to fund renovation and furnishing/equipment costs for a total project cost of \$20,537,000.		

Service Compaison CSI LA-ODR Projects Rounds 1 and 2

Category	Services	Bell Shelter Recuperative Care (Initial Round 1)	LAC+USC Recuperative Care Center (New Round 1)	OVMC Inpatient Psychiatric Beds (Initial Round 2)	OVMC Recuperative Care Center (New Round 2)
Mental Health Services	Inpatient psychiatric care services include those required to licensed psychiatric health facilities. Locked facility	No	No	Yes	No
Mental Health Services	Competency restoration according to Misdeameanor Incompetent to Stand Trial and Felony Incompetent to Stand Trial programming.	No	No	Yes	No
Mental Health Services	Psychiatric, psychological and counseling services including medication monitoring, behavioral health services - including psychiatry, and individual and group therapy	Yes	Yes	Yes	Yes
Medication Monitoring	Assist participant with medication counseling, education and reminders to adhere to treatment regimens. Ensure participants have access to prescribe medications at all times, if being securely stored by facility. Assist participant with maintaining sufficient quantities of all prescribed medications and obtaining refills in a timely manner.		Yes	Yes	Yes
Trauma Informed Care	Providers are training to provide care from a trauma informed and harm reduction perspective	Yes	Yes	Yes	Yes

Service Compaison CSI LA-ODR Projects Rounds 1 and 2

Category	Services	Bell Shelter Recuperative Care (Initial Round 1)	LAC+USC Recuperative Care Center (New Round 1)	OVMC Inpatient Psychiatric Beds (Initial Round 2)	OVMC Recuperative Care Center (New Round 2)
Substance Use Treatment	Substance abuse treatment services are provided in the unit, including comprehensive assessments, individual substance use counseling, 12 step groups and specialized discharge planning that addresses relapse prevention	Yes	Yes	Yes	Yes
Case Management	Patients also receive supportive services, such as case management (including specific experience with the justice-involved population), care coordination, and group activities to enrich patient's stay within the unit.	Yes	Yes	Yes	Yes
Recuperative Care Services	Provide short-term housing with medical oversight to those recovering from an acute illness, injury, or recent medical procedure and those who have complex medical and/or psychiatric illness who would benefit from stabilization during a recuperative care stay.	Yes	Yes	No	Yes
Recovery Care Coordination	Ensure participants' have an appointment with their Primary Care Physician (PCP)of their choice within four weeks of admission to the facility and at least quarterly PCP visit during their interim housing stay.	Yes	Yes	No	Yes
Recovery Care Coordination	Provide accompaniment to medical of mental health appointments at least quarterly of more frequently as needed.	Yes	Yes	No	Yes