LOS ANGELES COUNTY

2014–2015

CIVIL GRAND JURY

FINAL REPORT

LOS ANGELES COUNTY

2014–2015

CIVIL GRAND JURY

John Acevedo
Octavio "Toby" Chavez
Jim Contreras
Ben Cowitt
Jimmy Dixon
Virgil L. Greer Jr.
Larry Lyman
Dany Margolies
Earline C. Parker
Shari E. Pearce
John A. Rangel
Doris K. Reed
Joyce Simily
Ken Star
Wesley C. Thompson
Adrian Tigmo
Gloria M. Wilson
Margaret M. Yasuda
Steve Yi
Simeon Zano

FINAL REPORT

LOS ANGELES COUNTY 2014–2015 CIVIL GRAND JURY

Doris K. Reed ....Foreperson
Steve Yi..Foreperson pro tem
Virgil L. Greer Jr.. Secretary
Earline C. Parker......................................Secretary pro tem
Wesley C. Thompson................................Sergeant at arms
John A. Rangel............................Sergeant at arms pro tem
Dany Margolies .... Information Technology Specialist
Shari E. Pearce...Parliamentarian

John Acevedo	Joyce Simily
Octavio "Toby" Chavez	Kenneth Star
Jim Contreras	Adrian Tigmo
Ben Cowitt	Gloria M. Wilson
Jimmy Dixon	Margaret M. Yasuda
Larry Lyman	Simeon Zano

The following cities are represented by the Los Angeles County 2014–2015 Civil Grand Jury:
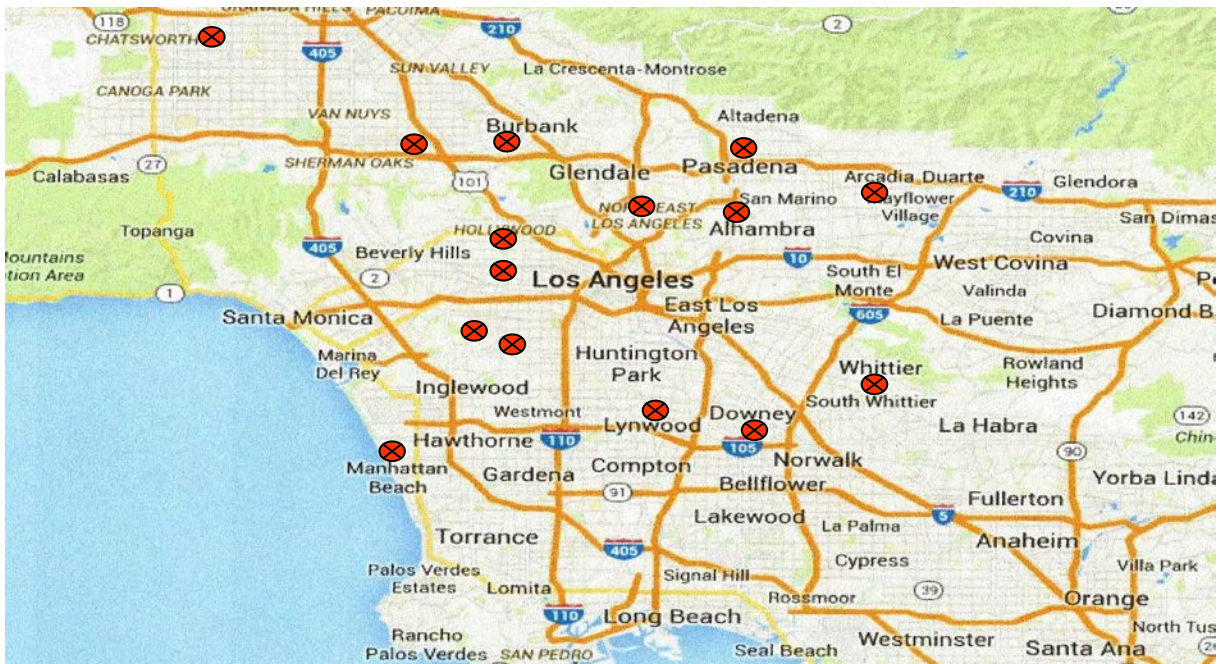
Seated, left to right: Virgil L. Greer Jr., Steve Yi, Doris K. Reed, Wesley C. Thompson, Simeon Zano. **Standing, left to right:** Jim Contreras, Ken Star, Earline C. Parker, Larry Lyman, John A. Rangel, Shari E. Pearce, John Acevedo, Jimmy Dixon, Joyce Simily, Gloria M. Wilson, Ben Cowitt, Octavio "Toby" Chavez, Adrian Tigmo, Margaret M. Yasuda. **Not pictured:** Dany Margolies.

County of Los Angeles
CIVIL GRAND JURY
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210 WEST TEMPLE STREET • ELEVENTH FLOOR • ROOM 11-506 • LOS ANGELES, CALIFORNIA 90012
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To the Citizens of Los Angeles County:

On July 1, 2014, 23 people from various communities in Los Angeles County were sworn in to serve as members of the Los Angeles County 2014–2015 Civil Grand Jury. Considering that Los Angeles County's population is more than 10 million, to be chosen to serve was quite an honor and a feat not to be taken lightly.

The primary functions of the Civil Grand Jury are tri-fold.

First we act in a "watchdog" capacity, charged with examining carefully and completely the operations of governmental agencies within Los Angeles County—which includes 88 cities, 96 school districts, and 493 special districts. Second, by statute, we are required to inspect jails and juvenile detention facilities within the county, and report on their condition and management. Third, state law mandates that we review and it authorizes us to investigate individual complaints from the citizens of Los Angeles County.

Service on the Civil Grand Jury is a full-time responsibility—five days, 30–40 hours a week. After we were sworn in, our first month and a half of service involved intensive training on what was expected of us as jurors and the intricacies of group dynamics. We began to learn how to navigate local governments. We visited a multitude of places within Los Angeles County. We invited guest speakers from county government, school districts, and cities to address the jury regarding their respective functions and to voice their concerns. However, the biggest hurdle was for 23 people from various backgrounds and life experiences to learn how to work together in a constructive and conciliatory way. That involved active listening and the willingness to cede individual viewpoints at times for the bigger picture.
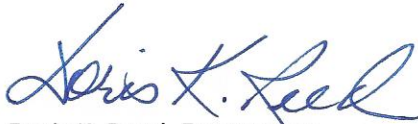
The realization that this was not about us as individuals but about being of service kept the group moving forward through hours of discussions to determine what areas would be looked at in depth, becoming part of the Final Report. Always at the forefront of our brainstorming was, "What would best serve the citizenry of Los Angeles County?" As the foreperson, my role was to encourage open communication among the jurors and to keep the group "on point," using tact, common sense, humor, and restraint to ensure that the jury functioned as a whole and that each committee within the jury functioned effectively and efficiently.

The end result of the work done by the Los Angeles County 2014–2015 Civil Grand Jury is reflected in the Final Report. In wanting to provide the readers with our best effort, no detail was too small and sufficient time was given for the jurors to make comments and/or suggestions on each section. In addition to the seven standing committees (Detention, Citizens' Complaints, Continuity, Audit, Edit and Publication, Social, and Speakers and Tours), 10 investigative committees were formed to address issues including housing, public health, and environment.

We wish to express our sincere gratitude to those who made it possible for us to complete our work:

- Supervising Judges James R. Brandlin and Charlaine F. Olmedo for their responsiveness to our legal questions and issues;
- The Civil Grand Jury staff—Mark Hoffman, Cora Artizada, and Natalie Rascon—who were not only supportive but also encouraging and patient as we developed into a cohesive group;
- Our legal advisor, Deputy County Counsel Jonathan McCaverty, who met with us weekly to ensure that we were not overstepping our legal mandates and boundaries;
- All of those from the various county departments and other agencies who freely gave of their time to meet with us and provide requested documentation in a timely fashion to assist in our investigations; and
- The Los Angeles County Sheriff's Department, who provided our transportation to all site tours.

On a personal note, I would like to thank the incredible jurors I had the honor of working with, serving as their foreperson this past year. It was a life-enhancing experience made even more pleasurable by these people who demonstrated commitment, passion, and the desire to make a difference by giving of their time and efforts. To them I would like to say, "Well done!"

Doris K. Reed, Foreperson
Los Angeles County 2014-2015 Civil Grand Jury

INTRODUCTION
LOS ANGELES COUNTY 2014–2015 CIVIL GRAND JURY

A precursor to the present Grand Jury is defined in Article 61 of the Magna Carta, signed by King John of England in 1215. Thus the Grand Jury is celebrating its 800th birthday in 2015. English colonists brought the Grand Jury to the United States, enshrining it in the Fifth Amendment to the Constitution, which reads, "No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a grand jury...."

The Los Angeles County 2014–2015 Civil Grand Jury served from July 1, 2014, to June 30, 2015. Below is an overview of the Civil Grand Jury—its history, function, and makeup.

HISTORY

In its early years, the English grand jury was an instrument of the crown. In the 17th century, the grand jury began to assert its independence from the crown and function to protect the people from the power of the king.

By the time the English colonists brought the grand jury to the United States, it had developed with three important powers that are still used today:

- Indictment: A formal written document that accuses a person of having committed a crime (Criminal Grand Jury)

- Accusation: A process similar to indictment except that it carries no criminal penalties; its purpose is the removal of a public employee from office (Civil Grand Jury)

- The power to report its findings concerning local government (both Criminal and Civil Grand Jury)

In 1902, California citizens rejected a proposed constitutional amendment to restrict grand jury powers. Today, California Penal Code Section 888 et. seq. allows the Superior Court to impanel two grand juries: one to return indictments and another to perform the civil function of accusation and local government oversight.

The required number of civil grand jurors is based on the size of the county: 23 in a county with a population exceeding 4 million; 11 in a county with a population of 20,000 or less; and 19 in all other counties. Article 1, Section 23, of the state of California's Constitution requires that each of its 58 counties draw and summon a grand jury at least once a year.

FUNCTION

The primary function of the Los Angeles Civil Grand Jury is to investigate county, city, special districts, and school districts in Los Angeles County. The investigative powers of the Civil Grand Jury include the ability to audit the operations, accounts, and records of officers and departments. All investigations and audits by the Civil Grand Jury must be conducted and completed during its term of office. The only exception is citizens' complaints that are not brought to a satisfactory conclusion upon the completion of the grand jury term; they may either be referred to the next year's Civil Grand Jury or the complainant may be asked to resubmit the claim.

The Civil Grand Jury has no power to substitute its own policies, practices, and/or procedures for those of local governments. It is not an alternative form of government, nor does it have arrest powers nor investigative powers like those exercised by established law enforcement agencies.

The jurisdiction of the Civil Grand Jury is limited by statute, as follows:

- It must exercise its powers within the geographical boundaries of Los Angeles County.

- Its subject matter jurisdiction is confined to the exercise of specific statutory powers. The Civil Grand Jury has no jurisdiction or authority to investigate federal and state agencies, nor the courts.

- In carrying out its civil functions, members of the grand jury have no privilege to write or speak with immunity from civil or criminal action.

- With the exception of auditors, it cannot hire experts nor investigators upon its own initiative.

- The grand jury can act only as a body; individual grand jurors have no authority nor official identity except when they sit as members of the jury.

- The powers of the Civil Grand Jury are exercised only at its regular and lawful meetings.

The findings of investigations conducted by the Civil Grand Jury can be communicated only in the Final Report published at the conclusion of the jury's term of impanelment (June 30). Prior to that, all matters discussed are kept private and confidential.

REQUIREMENTS FOR BECOMING A CIVIL GRAND JUROR

To become a civil grand juror, an individual:

- Must be a United States citizen, 18 years of age or older and a resident of the state of California and Los Angeles County for at least a year immediately prior to service.

- Cannot have been discharged as a Grand Juror in any California court within one year of the beginning date of service.

- Cannot have been convicted of wrongdoing in office or any felony or any other high crime.

- Must possess sufficient knowledge of the English language.

- Must not be serving as a trial juror in any California court.

- Must not be an elected public official.

As part of the process, prospective jurors are subject to background investigations prior to their being selected.

TERM OF SERVICE

The civil grand jury sits for a term of one year—July 1 until the following June 30. Each July, 23 Los Angeles County residents are sworn in to serve for a 12-month term. Service is a full-time job, five days per week for approximately 30 to 40 hours per week. Anyone selected to serve should consider the time involved and thoughtfully weigh any and all obligations before accepting the nomination.

COMPENSATION

Jurors are paid $60 per day plus mileage and are compensated for only those days worked. Jurors who choose to use public transportation to and from court are reimbursed for the cost of said transportation. Because serving as a juror is considered a voluntary position, no sick or vacation time is accumulated.

FOR MORE INFORMATION OR AN APPLICATION, PLEASE WRITE OR CALL:

Los Angeles Superior Court
Civil Grand Jury
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Los Angeles, CA 90012-3210
(213) 628-7914
www.grandjury.co.la.ca.us

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INVESTIGATIVE COMMITTEES

STANDING COMMITTEES

AFFORDABLE HOUSING

Shari E. Pearce, chair
Octavio "Toby" Chavez, vice chair
Earline C. Parker, secretary
John A. Rangel
Margaret M. Yasuda
Steve Yi
Simeon Zano

AFFORDABLE HOUSING

TOPIC

Los Angeles County funding for affordable housing expires in 2017, and there is no plan to continue funding. The Los Angeles County 2014–2015 Civil Grand Jury created the Affordable Housing Committee (committee) to investigate this issue.

BACKGROUND

Los Angeles County (county) is the second-largest metropolitan area in the United States. It has a population of approximately 10 million, making it the most populous county in the United States. The annual median rent in California has grown 21 percent since 2000, while median income for renter households has fallen 8 percent.[1] In 2012–2013, county residents experienced the largest rent increase in Southern California when rents increased 2.86 percent to an average of $1,435 per unit.[2] This makes affordable housing in Los Angeles County more important than ever.

According to the California Housing Partnership Corporation (CHPC),[3] the housing market has failed to meet the needs of an entire segment of the Los Angeles County population. "Rent is considered affordable when it consumes no more than 30 percent of household income," states the CHPC.[4] "In Los Angeles County there are homes with affordable rents for only two out of 10 extremely low income (ELI) renter households—those earning 30 percent or less of their metro area's median income. The county is home to 465,985 ELI renter households.[5] Very Low Income (VLI) households, those who earn up to half of their area's median income, fare only slightly better; there are homes with affordable rents for fewer than four out of every 10 VLI households in the county." The range of housing patterns, from very low income housing to lavish dwellings, reflects the enormity of this issue.

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[1] Update on California's Affordable Housing Crisis: the critical Role of Housing Access and Affordability in Reducing Poverty, April 2015, California Housing Partnership Corporation.
[2] Source: REIS & USC Casden Forecast.
[3] CHPC was created in 1988 by the state legislature to provide leadership on affordable housing policy and resource issues of benefit to California.
[4] California Housing Partnership Corporation report, How Los Angeles County's Housing Market Is Failing to Meet the Needs of Low-Income Families, May 2014.
[5] Ibid.

Households in these categories are predominately composed of the elderly, disabled, veterans, low-wage workers, and homeless. Of this group, the homeless and the mentally ill require more on-site services provided by Los Angeles County Department of Mental Health, creating a drain on the already limited funds.[6] A client-centered housing-first approach is the focus for individuals who are homeless, providing harm-reduction strategies, substance abuse treatment, immediate psychiatric assessment, and medication support.

The Housing Authority of the County of Los Angeles (HACoLA), a department of the Community Development Commission (CDC), currently provides 3,237 affordable housing units throughout the county. HACoLA's management model combines management, law enforcement/security, resident services, and partnerships with other public agencies and community groups to offer ELI residents needed tools and opportunities including:[7]

- A Family Self-Sufficiency Program
- Case Management
- Educational and Computer Learning Services
- Employment Training and Childcare
- Juvenile Justice Crime Prevention Act Services for youth
- Smoking Cessation Programs (all HACoLA units are smoke-free)

There are 13 site-based waiting lists of which seven are for seniors only (62 years or older). Waiting periods of up to a year depend upon:

- The jurisdiction
- Number of bedrooms needed
- Current vacancies for a specific site-based waiting list
- Preferences
- Date and time of application

Demographics of residents at HACoLA's 3,237 units break down as follows:

- Average annual income of $14,278 per household
- Average rent of $337 per month
- Ethnicity:
  59% White, of which 41% is Latino

  35% African American

  4% Asian

  1% Native American

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[6] Los Angeles County Department of Mental Health published a pamphlet titled Addressing the Needs of People Who Are Homeless and Mentally Ill, referencing the 2012–2013 budgeted programs that include outreach and engagement, providing intensive treatment programs.
[7] Community Development Commission of the County of Los Angeles, Economic and Housing Development Power Point presentation Aug. 28, 2014.

- Age groups:
  - 36% 0–17 years
  - 43% 18–61 years
  - 21% 62 years and older
- Length of stay:
  - 43% 0–5 years
  - 21% 6–10 years
  - 36% 11 years and longer
- Total population: 6,390 persons
- Average households: 2.2 persons

Affordable Housing Funding

Affordable housing development projects require a complex mix of financing tools—with loans, grants, and various other programs imposing numerous qualifications and restrictions. The federal government typically provides major capital support through the Low-Income Housing Tax Credits program (LIHTC), Community Development Block Grants (CDBG), and HOME Investment Partnership Program (HOME) funds, in addition to operating subsidies provided through U.S. Department of Housing and Urban Development (HUD) programs. As federal support declined in recent years, local and state governments started offering financing and incentive programs as well, including housing trust funds and state tax credits. Los Angeles County complies with the state of California–mandated density bonus program, which allows market-rate developers to add units to their projects if affordable units are included, but the bonus program does not have a dedicated funding source.[8]

Dissolution of California Redevelopment Agencies

As part of the 2011 Budget Act, and in order to address the state's ongoing budget deficit, the California State Legislature approved the dissolution of the state's redevelopment agencies. Redevelopment agencies had provided local governments the ability to capture a greater share of property taxes. After an area was declared a redevelopment project area, the share of property taxes that went to schools and other local agencies was frozen. All of the growth in property taxes (known as property tax increment) from that point until the redevelopment area expired—which can be up to 50 years—went back to the redevelopment agency. Redevelopment agencies were required by California state law to set aside not less than 20 percent of all tax increment revenues into a Low and Moderate Income Housing Fund to develop housing for low and moderate income households.

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[8] Calif. Government Code Section 65915–65918.

Following unsuccessful litigation to preserve them, the redevelopment agencies were officially dissolved as of Feb. 1, 2012. As a result, property tax revenues are now used to pay required payments on existing bonds for the dissolved redevelopment agencies, other enforceable obligations, and pass-through payments to local governments. The remaining property tax revenues that exceed the enforceable obligations are now allocated to cities, counties, special districts, and school and community college districts.

To help facilitate the redevelopment agency winding-down process at the local level, successor agencies have been established to manage redevelopment projects currently underway, make payments on enforceable obligations, and dispose of redevelopment assets and properties. In Los Angeles County, the CDC has assumed the function of the redevelopment.

Los Angeles County Community Development Commission

Created in 1982 by the Los Angeles County Board of Supervisors (BOS), the CDC brought together HACoLA, the former Redevelopment Agency, and the CDC. The BOS serves as the governing Board of Commissioners for the CDC and the Housing Authority.

The CDC manages affordable housing and economic development programs that benefit residents and business owners in unincorporated Los Angeles County areas and in participating cities, serving an estimated one million residents.

Receiving more than 70 percent of its funding from HUD, the CDC operates in four main areas: subsidized housing, housing development and preservation, community development, and economic development. In Fiscal Year 2014–2015, the CDC's budget totaled $474 million, with 563 employees.

The CDC's affordable housing development projects are managed internally by its Economic and Housing Development Division, with 54 employees.

METHODOLOGY

The committee conducted interviews and, based on the information gleaned, hired an audit firm to further investigate county funds transferred to the CDC for affordable housing development between 2012 and 2015.

The compliance audit was designed to:

- Determine the level of funding the county has allocated to the CDC for affordable housing or other purposes during the current and past three fiscal years.

- Review all actions by the BOS to determine the board's plans for all of the funds transferred to the CDC for specific affordable housing programs.

- Determine how the transferred funds have been used by the CDC, including development of new affordable housing, rehabilitation of existing housing, housing for the homeless, and other uses.

- Assess whether or not the funds transferred to the CDC from the county have been used as intended by the BOS.

- To the extent that transferred funds have not been used as intended by the BOS, or not expended within established time frames, determine how they have been used and why there were changes in the time frames.

The audit process included interviews with CDC employees, as well as the Los Angeles County Chief Executive Office (CEO), and a site visit to one of the projects funded with county General Funds. In addition, the following documents were reviewed:

- Affordable housing project budget variance reports
- Development agreements for affordable housing projects
- Construction monitoring reports
- Staff reports to the CDC Loan Committee and Board of Commissioners
- Community Development Commission resolutions

INVESTIGATION

Components of Affordable Housing Funding

Low-income housing tax credits

The federal LIHTC represents a major source of funding for much of the affordable housing in construction today. Created under the Tax Reform Act of 1986, LIHTC is administered at the state level with a fixed allocation from the federal government based on the state's population. Tax credits are then awarded competitively, in two "allocation rounds" held every year, to projects that best meet the state's priorities and goals.

In California, the Tax Credit Allocation Committee (TCAC), a division of the State Treasurer's Office, administers state and federal tax credits. TCAC awards these tax credits to eligible projects within geographic regions through a competitive process.

There are two types of tax credits: competitive 9 percent credits and non-competitive 4 percent credits. The 9 and 4 percent federal tax credits are available for 10 years, and the state tax credits are available for four years. The federal government awards the 9 percent competitive credits to each state equal to $2.15 per capita. TCAC then allocates the competitive tax credits to specific types of projects (such as projects sponsored by nonprofits or targeted to individuals with special needs) and to geographic regions within the state, based on population and housing needs.

Projects that have certain other federal subsidies or are financed with more than 50 percent tax-exempt bonds are eligible for 4 percent annual tax credits. The state ceiling for 4 percent annual tax credits is tied to the state ceiling for issuing private activity tax-exempt revenue bonds. The federal government sets the annual ceiling for each state to issue private activity tax-exempt revenue bonds, which is approximately $75 per capita.

Developers typically "sell" the tax credits by entering into limited partnerships with investors. The investors get tax shelters while the developers get much needed equity to finance the construction of the affordable units.

As shown in the project summary in Table 3, tax credits provide a significant amount of funding for affordable housing development.

HOME Funds Investment Partnership Program

The HOME Investment Partnerships Program (HOME) is a federal block grant that provides states and localities with a flexible funding source to address affordable housing needs. Government bodies typically use these funds—often in partnership with local nonprofit groups—to support the construction or rehabilitation of affordable housing for rent or home ownership and to provide direct rental assistance to low-income people. HOME is the largest federal block grant designed exclusively to create affordable housing for low-income households.

Homeless Prevention Initiative 2006

In response to the growing homeless problem in the county, the BOS adopted a strategic plan in 2006, for which it allocated $100 million to fund pilot programs collectively referred to as the Homeless Prevention Initiative. As part of this Initiative, the CDC released a Request for Proposals for the Homeless & Housing Program Fund. This made available $32 million in one-time funding for capital development or service programs serving homeless clients and those at risk of becoming homeless.

Homeless Service Center Funds

Also as part of the Homeless Prevention Initiative approved by the BOS in 2006, each supervisor was allocated $1,425,000 in ongoing annual funding. These funds—called the Homeless Service Center Funds—can be used for capital development, operations, or services programs serving the homeless, at the discretion of the supervisor. The CDC administers only the capital projects—some of which are included in the annual Notice of Funding Availability (NOFA) process—through which the CDC formally announces funding available for affordable housing and developers apply for funding for prospective projects in the county. The Los Angeles Homeless Services Authority administers services and operations contracts.

County General Fund Allocations: Notices of Funding Availability

To date, the county has allocated $101,051,000 in General Fund revenues to the CDC for affordable housing development, as shown on Table 1 (below).

Table 1: Dates and Amounts of County Fund Transfers to the CDC for NOFAs

Fiscal Year	Date of Board Motion	Amount Transferred	Allocated?
FY 2012-13	October 23, 2012	$11,000,000	Yes, NOFA 18
FY 2012-13	March 5, 2013	$15,000,000	Yes, NOFA 19
FY 2013-14	June 24, 2013	$15,000,000	Yes, NOFA 20
FY 2014-15	June 23, 2014	$15,000,000*	Yes, NOFA 21
FY 2014-15	June 23, 2014	$35,072,000	Yes, NOFA 20, 22 & 23
FY 2014-15	February 24, 2015	$9,979,000	Yes, NOFA 21
Total		**$101,051,000**	

Source: Board motions and CEO documents.

* An additional $800,000 in Homeless Prevention Initiative Funds was also transferred at this time but was specifically allocated to Supervisorial District 1.

Of these funds transferred from the county, $38,189,000 in county General Funds has been made available to affordable housing developers thus far by the CDC through NOFAs 18–20, along with other funding sources such as Homeless Bonus Funds and HOME funds. Summaries of the NOFAs executed during the audit scope period are below in Table 2.

Table 2: Total Funding Available in Recent NOFA Rounds

	NOFA 18	NOFA 19	NOFA 20	Total
County General Funds	$8,800,000	$11,939,000	$17,400,000	$38,139,000
Homeless Bonus Funds	$524,446	$3,036,946	$2,650,000	$6,211,392
HOME Funds	$1,669,000	$3,500,000	$2,700,000	$7,869,000
Total Available Funds	**$10,993,446**	**$18,475,946**	**$22,750,000**	**$52,219,392**

Source: NOFA Documents

These county funds, along with the other affordable housing funding sources, are provided to affordable housing developers by the CDC as low-interest loans, which in general become due in 55 years. The CDC is flexible in that it does not require regular annual payments from these developers unless they have residual receipts (net proceeds after all expenses are paid). The CDC reports it does expect to be repaid over the term of the loan; in instances of non-payment, the CDC would attempt to restructure the loan or might pursue a foreclosure. The loan agreements between the CDC and the developers provide for such a proceeding if necessary. Payments received by the CDC are returned to their respective original funding source pools for future reallocations.

In order to ensure that the most qualified and "shovel-ready" projects receive the funds, the CDC outlines selection criteria for each NOFA, which include:

- Project financing
- Readiness
- Design
- Supportive services
- Development team qualifications

Additional preferences are given to projects that target low-income populations with special needs, such as: the homeless, homeless veterans, the chronically homeless, the mentally disabled, those with HIV/AIDS, transition-aged youth, the developmentally disabled, and frequent users of the healthcare and mental health systems.

Technical reviews of applications for NOFA funding are performed by a panel of consultants, and the CDC's Independent Review Panel reviews the consultants' scoring. The panel of consultants has development, design, or service provision expertise and is solicited by the CDC through a competitive Request for Statements of Qualifications or Request for Proposals. The consultants are ranked by an evaluation committee, composed of CDC staff, based on their experience, performance history, and approach to the task. Selected consultants serve a one-year term with four one-year options to extend the contract. The CDC staff reviews and confirms consultant scoring before projects are presented to the Independent Review Panel.

As discussed in more detail below, the Board of Supervisors required that the CDC pace the allocation of the transferred funds over five years. As such, the current schedule for releasing the remaining county General Funds is:

- NOFA 21: September 2015
- NOFA 22: September 2016
- NOFA 23: September 2017

Summary of Affordable Housing Projects Receiving County General Funds

The county resources provide essential gap financing for affordable housing developments in Los Angeles County, however, all funded projects must demonstrate sound financial planning and that other funding sources have been secured before the county will begin disbursement. Table 3 below details the amount of county funds awarded to each project funded through NOFAs 18 and 19, as well as the amount of other resources leveraged by the projects. Low-income housing tax credits represent the primary funding source for affordable housing. All projects approved for funding by the CDC must also receive tax credits.

Table 3: NOFA Project Awards and Total Project Financing

| NOFA | PROJECT | TOTAL NOFA FUNDING ALLOCATION | | Other Financing | | Total |
		County General Fund Loan Amount (A)	Total CDC Loan Amount* (B)	Tax Credit Equity (C)	Other Financing (D)	All Sources (B) + (C) + (D)
18	Whittier Place**	$78,400	$2,188,825	$7,917,000	$3,500,000	$13,605,825
18	Harding	$1,100,000	$2,769,000	$7,712,091	$250,000	$10,731,091
18	Vermont Manzanita	$965,425	$965,425	$11,703,535	$6,000,000	$18,668,960
18	Path Villas	$950,000	$950,000	$5,251,577	$3,200,000	$9,401,577
18	Mar Vista Union	$950,000	$950,000	$5,508,000	$6,677,064	$13,135,064
18	Step Up	$1,100,000	$1,100,000	$6,880,564	$5,810,002	$13,790,566
18	The Paseo	$1,100,000	$1,100,000	$7,774,954	$12,564,880	$21,439,834
18	LDK Senior	$1,100,000	$1,100,000	$9,378,293	$15,120,903	$25,599,196
Subtotal NOFA 18		*$7,343,825*	*$11,123,250*	*$62,126,014*	*$53,122,849*	*$126,372,113*
19	Gateway	$1,500,000	$3,000,000	$5,562,765	$1,071,261	$9,634,026
19	Winnetka Senior	$1,500,000	$1,500,000	$8,620,680	$16,485,987	$26,606,667
19	Crest	$1,700,000	$1,700,000	$15,154,720	$6,690,080	$23,544,800
19	Immanuel Senior	$1,817,500	$1,817,500	$6,860,512	$3,473,745	$12,151,757
19	Cedar Springs	$2,937,500	$5,389,822	$12,558,776	$5,410,376	$23,358,974
19	Whittier Place**	$2,115,000	$2,115,000	$7,917,000	$5,688,825	$15,720,825
Subtotal NOFA 19		*$11,570,000*	*$15,522,322*	*$56,674,453*	*$38,820,274*	*$111,017,049*
Total NOFA 18 & NOFA 19		*$18,913,825*	*$26,645,572*	*$118,800,467*	*$91,943,123*	*$237,389,162*

* This includes the General Fund Loan amount shown in Column (A) and HOME funds and County Homeless Funds not separately presented.

** Whittier Place received capital development funds through NOFA 18 and operating subsidies through NOFA 19.

Funding From Los Angeles County to Meet Affordable Housing Goals

County commitment to affordable housing development

In the wake of the dissolution of redevelopment agencies and continued cuts in federal funding, the Los Angeles County Board of Supervisors took action in 2012 to transfer $11 million from the Assignment for Budgetary Uncertainties account to the CDC to allocate through the CDC's NOFA process. This funding, for the creation of affordable housing units, also covers a 20 percent administration fee and monitoring costs.

At the same time, the BOS directed the CEO to work with the CDC to design a framework and implementation plan to address eight broad economic development objectives, one of which was affordable housing development.

Prior to the completion of the framework and implementation plan, the BOS acted again to move resources to the CDC for continued housing development, through a $15 million allocation in March 2013. In this motion, the BOS directed the CDC to release NOFAs as quickly as possible, and to use "no less than half of the funds for homeless special needs populations." The motion specifically noted that the BOS would "defer consideration of the dispensation of the remaining funds until the FY 2013–14 budget process."

In April 2013, the CDC in cooperation with the CEO presented to the BOS the Affordable Housing and Economic Development Framework and Implementation Strategy (Framework). This plan detailed recommendations to the county to provide annual allocations of $34,649,500 of former redevelopment money for a period of five years, or $173,247,500 to finance the ongoing development of affordable housing targeting special-needs populations, including homeless, veterans, and transitional-age foster youth. These allocations would be in addition to the prior allocations of $11 million and $15 million, or $26 million for the first two transfers by the Board of Supervisors.

The goals and strategy outlined in the Framework document for the use of these funds included:

- the incorporation of operating subsidies to ensure long-term financial viability of affordable housing developments;
- a predictable NOFA issuance timeline to give developers sufficient planning time for site control, environmental reviews, and finance leveraging; and
- a unit production goal of 900 total units, including 450 for special needs populations.

As such, the Framework recommended a total additional allocation from the county of $173,247,500, over the five years—bringing the combined total allocation, incorporating the initial $26 million allocation, to a total commitment of $199,247,500.

County housing goals

The county established affordable housing development goals in its 2014–2021 state-mandated Housing Element, which is part of the county's General Plan. The Los Angeles County Department of Regional Planning produces the county's Housing Element to define overall housing needs and goals. As one of seven required elements of the County General Plan, the Housing Element serves as a policy guide to address comprehensive housing needs in the unincorporated areas. This document reflects goals for various county agencies and programs, including the CDC. The CDC's goals, as defined by the Housing Element, are highlighted in Table 4 (following).

Table 4: LA County Housing Element: Quantified Objectives for 2014–2021

	Housing Unit Development/Subsidy Goal					
Program	**30% AMI* and below**	**31-50% AMI***	**51-80% AMI***	**81-120% AMI***	**120% AMI* and above**	**TOTAL**
Section 8 Rental Assistance	1,560	2,340	0	0	0	3,900
Family Self Sufficiency	25	75	0	0	0	100
First 5 LA	560	0	0	0	0	560
CDC Multifamily Construction	**175**	**175**	**0**	**0**	**0**	**350**
CDC Homeownership Program	0	0	43	0	0	43
Homebuyer Assistance	0	200	425	425	0	1,050
Ownership Housing Rehabilitation	1,265	1,050	1,050	0	0	3,365
Public Housing Modernization	972	973	0	0	0	1,945
Preservation of At-Risk Housing	24	662	263	0	0	949

Source: 2014-2021 Los Angeles County Housing Element

*AMI = Area Median Income

According to the April 2015 report by the California Housing Partnership Corporation, there is a 527,722 shortfall of affordable housing available to Los Angeles County's very low-income and extremely low-income households, which is the largest shortfall of affordable housing in the state. Currently, the CDC has allocated county General Funds to support the production of 533 units of affordable housing; 319 of the 533 units will serve special-needs populations as shown in Table 5 (following).

Table 5: Affordable Housing Units in Pre-Development or Under Construction Funded in Part by Los Angeles County

Source	Special Needs	Affordable Non-Special Needs	Total Units
NOFA 18	134	157	291
NOFA 19[*]	185	57	242
Total Units Funded	**319**	**214**	**533**

Source: CDC Project Summary Report

[*] This does not include the special-needs units in Whittier Place, which received capital development funds from NOFA 18 and operating subsidy from NOFA 19. Whittier Place's 24 special needs units are included in the NOFA 18 calculation.

Actual county allocation significantly lower than recommended amount

Although it specifically directed the CEO and the CDC to determine how much funding the county needed to contribute to support affordable housing development, the Board of Supervisors has in fact allocated significantly less resources than what was recommended by the CDC in the Framework. The actual allocations of county funds to the CDC are detailed on Table 1.

As previously noted, the total funding amount recommended by the CDC in the Framework requested by the BOS totaled $199,247,500. Although there are many funding needs in the county, the county has underfunded the affordable housing development goals determined by the CDC in cooperation with the CEO by $98,196,500. The Board of Supervisors appears to have used the Framework as a guide but did not adopt it in full.

Additional funding from Community Redevelopment Agency dissolution expected

In February 2015, the Board of Supervisors approved the transfer of $9,979,000 for FY 2014–2015. This transfer was composed of $7,262,706 from unencumbered low-to-moderate income housing funds that have been returned to the county from former redevelopment projects and $2,717,000 from the sale of assets. The CEO estimates that additional revenues

may total another $7 million. However, only a percentage of this would be returned to the county General Fund and therefore potentially available for allocation to the CDC for affordable housing development.

As of June 2014, Los Angeles County had a General Fund unassigned fund balance of $232 million. The $232 million currently constitutes the county's Rainy Day Reserve, which the Board of Supervisors established in 2009 to protect essential county programs against unforeseen emergencies and economic downturns. BOS policy states that Rainy Day Reserve cap should be 10 percent of ongoing locally generated revenue, which was approximately $478 million or $256 million more than the $232 million Rainy Day Reserve fund balance, as of June 30, 2014. It should be noted that these funds remain subject to BOS policy.

Administrative fees may not be sufficient to cover costs

Currently, the CDC takes a 20 percent administration fee out of the county funds transferred for affordable housing to cover the costs related to developing and administering the annual NOFA process, hiring consultants to evaluate the NOFA applications. The fee also covers county counsel and outside legal counsel, preparing loans for closing, monitoring the project through construction, and ongoing monitoring for the loan. The loan, which often extends to 55 years, typically coincides with the lifetime of the tax credit affordability period.

Of the $26 million transferred to the CDC for NOFAs 18 and 19, 20 percent, or $5,200,000, has been set aside for administrative costs. As of March 12, 2015, the CDC has expended $907,885 or 41 percent of the administrative fees for NOFA 18 and $359,658 or 12 percent of the administrative fees for NOFA 19, as shown in Table 6 below.

Table 6: Administrative Fee Set Aside and Expected Administrative Fee Expenditures, As of March 12, 2015

NOFA Round	County General Fund (CGF) Transfer	20% Administrative Fee Set Aside from CGF Transfer	Actual Administrative Fee Expenditures	Percent of Administrative Fees Expended
NOFA 18	$11,000,000	$2,200,000	$907,885	41%
NOFA 19	$15,000,000	$3,000,000	$359,658	12%
Total	**$26,000,000**	**$5,200,000**	**$1,267,543**	**24%**

Source: CDC Affordable Housing Trust Fund Financial Overview

According to CDC employees, the 20 percent administration fee is sufficient to pay for the immediate administrative costs during the pre-development and construction phases of an

affordable housing project. The fee may not be sufficient to pay for the project's long-term monitoring costs, as the CDC continues to monitor the project over the life of the 55-year loan. As shown in Table 6 above, the administrative fee allocation for NOFA 18 projects is already almost half-expended and is still needed to cover the monitoring costs. The 20 percent administration fee is less than administrative fees associated with some similar programs, including the federal HOME loan program. The CDC will continue to closely monitor project delivery and monitoring costs associated with these projects to determine if administrative fees should be adjusted in the future.

Current Board of Supervisors' five-year directive

As discussed, the BOS passed three motions over the course of three years to allocate county General Funds to the CDC, for a total allocation of $101,051,000. On June 23, 2014, the Board of Supervisors authorized the full transfer of the remaining allocated county funding to the CDC. However, the 2013 Board of Supervisors' resolution requires that the CDC "use the funding to continue to issue yearly affordable housing NOFAs over the next five years in order to expand the availability of affordable housing in Los Angeles County." The final NOFA scheduled for September 2017 release includes the last of this county allocation.

Given the critical need for additional affordable housing units in Los Angeles County, and the Board of Supervisors' stated commitment to supporting affordable housing development, the Board of Supervisors should amend the 2013 motion to allow the CDC to release the county General Funds more expediently. NOFAs of a higher value might require additional CDC staff capacity, particularly for the project review and pre-construction phase; therefore the CDC should evaluate personnel needs including whether consultants could be used for some of the required work, and corresponding costs, in order to release the county funds to expedite the production of affordable housing units.[9]

Permanent source for future affordable housing development is non-existent

Although it has committed funding for affordable housing in the immediate transition after the dissolution of the Redevelopment Agency, the county has not identified a permanent funding source for affordable housing. Table 7 (below) illustrates the number of project applications submitted for the limited pool of resources in each NOFA and the number of projects awarded.

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[9] CDC is in the process of hiring one additional staff member to fill a vacant position within the Economic and Housing Development Division. CDC staff note that the increased workload for the $24,979,000 NOFA 21 composed of the $15 million original General Fund transfer from the Board of Supervisors to the CDC plus the recent $9.9 million transfer will be more manageable with the additional staff member. CDC staff does not foresee needing any additional staff members after filling the vacant position to manage a NOFA of this higher value.

Table 7: NOFA Applications and Awards[10]

	NOFA 18	NOFA 19	Total
Projects Applied	11	7	18
Projects Funded	9	6	14*
Units Applied	402	331	733
Units Approved	335	267	577*
Amount Applied	$11,190,425	$13,522,500	$24,712,925
Amount Funded	$8,115,425	$12,352,500	$20,467,925
Unfunded Demand**	**$3,075,000**	**$1,170,000**	**$4,245,000**

Source: CDC NOFA Scoring Documents

* These totals do not add up because the Whittier Place project was awarded capital development funds in NOFA 18 and operating subsidy in NOFA 19. The Whittier Place project and units are accounted for in both the NOFA 18 and NOFA 19 columns but are only accounted for once in the Projects Funded Total column and Units Approved total column.
**One project in NOFA 18 did not receive funding because it did not meet the threshold criteria. All seven projects in NOFA 19 met the threshold criteria but there was only enough funding for six.

According to the CDC, a predictable funding source is critical to the consistent flow of affordable housing development. Developers must be incentivized to engage in pre-development activities, which require them to bear the risk and cost of securing a property and obtaining entitlements and permits. The pre-development phase of constructing an affordable housing project typically takes up to two-and-one-half years. It is necessary that developers continue to engage in pre-development activities so when funding becomes available, the project is almost ready for construction. If affordable housing developers cannot rely on county funding, they would be discouraged from partaking in pre-development activities—resulting in delays in affordable housing development until there is an established gap-financing source.

Other jurisdictions have created permanent funding sources through the introduction of housing impact fees. Impact fees are exactions imposed on developers by local governments as a precondition for the privilege of developing land. The fees lessen the impact of increased population or demand on services generated by that development.

Two categories of local impact fees can be used to support affordable housing development:

(1) commercial development
(2) market-rate residential development

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[10] Table 7 reflects the number of projects and units approved for funding by the Board of Supervisors in the original Board Letter and does not include adjustments that were made later.

Both fees must be based on an assessment of the extent to which the development generates additional demand for affordable housing.

In California, several jurisdictions have introduced impact fees on market-rate residential development—including Napa and Marin counties, and the cities of Berkeley, San Jose, Pasadena, Fremont, San Carlos, Santa Rosa, Walnut Creek, and Mountain View.

The county Department of Regional Planning recommended that the county "consider the feasibility of establishing residential and non-residential impact fees." The BOS in its Inclusionary Housing Report states, "[T]o address the need for affordable housing and economic development in a post-redevelopment California, local governments have to develop new, more efficient mechanisms for providing resources for these purposes.… As one key source of funding for affordable housing and economic development, the county should consider setting aside a portion of the tax revenues that will no longer be captured by the redevelopment agencies."[11]

Oversight of Projects

CDC housing development project management

Affordable housing projects funded with county General Funds are managed by the CDC's Housing Development Unit. This unit oversees all county affordable housing projects utilizing financing through the CDC from federal (HOME and CDBG) and/or county sources.

The project manager maintains responsibility for monitoring the progress of each project as well as the project budget. Project status includes pending actions, forecast, and expected construction start and end dates. This information must be updated each month in Tracker, one of two information systems used by CDC project managers. Tracker allows project managers to monitor a project's progress while PeopleSoft, the CDC's system of records, allows project managers to monitor project expenditures to date. Together, these systems enable project managers to determine how well the expenditure goal for each project has been met.

Project tracking and reporting

The CDC has created standardized checklists for project managers to document various management activities. The due diligence checklist tracks the receipt and review of all

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[11] Los Angeles County, Department of Regional Planning, General Plan Development/Housing Section, July 2, 2012.

documents related to construction loan closing and post-closing. The development of such document templates and record-keeping policies allows for increased transparency and accountability related to affordable housing project management.

In addition, CDC management has established standards for reporting on project status to supervisors within the department, as well as the BOS. This reporting includes weekly progress reports to the manager of the Housing Development Unit, and monthly reports to CDC management, which are then provided to the BOS (discussed in more detail below).

Internal weekly project updates

Weekly Tracker project updates of May 2014 and January 2015 reveal that staff regularly complies with the reporting requirement and consistently provides CDC management with detailed updates on project status.

Monthly project updates

Based on a review of the January 2015 Tracker project updates for each supervisorial district, it appears additional information could be included to provide members of the Board of Supervisors with a more comprehensive understanding of the status of affordable housing developments.

The monthly reports that Project Managers present to CDC management and the BOS for review comes from the Tracker system and show the following information by project:

- Project history
- Date of loan agreement
- Pending actions
- Forecast
- Construction start/end dates
- Date of occupancy
- Total costs, sources, and units by Area Median Income type
- Percentage of current project phase completed

Although these data points help CDC management and the BOS understand where problems or delays have arisen, they fail to reflect critical information, such as:

- Original planned dates of construction start/end
- Total amount or percentage of county funds expended
- Number of affordable and special needs units

Understanding where projects are in development—relative to the original planned construction timeline, as well as budgeted and actual expenditures—provides a critical measure for managers to hold employees and developers accountable for project delays.

The CDC currently operates and maintains the Tracker system; however, it was developed by a third-party vendor approximately 15 years ago. CDC staff report that the monthly reports are created using a fixed template that was created by the vendor. CDC staff note that in the past they tried to add data fields to the monthly report but were unsuccessful as the system change was too complex for CDC staff and the vendor was not accessible.

Board of Supervisors oversight of county-funded affordable housing projects

The Board of Supervisors, serving as the CDC's governing body, is required to: (1) provide formal authorization of the gross amount of funds that are transferred to the CDC, (2) set the general expectation of how CDC staff should spend the transferred funds, which is approved through a board motion, and (3) provide formal authorization of the final NOFA allocation to affordable housing projects that have been selected.

According to the Housing Development Division's Operations Manual, the authorization for the NOFA allocation is obtained via approval of a Board Letter, with a defined format and process that spells out the specific actions needed. In such instances, the Board of Supervisors reviews and approves the Board Letter.

Notably, these Board Letters are submitted after the Notice of Funding Availability process has been completed and projects have been scored. The Board of Supervisors does not currently have an opportunity to review the NOFA criteria nor total funding amounts in advance of this process to ensure that the board's priorities are accurately reflected. CDC staff note that the Board of Supervisors has never requested to review a NOFA prior to its release.

CDC employees have monthly meetings with the deputies from each supervisorial district to discuss and inquire about ongoing projects based on the Tracker reports. The Tracker reports in their current format do not provide the BOS with sufficient information needed to perform oversight by project, particularly original budget vs. actual expenditures and original vs. revised timelines. Although supervisors receive information about projects in their districts, the Board of Supervisors sitting as the Community Development Commission has not taken an active role in providing comprehensive oversight of all projects after funding allocations are made.

Without sufficient and comprehensive information regarding the status of funding and development for all affordable housing projects countywide, the Board of Supervisors is not sufficiently informed to make the best decisions regarding funding. Table 8 shows variances between original and current revised completion dates for projects funded with county General Funds, information that is not provided in a comprehensive format to the Board of Supervisors sitting as the Community Development Commission.

Table 8: Summary of Original and Current Project Timelines

NOFA ROUND	PROJECT NAME	Original Completion Date	Current Estimated Completion Date	Variance (in months): Delayed	Variance (in months): Early
18	Whittier Place*	9/1/2015	7/1/2015		-2
18	Harding	3/23/2015	3/1/2015		-1
18	Vermont Manzanita	7/1/2015	7/1/2015	0	0
18	Path Villas at Del Rey	12/1/2014	5/1/2015	+5	
18	Mar Vista Union	2/1/2016	3/1/2016	+1	
18	Step Up	2/1/2016	3/1/2016	+1	
18	The Paseo	11/1/2015	5/1/2016	+6	
18	LDK Senior	3/1/2016	3/1/2016	0	0
19	Gateway	3/1/2016	5/1/2016	+2	
19	Winnetka Senior	1/1/2016	9/1/2016	+8	
19	Crest	2/1/2016	4/1/2016	+2	
19	Immanuel Senior	5/1/2016	7/1/2016	+2	
19	Cedar Springs	3/1/2016	3/1/2016	0	0
19	Whittier Place*	9/1/2015	7/1/2015		-2

Source: CDC Project Files

* Whittier Place received capital development funds through NOFA 18 and operating subsidies through NOFA 19.

SUMMARY

Los Angeles County is at the forefront of other counties in Southern California by actively using its own money to build affordable housing, even in light of declining revenues from state and federal sources (see Table 9 below). The Board of Supervisors has taken the initiative to fund the release of NOFAs 18 to 23, filling the gap after the dissolution of the Redevelopment Agency by continuing on with the agency's mission.

Table 9: Affordable Housing Funding Sources FY 2008-2014

FUNDING SOURCE	FY 2008-2009	FY 2013-2014	% CHANGE
Redevelopment	$1,142,555,324	$0	-100%
HCD	$680,429,821	$245,937,092	-64%
HUD	$778,782,375	$561,051,019	-28%
Total	$2,601,767,520	$806,988,111	-69%

Source: CHPC analysis of 2000-2010 annual HCD Redevelopment Housing Activities Reports 2010-2011, 2011-2012 are estimated; 2002-2014 annual HCD Financial Assistance Programs Reports; and 2001-2015 annual HUD CPD Appropriations Budget data.

HCD—California Department of Housing and Community Development

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The federal measure of poverty levels shows that 16.2 percent of Californians live below the poverty level. This figure does not take into consideration housing costs. But those costs are factored into the California Housing Partnership Corporation report, which documents that 22 percent of Californians live below the poverty level.[12]

The Community Development Commission has shown itself to be up to the task of continuing the NOFA process, helping those in need. The future of affordable housing development in Los Angeles County by Los Angeles County is in danger of extinction in 2017 unless a permanent funding source is found.

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[12] Update on California's Affordable Housing Crisis: the critical Role of Housing Access and Affordability in Reducing Poverty, April 2015, California Housing Partnership Corporation.

FINDINGS

1. Los Angeles County funding for affordable housing expires in 2017.

2. The Community Development Commission's 20 percent administration fee for affordable housing projects may not be sufficient to cover long-term monitoring costs of those projects.

3. A Los Angeles County Board of Supervisors 2013 resolution releases county general funds, to the Community Development Commission for affordable housing, over five years.

4. The Community Development Commission Tracker project management reports in their current format do not provide the Board of Supervisors with sufficient information needed to perform ongoing oversight, particularly original budget vs. actual expenditures and original vs. revised timelines by project.

5. The Board of Supervisors, sitting as the commissioners of the Community Development Commission, has not taken a sufficiently active role in providing comprehensive oversight of all projects after funding allocations are made.

6. The Board of Supervisors has not fully adopted the 2012 Affordable Housing and Economic Development Framework and Implementation Strategy and has underfunded the affordable housing development goals by $98,196,500.

7. Staffing levels may be insufficient if Notices of Funding Availability of a higher value are released.

RECOMMENDATIONS

1.1. The Los Angeles County Community Development Commission should review the recommendations made in the 2012 Affordable Housing and Economic Development Framework and Implementation Strategy regarding affordable housing funding and goals and revise accordingly, in collaboration with the Chief Executive Office, to **determine current** and future funding needs.

1.2. The Community Development Commission should continue to analyze project delivery costs associated with county-funded affordable housing developments to ensure that the 20 percent administration fee is appropriate.

1.3. The Community Development Commission should determine how staffing levels would need to be adjusted, including whether consultants may be needed, to release Notices of Funding Availability of a higher value, should the Board of Supervisors decide to request that county funds be allocated to projects more expeditiously.

1.4. The Community Development Commission should revise the project summary reports produced in Tracker to show additional data fields, including original and actual completion dates, budgeted and actual county and other funding-source expenditures to date, and number of affordable and special-needs units in each project.

1.5. The Community Development Commission should submit Notices of Funding Availability that include county funds to the Board of Supervisors for review prior to release.

1.6. The Community Development Commission should present to the Board of Supervisors more-comprehensive monthly reports of all county funded affordable housing projects.

1.7. The Los Angeles County Board of Supervisors should review current funding levels to the Community Development Commission for affordable housing development to ensure that the levels are sufficient to reach county goals in light of the Affordable Housing and Economic Development Framework and Implementation Strategy.

1.8. The Board of Supervisors should amend its 2013 motion and allow the Community Development Commission to release the county General Funds more expediently.

1.9. The Board of Supervisors should consider permanent funding sources for affordable housing development, including a housing impact fee.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
1.1–1.6	Los Angeles County Community Development Commission
1.7–1.9	Los Angeles County Board of Supervisors

ACRONYMS

AMI—Area Median Income
BOS—Los Angeles County Board of Supervisors
CDBG—Community Development Block Grants
CDC—Los Angeles County Community Development Commission
CEO—Los Angeles County Chief Executive Office
CHPC—California Housing Partnership Corporation
ELI—Extremely Low Income
Framework—Affordable Housing and Economic Development Framework and Implementation Strategy
HACoLA—Housing Authority of the County of Los Angeles
HUD—U.S. Department of Housing and Urban Development
LIHTC—Low-Income Housing Tax Credits
NOFA—Notice of Funding Availability
TCAC—Tax Credit Allocation Committee
VLI—Very Low Income

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ACKNOWLDEGEMENTS

AUTOMATED EXTERNAL DEFIBRILLATOR

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AUTOMATED EXTERNAL DEFIBRILLATOR

TOPIC

The Defibrillator Committee of the Los Angeles County 2014–2015 Civil Grand Jury (CGJ) evaluated the feasibility of expanding the installation of Automated External Defibrillators countywide.

BACKGROUND

One of the statutory mandates of the CGJ is to "inquire into the condition and management of the public prisons within the county" (California Penal Code Section 919(b)). In doing so, the CGJ discovered that Automated External Defibrillators (AEDs or defibrillators) were installed in some but not all detention facilities. This inconsistent presence and use piqued the interest of a group of jury members. Which cities and agencies budgeted for and purchased AEDs while others did not, and why, became one of the jury's investigations.

The Defibrillator Committee (committee) of the CGJ was thus formed. In speaking with the custodial staff, police, and sheriffs staffing the facilities, the committee began to consider a more widespread installation of AEDs—in detention facilities and in police vehicles.

As the committee learned more about the functioning of AEDs and the legal requirements for their installation and use by peace officers, the committee took a larger look at a more widespread use of AEDs and began to explore the feasibility of placing defibrillators in county buildings with "public access."

RESEARCH

1. Introduction

Defibrillation is a health treatment that provides a dose of electricity to the human heart. A defibrillator is a computerized device that delivers this dose. Specifically, an AED is a device, packed in a small suitcase, that when opened and applied can check the heart's rhythm, recognize whether that rhythm needs a shock, and advise the rescuer when shock is needed. Most AEDs use recorded voices, lights, and text messages to prompt the rescuer regarding its application.

A Philips-brand Automated External Defibrillator, open and ready for use.
Photo courtesy of Los Angeles City Fire Department

Obviously an AED does not work to revive all downed victims. It does not "restart" the heart. It corrects only ventricular fibrillation, a rhythmic disturbance in the heart. For example, it does not revive hearts that have stopped because the patient was hit by a car, drowned, or suffers from heart disease.

Providers of the device—such as Philips, which supplies the city of Los Angeles (city) with AEDs—say no training is needed for members of the public to apply an AED to a fallen victim. According to medical personnel the committee interviewed, however, lay persons who have been coached on use of an AED are more likely to begin to use, and then successfully use, the device. In addition, say the medical personnel, at least two people should be available to the victim: one to apply the AED and one to seek further emergency medical services (EMS) help.

State and local laws mandate and regulate training of peace officers in the use of AEDs. As set forth immediately below (Section 2, Statutory Schemes), the laws governing the training are many and detailed. The statutory schemes require, in general, approximately 20 hours of first-aid training, plus approximately 12 hours of retraining per year.

As the CGJ began its inspections of local jails and lockups, it became apparent that not all had AEDs onsite. Of the facilities furnished with AEDs, only some of the custodial personnel present during the inspections recalled being trained on use of the device. Other custodial personnel knew the device was somewhere onsite but could not quickly find it.

2. Statutory Schemes

Statutory requirements for installation and use of AEDs by peace officers are set forth in California Health and Safety Code and California Code of Regulations.

a. Health and Safety Code

California Health and Safety Code, Division 2.5, Section 1797.196 (effective January 1, 2013), lists the steps to be taken to ensure public safety in the hands of "any person who acquires an AED." In summary, this requires:

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- complying with regulations governing training on, use of, and placement of AEDs;

- notifying an agent of the local EMS agency of the existence, location, and type of AED acquired; and

- ensuring all of the following:

  (1) that expected AED users complete a training course in cardiopulmonary resuscitation and AED use that complies with regulations adopted by the EMS authority and the standards of the American Heart Association or the American Red Cross;

  (2) that the defibrillator is maintained and regularly tested according to the operation and maintenance guidelines set forth by the manufacturer, the American Heart Association, and the American Red Cross, and according to any applicable rules and regulations set forth by the governmental authority under the federal Food and Drug Administration and any other applicable state and federal authority;

  (3) that the AED is checked for readiness after each use and at least once every 30 days if the AED has not been used in the preceding 30 days. Records of these periodic checks shall be maintained;

  (4) that any person who renders emergency care or treatment on a person in cardiac arrest by using an AED activates the emergency medical services system as soon as possible, and reports any use of the AED to the licensed physician and to the local EMS agency; and

  (5) that there is involvement of a licensed physician in developing a program to ensure compliance with regulations and requirements for training, notification, and maintenance.

b. Code of Regulations

California Code of Regulations, Title 22, Division 9, regulates prehospital emergency medical services. Chapter 1.5, Section 100011 et seq. sets forth first aid standards for public safety personnel.

The statutory scheme defines peace officer as any city police officer, sheriff, deputy sheriff, peace officer member of the California Highway Patrol, marshal or deputy marshal or police

officer of a district authorized by statute to maintain a police department, or other peace officer required by law to complete the training specified in this chapter.

In summary, Chapter 1.5 provides:

- The initial training requirements shall be satisfactorily completed within one year from the effective date of the individual's initial employment and, whenever possible, prior to assumption of regular duty.

- The initial course of instruction shall at a minimum consist of not less than 15 hours in first aid and six hours in cardiopulmonary resuscitation.

- Public safety personnel may use an AED when authorized by a public safety AED service provider. Training for the AED shall consist of not less than four hours and shall include the following topics and skills:

    Proper use, maintenance, and periodic inspection of the AED.

    The importance of cardiopulmonary resuscitation (CPR), defibrillation, advanced life support (ALS), adequate airway care, and internal emergency response system, if applicable.

    Overview of the EMS system, the local EMS system's medical control policies, 9-1-1 access, and interaction with EMS personnel.

    Assessment of an unconscious patient, to include evaluation of airway, breathing, and circulation to determine cardiac arrest.

    Information relating to AED safety precautions to enable the individual to administer a shock without jeopardizing the safety of the patient or rescuers or other nearby persons.

    Recognition that an electrical shock has been delivered to the patient and that the defibrillator is no longer charged.

    Rapid, accurate assessment of the patient's post-shock status.

    The appropriate continuation of care following a successful defibrillation.

In addition, Chapter 1.5 of the Code of Regulations requires that, in order to be authorized to utilize the defibrillator, a peace officer shall pass a written and skills examination with a pre-established standard, which tests the ability to assess and manage the specified conditions listed in this section.

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Pursuant to Section 100020, a local EMS agency that approves public safety AED service providers must:

- Approve and monitor training programs including refresher training within its jurisdiction to assure compliance with this chapter.

- Approve the written and skills exam required for AED training course completion.

- Develop policies and procedures for approval of AED instructors by the local EMS agency medical director. To be authorized to instruct public safety personnel in the use of an AED, an AED instructor shall either:

  Complete an American Red Cross or American Heart Association recognized instructor course (or equivalent) including instruction and training in the use of an AED, or

  Be approved by the local EMS agency director and meet the following requirements:

  1. Be AED accredited or able to show competency in the proper utilization of an AED, and

  2. Be able to demonstrate competency in adult teaching methodologies.

Establish policies and procedures for medical control pursuant to Section 1798 of the Health and Safety Code.

Establish policies and procedures for the approval and designation of public safety AED service provider(s) which will include requirements that public safety AED service providers have policies and procedures, approved by the local EMS to:

(1) Provide orientation of AED accredited personnel to the AED,

(2) Ensure continued competency of AED accredited personnel, and

(3) Collect and report data, as required by the local EMS agency but no less than annually, to the local EMS agency, pursuant to Section 100021.

Establish policies and procedures to collect, maintain and evaluate patient care records.

Report annually to the EMS Authority on:

The total number of patients, defibrillated, who were discharged from the hospital alive, and

The data collected by public safety AED service providers pursuant to Section 100021 of this chapter.

In addition, Sections 100021 and 100022 regulate public safety AED service providers (an agency or organization that employs individuals as defined in Section 100015, and who obtain AEDs for the purpose of providing AED services to the general public). The pertinent sections cover maintenance, training and retraining, and data collection and reporting.

c. "Good Samaritan Law"

The so-called Good Samaritan Law, California Health and Safety Code Section 1799.100 et seq., limits liability for members of the public who attempt emergency care at the scene of an emergency. The Good Samaritan Law does not apply to peace officers working in the course and scope of their job. So each entity looking into installing an AED would be considering incurrence of liability for misuse or failure to use the device.

3. Interviews

Everyone the committee interviewed noted the usefulness of AEDs as a lifesaving device. "The more the better," said a high-ranking medical director in speaking generally about more widespread installation and use of the devices.

But in investigating the use of AEDs in a Public Access Defibrillator (PAD) program, the committee learned of the limits of the device and the restrictions imposed on PAD programs.[1]

According to officials in the Chief Executive Office's Risk Management Branch, the County of Los Angeles (county) does not mandate countywide the implementation of defibrillator devices in all departments. The county policy is department specific—discretionary only based on each department's budgetary allocation.

According to the city Fire Department, each year about 10,000 deaths from cardiovascular causes occur in Los Angeles County. Most of these occur in a private setting; only 20 percent to 25 percent occur in a public setting. Sudden cardiac arrest occurs in one in 1,000 people per year.

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[1] PAD programs place AEDs in public and/or private places where large numbers of people gather or where people who are at high risk for heart attacks live.

So, for example, in a governmental department of 100 employees, a sudden cardiac arrest will occur once every 10 years.

An example of an AED (white box on wall) and an identifying sign above it, in the hallway of a city office.
  Photo courtesy Los Angeles City Fire Department

According to the Los Angeles County Fire Department, the typical person revived by AEDs is a "slightly overweight male, 50s, hypertensive, diabetic, showing symptoms of indigestion, dropping dead."

For an AED to be effective, the victim's collapse probably should be witnessed to provide the quickest possible response. This narrows the effectiveness of the therapy to a smaller window. Every minute that passes while the victim remains unconscious reduces his or her chances of survival by 10 percent.

The device costs $970 or $1,255 per unit, depending on which product is purchased.[2] This amount does not include the statutorily mandated training, inspection, and maintenance involved for every device. Inspection involves, for example, ensuring that access to the devices is not obstructed. Maintenance includes replacement of the device's pads, which dry out, and batteries. In public spaces, a designated site coordinator is responsible for notifying the medical coordinator of needed maintenance.

An AED must be applied to bare skin before the device can start. This requires a rescuer willing and physically able to swiftly remove the victim's upper-body clothing, and possibly shave the victim's chest, in a public place.[3] In conducting a small survey of members of the public, the committee found that persons not trained on use of the device are afraid to attempt defibrillation because they don't want to further hurt the victim.

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[2] These figures are based on the city of Los Angeles's current contract with its PAD provider, Philips. The contract expires shortly. The city program expects the cost of each unit to rise. The higher-priced unit is better-suited for use on children. However, according to a city representative, in the nearly 15 years the city program has been in place, no AED has been used on a child.
[3] The AED comes equipped with, among other things, a razor.

4. Considerations in implementing a PAD program

a. Planning for and placement of devices

According to an official with the Los Angeles County Fire Department, the critical question for planners involved in a PAD program is where to place the devices. As stated above, quick response time is a major factor in success rates for AEDs. Studies show that the critical time for revival is the application of an AED within two to three minutes of the victim's ventricular fibrillation—in other words from the time the victim falls until he or she is revived.

b. Lessons from the city of Los Angeles PAD program

The city of Los Angeles first explored a PAD program in 1999. The City Council adopted its current program in 2000. Currently, the program covers 1,300 AEDs in city facilities. Many city facilities used by the public do not have AEDs onsite.

According to city officials, in 2014 in the city of Los Angeles, AEDs were used for 11 incidents out of 1,300 units, which is less than a 1 percent usage. Since 1999, there have been 89 incidents of use. In 45 of the 89 incidents, a pulse came back. Of those patients, 14 were saved and returned home; three died in hospital, and the outcomes of 28 were not followed and are unknown.

According to city officials, to install an AED requires significant infrastructure. The city is experiencing serious fiscal problems. Some of the AEDs haven't been touched in five years and are now a liability. The city is instructing those departments to pull them off the walls.

The city department responsible for installation, training, inspection, and maintenance is a one-person operation. This person handles phone calls and drives to each facility throughout the city, replacing pads and batteries according to a schedule she keeps. The city's PAD program's budget is less than $100,000 per year. This includes training, and training involves sanitizing the mannequins used for training, which requires special cleaning equipment.[4]

The City Council Public Safety Commission recommended placement of AEDS in peace officer squad cars, but not for the purpose of being first responders. A city official knowledgeable about the program reports the existence of "confusion" as to why the commission recommended this installation. This source referred to the program as "cost-prohibitive" and in the "high seven figures," exclusive of training.

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[4] For each student who practices on a mannequin, a new, clean set of lungs must be installed in the mannequin. The mannequins must be transported to training sites by van, an additional cost.

The committee brought information on the city's PAD program to county officials for comparison. Approximately 4,000 buildings are considered "Los Angeles County buildings." No one interviewed from the county could estimate the number of those that are "public access." Were the county to install AEDs in each of its buildings with public access, the number would far exceed that of the city's program. Clearly, one person alone could not handle installation, training, inspection, and maintenance for a county program.

c. AEDs compared with other heart-starting methods

According to medical staff with the county Department of Public Health, most of the time the heart stops, at least in Los Angeles County, the cause is Coronary Artery Disease. Obviously, reducing factors that cause Coronary Artery Disease will reduce the number of times people have a cardiac arrest.

Under 50 percent of heart attacks occur for electrical reasons. Defibrillation can restart some but not all of those hearts. Of those that are restarted, only a portion will respond to further medical care.

According to county Fire Department and Sheriff's Department sources, Cardiopulmonary Resuscitation (CPR) data show CPR is more successful than AEDs in saving lives. CPR is considered essential in the "chain of survival."[5] Concerning the placement of AEDs in the hands of peace officers, fire personnel stated, "It's better to get police to do CPR until the fire department gets there" armed with an AED.

No matter whether the AED was applied by a civilian or a peace officer, the presence of paramedics is vital once the heart is restarted.

d. Alternative life-saving practices of use in the county

The County Fire Department is moving to teach hands-on-only chest-compression in high schools.

Meanwhile, emergency rooms across the county have been closed. According to a public health official, "We need open emergency departments. And we're still smoking [cigarettes]. So the AED will do little." According to this official, cessation of smoking would produce a 50 percent reduction in sudden death.

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[5] In the "chain of survival," the following are essential, in order of importance: the collapse of the victim is witnessed, the collapse is witnessed and CPR is applied, an AED is applied, a paramedic is present onsite to take care of the victim, and the victim is transported to a hospital for post-arrest care.

e. Other potential issues weighing against a PAD program

After the victim collapses, use of the device is viable for a maximum of six minutes before irrecoverable brain damage sets in. The heart rhythm is shockable for a short period. In general, if a passerby comes upon a person who has been down for an unknown period, application of an AED will probably be ineffective.

The AEDs currently manufactured and distributed in and near Los Angeles County provide instructions in English only.

A victim must be on his or her back for placement of the pads. An unconscious adult is dead-weight, possibly requiring a rescuer to seek an additional person to help turn the victim over.

Philips, the city's supplier of PADs, requires that for every AED installed in a public building, five individuals be trained for the first AED installed in a facility or department, then one individual per each unit thereafter. Training is valid for two years, then the individuals must be recertified.

f. Educating the public on use of existing AEDs

Only a portion of the public seems to know about defibrillation, let alone how to open and apply an AED. According to a city official, the only marketing done on the PAD program was a public service announcement in 2003–04. That PSA is "dated," said the official, and the city's brochure on its PAD program likewise needs updating.

Fire stations across the county offer CPR training free to their neighborhoods. AED training could be incorporated. The Red Cross and the American Heart Association also offer training on the use of AEDs.

FINDINGS

1. Currently, the decision to institute a PAD program is within the discretion of individual county departments.

2. Although no one interviewed disputed the usefulness of AEDs, on balance the costs to Los Angeles County in expanding installation of the devices, as well as the time needed for training government personnel on the use of AEDS, do not justify countywide installation of AEDs.

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3. Educating the public on the purpose of AEDs, including training in the use of existing AEDs, is economically feasible and would help make better use of already installed AEDs.

4. The city of Los Angeles PAD program is understaffed. Its existing devices are in need of maintenance and may currently be a liability.

RECOMMENDATIONS

2.1. The implementation of a Public Access Defibrillator (PAD) program should remain discretionary within Los Angeles County. The Board of Supervisors should continue to allow each department to retain the choice of implementing or not implementing this program.

2.2. The Board of Supervisors should implement education and training programs on the device before further investment is made in purchasing more Automated External Defibrillators and maintaining them.

2.3. The city of Los Angeles should re-evaluate its PAD program and either eliminate or fully maintain this program.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
2.1, 2.2	Los Angeles County Board of Supervisors
2.3	City of Los Angeles

ACRONYMS

AED Automated External Defibrillator
CPR Cardiopulmonary Resuscitation
EMS Emergency Medical Services
PAD Public Access Defibrillator

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CITY OF LOS ANGELES DEPARTMENT OF PUBLIC WORKS DISPUTE-RESOLUTION PROTOCOL

Virgil L. Greer Jr.
Adrian Tigmo

CITY OF LOS ANGELES DEPARTMENT OF PUBLIC WORKS
DISPUTE-RESOLUTION PROTOCOL

TOPIC

This investigation determined whether or not the City of Los Angeles Department of Public Works' (LADPW) dispute-resolution protocol effectively serves the public.

BACKGROUND

In 2014, the Los Angeles County 2014–2015 Civil Grand Jury (CGJ) received a complaint from a city of Los Angeles landowner (the complainant) about his neighbor's building project and its impact on the complainant's property. The CGJ formed a committee (committee) to investigate the matter. LADPW and its Bureau of Engineering (Engineering) oversaw this project and the related permit process.

The complainant asserted that these agencies acted improperly on several grounds:

> (1) LADPW and/or Engineering failed to notify the complainant of a public hearing concerning the project, and thus he did not have the opportunity to object.

> (2) The project was subsequently approved, and the project went forward.

> (3) Eventually, a public road adjacent to the complainant's lot frontage was changed to a private road.

> (4) A concrete retaining wall was permitted along the front of his property. (See Photos 1 and 2, following.) The wall blocked his vehicle access from the street, and it contained drain pipes directed onto his lot.

> (5) The complainant feared the agencies' action created an easement that would encumber his property for the neighbor's and/or government's benefit.

LADPW stated that a notice of public hearing was mailed to the complainant and other neighbors. LADPW informed the complainant that it acted within its protocols and did nothing

wrong concerning the permit process nor in resolving the dispute. LADPW assured the complainant that his lot would not suffer any encumbrances due to the above project.[1]

METHODOLOGY

The committee started this investigation by reviewing the complainant's supporting documentation. This included emails, notes of telephone conversations, letters between the complainant and LADPW employees, the complainant's photographs of his lot, and his assessments of the communications between the parties. The complainant provided the committee with diagrams and assorted documents provided to him by Engineering and/or LADPW. The committee interviewed the complainant on several occasions.

The committee also contacted senior and mid-level management personnel from LADPW and/or the Los Angeles Department of City Planning (City Planning) to get information from the government agencies' perspective. This included requests for additional documentation, as well as interviews on facts underlying the complainant's allegations and the process employed to resolve the dispute. The committee focused on identifying which agency sent the notices of public hearings, as well as the documentation process.

The committee interviewed employees of two document services companies. The first service (document compiler) is retained by permittees to prepare documentation in compliance with City Planning's requirements. The second service (document mailer) is a subcontractor employed by City Planning to process property owners' documentation and distribute notices of hearing. The committee also reviewed the organization of LADPW and Engineering based on interviews, newsletters, and their respective websites.

CHRONOLOGY OF RELEVANT EVENTS

In 2001, the complainant's neighbor applied for a permit to improve his property.[2] The start of the permit process concerned redesignating the street adjacent to the complainant's lot from a public street to a private one. Though the complainant's property is inside Los Angeles County, he resides in another county. The complainant's lot remains undeveloped to this day. The complainant was rarely present at this property.

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[1] LADPW senior management came to this conclusion first in mid-2013 and again in late 2014. Both conclusions were documented in LADPW's records.

[2] All references describing dates of government activities on a project or plan are derived from documents provided by LADPW, one of its bureaus, or City Planning.

Engineering created a report in March 2003 concerning work on this neighbor's construction, including a wall. Another report covered work on a new dwelling on this property in May 2003. Through this period, an Engineering field agent was assigned to the project. The public hearing

Photo 1. Citizen complainant's property before the wall was constructed.

Photo by and courtesy of the complainant

Photo 2. Property after part of the wall was removed.

Photo by Civil Grand Jury, taken Nov. 6, 2014

on the project occurred near the end of 2003. The plan was approved. An immediate appeal was filed by someone who had attended that meeting. That appeal was denied in early 2004. Engineering signed off on the permit in July 2006, which allowed construction to proceed. The permit was due to expire in 2010.

Consistent with the project plan, the project's construction, including the wall, was completed in early 2010. The final Engineering approval after construction followed in February 2010.

The complainant discovered the concrete wall in late 2011 when one of his relatives reported seeing it. The complainant was able to walk onto his lot but was unable to drive his vehicle onto it.

In mid-January 2012, the complainant contacted the city of Los Angeles via email at 311@lacity.org. At the end of January 2012, he emailed the Bureau of Street Services.[3] Neither agency responded to him. Next, the complainant made a series of telephone calls to various bureaus within LADPW with no fruitful response or resolution. The telephone contacts revolved around the need for information, such as a plan or permit number, which the complainant did not have.

During the first quarter of 2012, the complainant searched online regarding this project— including the LADPW website and its individual bureaus' websites. He searched sites of other departments as well. He could not find specific information without the relevant permit or plan numbers. He had only a street address for one of his neighbors' lots. The Engineering website is accessible only to permittees and is password protected.

In mid-March 2012, the complainant retained a contractor, who, without a permit, created an opening in the wall so the complainant could access his property by vehicle. (See photo 2.)

In early April 2012, a building inspector cited the complainant for creating an opening in the wall without first getting a permit. The complainant informed the inspector of his problem concerning his access to the lot, the lack of notice about the wall, and not getting any governmental help with his property problems up to that time.

The inspector then spoke with Engineering personnel who became directly involved in the complainant's dispute. The original field employee responsible for overseeing the permit process for the neighboring improvement was now involved, along with his immediate supervisor. In an effort to resolve the dispute, the field supervisor approved a rescission of the citation against the complainant. The wall modification remained in place. These two communicated with the complainant over a span of about a year.

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[3] This is one of the five bureaus under the aegis of the City of Los Angeles Board of Public Works.

The complainant continued to request information to determine if the part of the wall next to his lot was built according to the approved permit, as well as who was responsible for that decision. The matter was then referred to Engineering's upper management. Engineering repeatedly told complainant the wall was built according to permit.

In a May 2013 letter to the complainant describing its final review of this dispute, the City of Los Angeles Board of Public Works concluded that "the process of notification for public hearings was performed through the Department of City Planning...to known addresses of adjacent and impacted properties…." The addresses came from records of the Los Angeles County Tax Assessor's Office.

RESEARCH

The complainant's problem had been resolved by the time the CGJ committee looked into this matter, but the complainant's frustration with the system was the impetus for the committee to find out what went wrong.

Ultimate leadership of LADPW resides with the City of Los Angeles Board of Public Works, which comprises five commissioners. Each commissioner oversees one of LADPW's five bureaus: Contract Administration, Engineering, Sanitation, Street Lighting, and Street Services. LADPW also maintains the Office of Community Beautification.[4] Based on the committee's staff interviews, observations of activities at a field office front desk, and information provided by the LADPW website, its division of labor is well-organized.

Engineering was apprised of 95 disputes in FY 2012–2013 and 101 in FY 2013–2014. By comparison, Contract Administration received about 175 for the same period.

LADPW works with other agencies that operate both independently and cooperatively. One such department is City Planning, which has responsibilities concurrent to building and improvement projects. City Planning has charge over the notices of public hearings as a precursor to an applicant getting a permit approved by Engineering.

Engineering staff stated it is its staff's responsibility to assist applicants through the Engineering process for permits. Staff also stated preparing and sending notices is not its responsibility. Some of the staff suggested that City Planning takes care of this.

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[4] These bureaus receive hundreds of thousands of requests for services per year. (For the sake of clarity, Engineering defines "dispute" as a status of disagreement between a party and the government. Therefore, "complaints" are not included, because they reflect matters in the nature of requests for service.)

LADPW stated City Planning was responsible for sending notices of hearing and concluded that this task was done. To show this, LADPW forwarded to the complainant copies of maps and address lists utilized to identify property owners designated to receive these notices. LADPW also included documentation on the outcome of the public hearing in 2003.

However, in an Engineering email, an employee noted that he did not keep a copy of the notice of hearing in the matter investigated and was unable to find any copy in his old emails.

City Planning told the committee that City Planning was responsible for sending notices of hearings for persons seeking a permit to build improvements on their properties. It has employed a subcontractor since the 1990s to help with this process. Once a property owner's required documentation arrives from the applicant, it is given to the document mailer. After City Planning has a public hearing date scheduled, it emails the document mailer the date, along with an electronic copy of the notice. The document mailer prints the notices, puts them into the pre-addressed envelopes, and then mails them. The service then notifies City Planning with an affidavit of mailing. City Planning places this information in its permanent storage. Neither City Planning nor its mailing service used certified mail in this process.

City Planning personnel referred the committee to various employees until the employee with the most familiarity with the notice-of-hearing process was found. This employee had initial difficulty with the committee inquiry because the committee identified the issue as one involving an Engineering project. The employee questioned the validity of the inquiry because City Planning does not send notices of hearing for Engineering but sends them for private parties, such as an owner seeking to do a property improvement. Nevertheless, the committee provided the related Engineering plan number and street address for City Planning to use in its records search. The employee was unable to find the notice-of-hearing information. She noted that the numbers utilized did not appear similar to the numbers she would see in the normal course of this process. She stated she thought that the notice may have been sent by Engineering.

The committee asked City Planning about a service provider listed on documents, provided by Engineering to the complainant and the committee, relating to the Engineering plan in this investigation. The City Planning employee did not know this company and speculated that it may have been one who did the notices of hearing for Engineering instead. The committee contacted this company.

An employee of this company described it as a service provider for property owners seeking to get approvals from various governmental entities by producing necessary documents for permits and plan approvals. This document compiler focused on documentation required by City Planning to prepare notices of hearings. The document compiler was able to find information it

prepared on the related investigation because of the plan number the committee provided to it.[5] The documents included maps, diagrams, address lists, and address labels on behalf of the private party. After this documentation was compiled, the permit applicant would forward it to City Planning's mailing service.

According to an Engineering manager, after a permitted project has received its final authorization to proceed—that is, subsequent to the public hearing approval—the plan is sent to a Project Award and Control Division. Then the plan is placed in its online repository, which it calls its Public Vault. Permit applicants may check on their pending projects. This process was initiated in 2010 to assist Engineering's records operations. It is designed to help "anyone in need of retrieving documents archived in the [Engineering] Central Records Vault." This operation is under the Records Retention Group. During this process, a plan receives an "index number…[for] cataloging, document control, and archiving." However, this new process is designed to act in a complementary role with Engineering's Web service "NavigateLA."

Despite the various efforts by the committee to retrieve documentation from Engineering, under the combined "NavigateLA" program, or the newer "index number" procedure, no department was able to find a copy of the notice of hearing.

One may conclude that the affidavit of mailing might establish that it was sent to the complainant. The committee acknowledges this possibility. It still shows a weak link in the process because, with the efforts already in place, neither Engineering nor City Planning could find a copy of it. However, documents provided to the committee from the document compiler and mailing service show that maps and addresses were prepared, and that envelopes contained notices of hearings and were ostensibly mailed to people on the project's list of relevant neighbors.

FINDINGS

1. The City of Los Angeles Department of Public Works is unable to respond to citizens' inquiries because it does not have an adequate system for records retrieval.

2. The City of Los Angeles Department of Public Works and the Los Angeles Department of City Planning do not have shared identifier numbers for their common projects.

3. The City of Los Angeles Department of Public Works has no tracking numbers for disputes related to its projects.

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[5] The permit number and plan number given to the document compiler was the same information given to City Planning in an earlier interview.

4. A nonresident owner may not be aware of a hearing because the notice of hearing was not mailed, or it was not properly delivered, or it was received but the owner did not recognize it.

5. The Los Angeles Department of City Planning does not keep a copy of notices mailed.

6. The Los Angeles Department of City Planning keeps copies of affidavits of mailings but could not locate that affidavit in this instance.

7. The City of Los Angeles Department of Public Works does not have access to information about its mailing of notices.

8. Without public access to city identifier numbers, city staff cannot respond to public inquiries.

9. After the public hearing, data is confidential, available to the property owner and the city only, until the project is approved.

10. The City of Los Angeles Department of Public Works' website is not organized to help the public register disputes.

11. The City of Los Angeles Department of Public Works has no dedicated phone number that the public can use to register disputes.

RECOMMENDATIONS

3.1. The City of Los Angeles Department of Public Works and the Los Angeles Department of City Planning should create joint project index numbers and a joint document storage system.

3.2. The City of Los Angeles Department of Public Works should employ a tracking number system for each new dispute.

3.3. The City of Los Angeles Department of Public Works and the Los Angeles Department of City Planning should revise and promote a process for mailing notices of public hearings to nonresident owners of property in the area being noticed. This process should include the practice of mailing two notices to ensure that adequate notice has been achieved. This process should include keeping records of mailing.

3.4. The City of Los Angeles Department of Public Works should make available to the public a dedicated telephone number for disputes only, on the department's websites and at its offices.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
3.1–3.4	City of Los Angeles Department of Public Works
3.1, 3.3	Los Angeles Department of City Planning

ACRONYMS

CGJ—Los Angeles County 2014–2014 Civil Grand Jury
LADPW—City of Los Angeles Department of Public Works

COMMITTEE MEMBERS

Virgil L. Greer Jr.
Adrian Tigmo

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COUNTY INFORMATION SYSTEMS

John Acevedo, chair
Ken Star, vice chair
Jim Contreras
Dany Margolies
Simeon Zano

COUNTY INFORMATION SYSTEMS

TOPIC

The purpose of this investigation was to assess the management of county information systems and the direction of further enhancements and development.

OBSERVATION SUMMARY

The county information systems lack central oversight and standardization. There is no standard methodology for development of new systems nor for maintenance of current systems; currently, development is done on a departmental basis.

Because no one entity currently tracks software development in the county, the costs and cost overruns are not being monitored, nor is the "success" of development being measured.

The proliferation of programming languages countywide is of concern because the county must support applications written in these languages.

Development and operations of large county projects have been exported out of county hands and into private industry, in state and out of state. In addition to making it difficult for the county to monitor the work, this has taken jobs out of the county.

Backup of data and security is haphazard, and a large-scale disaster can destroy one or more data centers.

Organization, including centralization, of county data centers is essential for efficient countywide operations. Centralization of production—running the software, making changes in the software, maintaining the computer hardware—is helpful in some respects. The downsides are increased complexity, some stifling of creativity, and less responsiveness to users' requests for assistance.

Why should citizens of the county care? Listed among the county's seven largest contracts are four information technology (IT) contracts exceeding $1.6 billion.

REPORT OUTLINE

Background
Methodology
Research
      A. Organization
            1. Back to centralization
            2. Current trend
            3. Security centralization
            4. Email centralization
            5. Data standardization
            6. Production centralization
            7. Programming languages standardization
      B. Software Development and Project Management
            1. Options for software development
            2. Difficulties in software development
            3. The example of the Assessor
            4. What is success?
            5. Measuring success
            6. Mitigating the risk of failure
                a. System development
                b. Project management
Findings
Recommendations
Acronyms
Appendix

BACKGROUND

The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) formed a County Information Systems Committee (IS Committee) to evaluate Los Angeles County information systems.

Information systems provide the infrastructure for the flow of data to support the Los Angeles County functions and services. All county departments, organizations, and agencies rely on information systems, in varying degrees, to perform their work.

According to Alan Freedman in the Computer Desktop Encyclopedia, an information system is usually made up of one or more master files—usually called databases—and all of its data entry, update, query and report programs, manual procedures, and machine procedures.

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According to county departmental CIOs, a new information system is designed, programmed, and then, upon successful completion, released into production under the control of a data center. A production system is used to process an organization's daily work. A data center has the staff, procedures, and computer hardware to run information systems continuously. The system is repaired and enhanced as needed.

The committee reviewed a list, provided by the Los Angeles County Auditor-Controller's office, of the highest-budgeted projects underway in the county. Four projects on the list are information system projects. A review of news stories reveals hundred-million-dollar failures in attempting to implement information systems in public and in private sectors. The committee was interested in how the county reduces the risk of failure and insures the success of the systems.

This investigation concentrated primarily on two aspects of county information systems: the organization of the county information systems effort, and the development of new software systems and the management of those projects.

METHODOLOGY

The committee's research procedure consisted of interviews and site tours. Rather than try to interview people from the more than 30 county departments and the various commissions and agencies that use information systems, the committee chose a sample. In the course of this investigation, 13 county departments and county agencies were interviewed:

1. Assessor
2. Auditor-Controller
3. Chief Executive Officer (CEO)
4. Chief Information Officer (CIO) of Los Angeles County
5. Department of Health Services (DHS)
6. Department of Public Social Services (DPSS)
7. Fire Department
8. Information Systems Advisory Board (ISAB)
9. Information Technology Services (ITS)
10. Internal Services Department (ISD)
11. Public Defender
12. Registrar-Recorder/County Clerk
13. Los Angeles County Sheriff's Department (LASD)

Five interviews were conducted to assess the overall structure, organization, and problems of information systems within Los Angeles County. Those organizations interviewed were the CEO, CIO, ISD, ITS, and ISAB.

Four interviewees were selected because their departments' combined spending on four contracts for information system development exceeded $1.6 billion (according to the Auditor-Controller). The four organizations were the Assessor, Auditor-Controller, DHS, and DPSS.

Four interviewees were chosen because of their departments' reputations for information system independence or unusual requirements. The organizations interviewed were the Fire Department, Public Defender, Registrar-Recorder/County Clerk, and LASD.

RESEARCH

A. Organization

In the past, county information systems were managed by the Los Angeles County Department of Data Processing. Almost all production systems ran at one data center. It provided software development and support, and production hosting for all departments. As a result, there was marked standardization in development methodology and project management methodology. There were database and security standards for the systems of all county departments. Programming techniques and program organization were standardized so that a programmer called in for an emergency, at night or on the weekend, could more easily and quickly find and resolve problems within the program code.

With the advent and availability of inexpensive but powerful minicomputers and microcomputers, users in organizations of all sizes broke from dependence on centralized data service. As stated by the CIO, this allowed small units to set their own priorities rather than competing for the resources of the Department of Data Processing. In general, the county has followed that trend and allowed each department to set its own information technology policy.

In contrast with the highly centralized and standardized information systems of the Department of Data Processing, the present county information systems are highly decentralized, many departments operating almost independently within a narrow silo. In general, departments have their own CIOs, answerable to the department and not to the county's CIO. As of September 2014, the county CIO reported 1,606 information systems in production countywide and 395 systems under development (see Table A below).

TABLE A
Los Angeles County Departments, Commissions, and Agencies
with systems in production, under development, or neither

Title	Developing Applications	Existing Applications
Agricultural Commission Weights and Measures	5	18
Alternative Public Defender	3	5
Animal Care and Control	1	1
Art Commission	8	2
Assessor	2	79
Auditor-Controller	5	11
Beaches and Harbors	8	23
Board of Supervisors Executive Office	12	35
Chief Executive Office	0	34
Chief Information Office	0	0
Child Support Services	0	5
Children and Family Services	43	97
Community and Senior Services	0	9
Community Development Commission Housing Authority	0	26
Consumer Affairs	2	3
County Counsel	2	14
District Attorney	4	16
Fire	8	36
Health Services	65	486
Human Relations Commission	0	0
Human Resources	9	17
Internal Services	7	34
Information Systems Advisory Board	4	6
Medical Examiner–Coroner	5	7
Mental Health	9	70
Military and Veterans Affairs	0	0
Museum of Art	0	0
Natural History Museum	0	0
Parks and Recreation	4	26
Probation	5	34
Public Defender	2	9
Public Health	21	51
Public Library	3	11
Public Social Services	61	93
Public Works	4	57
Regional Planning	1	7
Registrar-Recorder/County Clerk	11	41
Sheriff	67	182

Treasurer and Tax Collector	14	61
Total	395	1606

These systems are spread over 64 data centers within the county (see Table B, page 58) and at least three private data centers outside of the county: UNISYS Data Center in Eagan, Minnesota; a Northrop Grumman Data Center headquartered in Virginia; and a Cerner Data Center in Kansas City, Missouri.

The original Department of Data Processing was renamed Information Technology Services (ITS). It is now part of the Internal Services Department (ISD) because it services county agencies, rather than the public. ITS charges for its services. The ITS Data Center in Downey is still the largest data center and provides for comprehensive disaster recovery. The other 63 county data centers and the three private data centers are supported by their respective department and agency budgets and are therefore not part of ISD.

As a result of this decentralization, there is a lack of standardization in production among the many data centers, and there is a lack of standard system development procedures among county departments and agencies. The systems cannot easily exchange information because the data characteristics are not standard, and management oversight of county data and information system functionality is much more difficult.

1. Back to centralization

During this era of decentralization, the county took two actions to bring some order to this environment.

One action established the Information System Advisory Board (ISAB). Its purpose was to coordinate and standardize justice applications and data for the Superior Court, LASD, District Attorney, Public Defender, Alternative Public Defender, Probation Department, police departments, and any other agencies that deal with the justice system. The county CIO is a member of this board.

The departments' conflicting roles were such that each department refused to allow access by the other departments to its records. The result was that rather than a single system to serve them all, each organization developed a unique system to serve its specific needs. ISAB insures that the data the individual departments gather and use can be fluently interchanged with the other justice organizations. ISAB-coordinated systems currently handle more than a million electronic messages per day among departments.

The second county action created the Office of the County Chief Information Officer. The CEO and CIO stated that two purposes of this action were to bring standards to all county

information systems and to provide a vision for information systems across county organizations.

The Office of the Chief Information Officer was created by the Board of Supervisors in 1995.[1] The county CIO's duties were defined by the board as follows:

A. Provide professional guidance and advice on countywide information technology activities to the Board of Supervisors, county departments, and county information technology bodies.
B. Review and make recommendations concerning proposed major information technology projects of county departments, and county information technology bodies. It is the responsibility of county departments and county information technology bodies desiring to pursue major information technology projects to submit such proposals to the office for review and recommendations.
C. Adopt standards for countywide information technology which shall be subject to approval by the Board of Supervisors. County departments and county information technology bodies shall adhere to such standards.

In 1997 the Board of Supervisors clarified and expanded the county CIO's role by establishing a policy requiring that all requests on the board agenda concerning approval of any actions relating to the design, acquisition, expansion, or purchase of any automated systems be reviewed by the county CIO prior to being placed on the agenda.

The county CIO categorized various departments and agencies into five clusters based on services. In some groupings—such as the Children and Families Well-Being Cluster, Operations Cluster, and Health and Mental Health Services Cluster—the clustering serves the same purpose as the ISAB committee for justice-related systems—that is, to standardize and facilitate data exchange among departments with similar service populations. The county CIO is working to standardize data across all clusters.

The clusters are as follows:

Public Safety Cluster
      Agricultural Commissioner/Weights & Measures
      Alternate Public Defender
      District Attorney
      Fire Department
      Information Systems Advisory Board
      Medical Examiner–Coroner

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[1] Los Angeles County Code, Title 2, Chapter 2.119.

Probation
Public Defender
Sheriff
Community and Municipal Services Cluster
Animal Care and Control
Arts Commission
Beaches and Harbors
Community and Senior Services
Consumer Affairs
Parks and Recreation
Public Library
Public Works
Regional Planning
Operations Cluster
Assessor
Auditor-Controller
Board of Supervisors
Chief Executive Officer
County Counsel
Human Resources
Internal Services Department
Registrar-Recorder/County Clerk
Treasurer and Tax Collector
Children and Families Well-Being Cluster
Children and Family Services
Child Support Services
Public Social Services
Health and Mental Health Services Cluster
Health Services
Public Health
Mental Health

The county CIO has created a council, which brings together the CIOs of all the above-listed departments. This council meets every other month to exchange information and discuss suggested improvements. The county CIO has also created a Leadership Committee, composed of representatives of individual departments that have major systems. The Leadership Committee meets monthly to oversee the countywide information systems effort and formulate standardization and enhancements for the countywide information systems.

The CIO Leadership Committee is composed of representatives of the following 15 members:

Chair: County CIO
Standing Members
       General manager of Information Technology Services
       Executive Office of the Board of Supervisors
       Chief executive officer
Operations Cluster
       Auditor-Controller
       Human Resources
Public Safety Cluster
       Information Systems Advisory Board
       District Attorney
       Sheriff
Community and Municipal Service Cluster
       Public Library
       Public Works
Health and Mental Health Services Cluster
       Health Services
       Public Health
Children and Families Well-Being Cluster
       Children and Family Services
       Social Services

2. Current trend

Many county departments, apparently in line with industry trends, are consolidating their various systems into a more comprehensive "enterprise system." Examples of this trend toward consolidation include the Auditor-Controller, Assessor, DPSS, and DHS.

The CEO and a high-ranking manager of ITS advocate for more countywide consolidation of development and production. The manager and CEO point to economies of scale to support their positions. Consolidation also simplifies management.

The CEO stated a county department might want the benefit of the experience of an outside contractor for building a new application. Development is a onetime endeavor, whereas a system may have a production life of many years. The CEO stated that all production should stay within the county and should be centralized for ease of management.

ITS has created a county cloud called the eCloud to provide central processing, automatic backup, and disaster recovery for other departments. This eCloud centralizes production while leaving system development and software maintenance and support with the individual departments and agencies.

3. Security centralization

Los Angeles County information systems comprise various shared computer systems and networks. Keeping them free from hacking and viruses, and keeping the contents confidential and immune to theft, are a large part of systems security. Ready access to data is essential for county operations. However, no person or persons with permissive access to only one type or one segment of data should have inadvertent access to part or all of the rest.

The county CIO appointed a chief information security officer (CISO) to coordinate and standardize the countywide security efforts. The county CIO, the CISO, and the members of the Leadership Committee and the other departmental CIOs work together to establish common policies and standards for security.

According to the county CIO, the county systems are attacked at a rate of hundreds of thousands of attempts per year. Breaches of security can result in a range of issues, from damaged countywide systems through individual identity theft. A breach of security could result in violations of law. The county office of the CIO has worked to strengthen and standardize security across county systems, including via encryption. Encryption is a means of ensuring that information, even if accessed, is not decipherable by unauthorized or unintended recipients. Data transmitted between county departments are encrypted; data available to the public, such as on county websites, are unencrypted.

The office of the CIO pushed encryption of data security further, to include data stored on portable computers, such as notebooks and laptops. Such computers may be taken out of the office and become vulnerable to unauthorized accessing of the data.

Security must conform to a variety of standards—including state and federal regulations such as Criminal Justice Information Services (CJIS) standards provided by the Federal Bureau of Investigation and the federal Health Insurance Portability and Accountability Act (known as HIPAA).

HIPAA created national standards for the security of electronic protected health information. HIPAA violations can result in harm to individuals and form the basis of costly lawsuits against the county, city, department, or agency involved. For example, a massive-scale information breach occurred earlier this year when the health insurer Anthem, Inc., was hacked, causing data breaches that affected approximately 80 million subscribers.

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4. Email centralization

The county CIO stated that, with his Leadership Committee's and CIO Council's approval, an arrangement had been made to replace all of the electronic mail software used by each county department or agency with just one electronic mail system provided by Microsoft, resulting in a significant financial savings.

The Microsoft email system was originally to be hosted by the county but was subsequently replaced by the Microsoft Office 365 for Government edition hosted by Microsoft. The county chose this version because this package includes a variety of Microsoft desktop software incorporated into the single contract.[2] The county CIO is quoted as saying, "We saw Office 365 as an opportunity to leverage the additional technology and also relieve us from the burden of having to manage email and continue to acquire hardware for storage and software licenses." Ultimately, he has said, "This is going to make life a lot easier for us."

This decision sparks concerns about the security of county email and other county data stored on the Microsoft cloud. The county CIO said, "The county selected Microsoft, in part, because Office 365 solution is compliant with both the Criminal Justice Information Services standard and the Health Insurance Portability and Accountability Act."

He further stated, "The compliance standards were always a major issue for us as our law enforcement personnel need a system with the proper security procedures in place in order to work with the rest of the county. When our sheriff's office learned the system was CJIS compliant, they studied it in detail and were encouraged with the security provisions in place."

The CGJ's IS committee noted that all of the county email and office data will be in the hands, be it good or otherwise, of a private, high-profile company rather than being on the county cloud. Security may not be best maintained by storing data with a private company out of county control.

According to some departments, centralization and standardization might not suit their methods of operation. The Fire Department stated it will not centralize email until security is changed to accommodate its operational needs.

5. Data standardization

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[2] The package includes SharePoint, Exchange Online, and Office (Excel, Word, PowerPoint, OneNote).

The county CIO has appointed a chief data officer to coordinate and standardize the countywide data so the data can more easily be understood and exchanged among the various agencies and departments of the county. Information Systems Advisory Board (ISAB) had been the pioneer in that area. In addition to this primary purpose of data exchange, this would facilitate data mining or "analytics." Analysts would analyze data on various county services to determine trends that would allow the county to predict its needs and better distribute its resources.

The county CIO proposes standardizing all data elements across all information systems and to track all services provided to citizens of the county, possibly even using a unique identifier for each citizen.

The county CIO and the Leadership Committee have recommended that the county standardize on three relational databases: IBM's DB2, Microsoft's SQL, and Oracle. According to the CIO, he has no plans to upgrade older, legacy applications with relational databases. Instead, he said, they will be replaced.

6. Production centralization

When a system has been developed and tested, it goes into regular production at a data center. As stated before, there are 64 county data centers and at least three private data centers outside of the county. The 64 county data centers are listed on the following table:

TABLE B
Data Centers

Department	City	Site Name	Appx Sq Ft
Ag Comm	South Gate	South Gate	100
Ag Comm	Arcadia	Arcadia HQ	100
Alternate Public Defender	Los Angeles	HOR	100
APD and Public Defender	Los Angeles	Airport Courts	100
Assessor	Los Angeles	Assessor Data Center	450
Assessor	Signal Hill	South District DR Site	100
Auditor-Controller	Los Angeles	HOA	400
BOS Exec	Los Angeles	BOS-HOA	400
CEO and Auditor	Los Angeles	HILL	100
Chief Executive Office	Los Angeles	OEM	100
Chief Executive Office	Los Angeles	WIL	400
Chief Executive Office	Los Angeles	HOA	400
Child Support Services	Los Angeles	Commerce - HQ	100

Child Support Services	Encino	Encino	100
Child Support Services	Los Angeles	Commerce - Mail	100
Child Support Services	Torrance	Torrance	100
Child Support Services	Los Angeles	Commerce - HQ	100
Coroner	Los Angeles	FDIS	30
County Counsel	Los Angeles	HOA	100
County Counsel	Monterey Park	CSD	30
DCFS	Norwalk	Norwalk	100
Human Resources	Los Angeles	Wilshire	30
Human Resources	Los Angeles	HOA	30
DHS Harbor UCLA	Torrance	Harbor UCLA	2000
DHS High Desert	Lake Los Angeles	LLAC	30
DHS High Desert	Lancaster	AVHC	100
DHS High Desert	Lancaster	HDHS	400
DHS High Desert	Littlerock	LRC	30
DHS High Desert	Palmdale	SVMC	100
DHS HSA	Los Angeles	HSA	2200
DHS LACUSC	Los Angeles	D&T	2000
DHS LACUSC	Los Angeles	OPD	2100
DHS MLK	Los Angeles	MLK	2200
DHS Olive View	Sylmar	OVMC	1500
DHS Rancho	Downey	100-012	400
District Attorney	Cerritos	Cerritos System House	100
District Attorney	Los Angeles	Foltz CJC	100
Public Works	Arcadia	Annex	1500
Fire	Los Angeles	FCC	1600
Internal Services and Probation	Downey	Downey Data Center	29400
Mental Health	Los Angeles	HQ Annex	100
Mental Health	Los Angeles	HQ	1500
Parks	Baldwin Park	East Agency	30
Parks	Castaic	North Agency	30
Parks	Los Angeles	South Agency	30
Parks	Los Angeles	South Vermont Avenue	50
Parks	Los Angeles	South Vermont Avenue	30
Probation	Arcadia	Probation Riverview	100
Public Defender	Los Angeles	Lynwood	30
Public Health	Arcadia	Fremont-SAPC	400
Public Health	Commerce	Ferguson	400
Public Health	Downey	Downey-LAB	100
Public Health	El Monte	Telstar-CMS	400
Public Health	Los Angeles	Commonwealth-OAPP	400
Public Library	Downey	LHQ	1500
Public Library	Hawthorne	Holly Park	100
DPSS	City of Industry	DPSS Crossroads	400
DPSS	Norwalk	DPSSITD	400
Regional Planning	Los Angeles	HoR 11th Floor	100
Registrar-Recorder/County Clerk	Norwalk	RRCC Norwalk	1500

Sheriff	Monterey Park	Monterey Park	2400
Sheriff	Norwalk	Norwalk	4000
Treasurer and Tax Collector	Los Angeles	CSS 6th St.	400
Treasurer and Tax Collector	Los Angeles	HOA HC	400

Each data center is independent of the others, and so are its production availability and quality standards.

As can be seen on the following table, some county departments have multiple data centers. The Department of Public Health, Child Support Services, and Parks have five each. DHS has the most with 12 and is now using a 13th, private center to run its new patient-following system.

The ITS data center in Downey is the original data center and the largest of them, at approximately 29,000 square feet. Note the size comparison below with the other county data centers: 35 of the 64 centers are 100 square feet or less, and 12 centers are 50 square feet or less, about the size of a closet.

Data Center Size	Number of Centers
30–50 square feet	12
100 square feet	23
400–450 square feet	15
1,500–1,600 square feet	6
2,000–2,400 square feet	6
4,000 square feet	1
29,000 square feet	1

On Nov. 12, 2014, the Board of Supervisors ordered a study on moving the Downey data center to a more secure site and consolidating "most" of the other data centers at that site. The location under study is an unused portion of the Rancho Los Amigos Hospital property, in Downey.

As mentioned above, the CEO has stated he sees occasional need for outsourcing project development but not production. "Development is a onetime expense. A system may have a production life of many years," he said.

Part of production is backup. Backup includes several aspects. At the simplest, there is backup power so the machines don't shut down in a blackout. Data must also be backed up in case there is an equipment failure causing a loss of data on storage media. Software must also be backed up in case of equipment failure, especially if the programs have been modified or configured.

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For restart after a hardware failure, data and software are recovered and the computer restarted. In a catastrophic failure, when the computer cannot be restarted, the system is recovered at an alternative site. The most-sophisticated backup, called "fully active," involves continuous simultaneous updating of two separate data centers—so that if one fails, the other takes over.

An essential feature of the ITS Data Center is its backup capabilities. ITS provides data and software backup, power backup, and processing backup for its Data Center, as well as "fully active" backup for those systems processing on the eCloud. In case of disaster, the county systems would operate out of the Orange County Data Center in Santa Ana. The ITS Data Center serves as the location for the Orange County backup center. The county's lease agreement with Orange County provides that each will house the other's backup.

ITS reports that one third of the county's 64 data centers don't have power backup. ITS currently offers a UPS (uninterrupted power supply) backup for 30 minutes, plus generators for long-term support.

Some of the data centers perform backup daily or weekly. ITS performs daily backup of all data and transaction-by-transaction backup of all systems. Departments that run their software at ITS get the benefit of these backup services, while retaining control of their software if they so choose.

One department said that there was a failure in one test of the Orange County backup that the department participated in last year, and thus the department insisted on continuing to use a private data center. Other departments and ITS report that ITS backup tests have been successful.

A lack of confidence in the ability of the ITS and Orange County centers to simultaneously withstand a major disaster is one of the reasons given by DPSS, Fire, and DHS for paying for private data centers outside of California to host their new systems. However, one department reluctant to centralize conceded it had not commissioned any geological studies to support its concerns. ITS has commissioned outside studies and found that the likelihood of both sites going down simultaneously is "minimal."

Departments complain about the cost of using ITS because of its price structure. The Board of Supervisors has mandated that ITS operate as a charge-back unit. This means ITS must charge those departments with which it contracts for its costs, including overhead. Departments the CGJ IS Committee spoke with complained they were getting services they could have purchased directly but were paying 33 percent extra for ITS's overhead.

ITS responded that its overhead costs are explicit, whereas departments don't take into account their own overhead when looking at the cost of doing it themselves. The additional factor of keeping jobs in Los Angeles, rather than moving to out-of-area facilities, should be considered.

In addition, removing ITS's ability to charge for overhead on its services may result in a decline in its funds and eventual shrinking of, or elimination of, ITS.

Departments complain about ITS's unresponsiveness or slow responses to requests for service. This complaint, however, has existed since the early days of the county's Department of Data Processing. This represents an inherent tension between centralization and local control.

Although LASD runs certain large critical systems at ITS, an LASD representative expressed concern that ITS does not meet the CJIS standard and said a significant percentage of ITS staff does not pass FBI background investigations. As a result, other of the LASD's large systems are running at LASD data centers.

7. Programming languages standardization

Los Angeles County departments use many different programming languages and programming techniques to create the software to direct the performance of the many different computers.[3]

Selection of a language to use on a particular project is a departmental decision; there is no countywide guidance. Systems require maintenance. If the systems are developed in too many languages, that creates a burden on maintenance.

Because many of the county departments make their own decisions about programming and support staffs, or they contract out program development, there is no common standard for the selection of a programming language or rules or guidelines on how to use each language. There are also no common standards for program design, program coding, or writing of program specifications. The county CIO reviews almost all system requirement documents and system specifications, but not program specifications, and certainly not program design or code.

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[3] Among languages used by the county are COBOL, Java, C#, Structured Query Language (SQL), HTML and JavaScript ColdFusion, C++, GIS, PHP, JSP, JQuery, CSS, ASP.NET, Cognos, and AJAX. The county may use even more than these 16 languages.

Many older, mission-critical systems are written in COBOL. Many departments regard the systems written in COBOL as obsolete because COBOL was developed in 1959 and because the departments cannot find COBOL programmers to update the systems with new features; but, the departments love the reliability of the systems. Many departments seek to replace the COBOL systems with systems written in programming languages that are currently taught in schools. [4,5]

According to ISD, COBOL is not obsolete.[6] It was revised as recently as 2002 to expand its capabilities, and another COBOL revision awaits approval for its 2015–16 version. In 2006 and 2012, Computerworld surveys found that more than 60 percent of organizations used COBOL, more than used C++ and Visual Basic.NET, and that for half of those, COBOL was used for the majority of their internal software. Only 36 percent of managers said they planned to migrate from COBOL, and 25 percent said they would like to migrate if migration were cheaper. Instead, some businesses have migrated their systems from expensive mainframes to cheaper, smaller systems, while maintaining their COBOL programs.

ITS has a large production capacity and more than 200 programmers, and ITS supports COBOL and most of the other programming languages. Rather than spend the funds on outside production and system replacement, departments could transfer existing systems to ITS for production support and system modernization. All of the funds that would be paid to a vendor would now stay within county government.

B. Software Development and Project Management

1. Options for software development

Departments have several options when developing software. They can buy an existing package that does the job or at least comes close. They can buy an existing package that is then customized to meet each department's needs. Or they can have custom software created, in house or by a vendor, to meet their needs.

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[4] Computers execute commands in machine code, not in a programming language. The English language–like programming languages are for human use, to make instructing the computer easier, but, in the end, each must convert to machine code that is understood by the computer. It is possible to write a program in multiple programming languages and combine the modules into one program when they are converted to machine code.

[5] LEADER, a major mission-critical system for DPSS, is being replaced with a system developed by a vendor in Java. The Fire Department has extended the contract life of its reliable Computer Aided Dispatch System, written in COBOL, for another five years, but meanwhile it is preparing an RFP for a new system with more capabilities.

[6] COBOL is available on Microsoft, Linix, zOS, Unix, and most computer operating systems.

Existing commercial packages (commercial off-the-shelf or COTS) that have been sold to many users tend to have fewer problems and are presumably cheaper as the cost of development is spread out over multiple buyers. COTS applications have been tested or used by other customers, who have found some of the bugs. However, existing packages often do not entirely fill a department's needs. Sometimes this forces the department to do its business in ways that meet the computer system's needs. In some circumstances, however, the cost savings might warrant that.

COTS programs can be customized to meet the users' needs more precisely. However, the county CIO has pointed out a major problem with COTS applications within the county: Those departments using COTS systems that customize their systems reduce the ability to integrate the commercial upgrades and patches—of special concern to the county CIO if those patches involve security.

Some departments find that COTS software won't meet their needs even with customization. Sometimes this is because the software doesn't have the ability to handle the large workload—many Los Angeles County departments are the largest in the country. Sometimes the local operation is so different from those elsewhere that the COTS modifications are extreme, therefore it makes sense to develop the system from scratch.[7] If custom software must be written, it can be done in-house or through a vendor. The vendor will generally have experience creating similar systems, which is an advantage. To maintain custom software, a department will need either continuing service by a vendor or in-house programming staff.

2. Difficulties in software development

The IT industry has created many large complex systems for users—but not without encountering problems. There is a "long history of IT projects gone awry."[8] Of the interviewees questioned about IT failures, all acknowledged that complex system development, in public and in private sectors, fails too often.

Some are colossal failures. The California Judicial Council statewide court system was budgeted for $260 million when it was started. By 2013, somewhere between $350 million and $500 million had already been spent, and the estimate was that completion would cost

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[7] The State Department of Consumer Affairs started a development of a "COTS" (commercial off-the-shelf) system estimated at $28M in 2011. The state Auditor's report (#2014-166) now shows an estimate of $96M as of January 2015 and estimates $300M if the program is extended to all the agencies originally expected to be included. COTS solutions sometimes appear to be cheaper, but the modifications can end up costing more than developing from scratch.

[8] "Why Software Fails" by Robert N. Charette in the Institute of Electrical and Electronics Engineers Spectrum at spectrum.ieee.org/computing/software/why-software-fails, posted September 2, 2005.

about $2 billion. The program was cancelled.[9] The private sector isn't quite as public about its failings, but it fails just as spectacularly. For example, the British company J Sainsbury PLC gave up on a $526 million system.[10]

Sometimes the developers realized early in the process that the project was lacking, and they stopped. This is obviously a far better outcome. But is it a success? More often, in a troubled development project, alternatives are pursued at substantial extra expense and delay. Thus it is hard to gauge whether a development project has been a success.

3. The example of the Assessor

The Assessor's office was very candid about its efforts. It tried to create a joint system with the Auditor-Controller and the Treasurer and Tax Collector in the late 1990s. That effort fell through. In the early 2000s, the Assessor tried to create its own enterprise system, but the range of bids was so wide that the Assessor decided its solicitation was not adequate. It brought in an outside consultant to help design the specifications. The contractor, in conjunction with in-house staff, took more than five years to create the design and about 9,000 specific requirements and business rules. The Assessor brought in another consultant, who said the Assessor was still not adequately prepared to do the project. Simultaneously, the proposed vendors were collapsing. The project was cancelled in 2009.

According to the Assessor, the department needs to upgrade and consolidate because it wants to include a geographic information system (GIS), needs a security upgrade, and considers the existing system difficult to support. The existing mainframe system is set up for batch runs, but the department wants real-time updates and queries, with segments of the system available to the general public on the Web. The Assessor tried to buy COTS software. However, Proposition 13 makes California so different from the other 49 states that the nationally sold software could not accommodate California variations in assessment. Santa Clara County had tried one of the leading COTS packages, but the package failed that county's needs. The Assessor also considered the software developed by other California counties and found them inadequate. The Assessor finally decided to go forward again with developing a system specifically for Los Angeles County.

4. What is success?

Studies of success have been done by various IT industry groups. For a development of a software system to be considered fully successful, it should be fully functional, on time, and

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[9] http://www.sfgate.com/bayarea/matier-ross/article/Computer-system-dropped-after-500-million-spent-3450186.php#photo-2241560; http://californiawatch.org/dailyreport/audit-state-courts-computer-system-massively-over-budget-8578; http://www.zdnet.com/article/california-abandons-2-billion-court-management-system/.

[10] Why Software Fails, IEEE Spectrum http://spectrum.ieee.org/computing/software/why-software-fails.

at the budgeted cost. Full success rarely happens. Some research shows only one in eight IT projects are successful, and 68 percent of IT projects resulted in a waste of resources and damage the standing of IT professionals.[11]

Computer industry professional journals are rife with statistics showing a poor performance by the industry. A large recent study looking at 5,400 IT projects reports that the average cost overrun is 45 percent and major delays are routine.[12] When completed, they generally provide only 56 percent as much utility as promised, and 17 percent of IT projects go so badly that they threaten the very existence of the purchaser.

There is a large body of published materials and training classes pointing out what is necessary to avoid these difficulties. These reports were published starting many years ago. The lack of success of complex software development continues nevertheless. Many of the departments the CGJ's IS Committee interviewed seemed aware of these studies and emphasized the same tools recommended by the studies. Some departments, however, did not: One department CIO stated he depended on "great programmers."

5. Measuring success

Given the industrywide difficulties, have county software development programs been successful?

How does one measure a successful application or project? The Registrar-Recorder says it uses productivity metrics (how much work could a given employee complete before and after the introduction of the new software). LASD says it uses productivity metrics. DPSS uses a "post mortem" approach. Other departments the committee interviewed said "nobody does that" when asked about post mortems. Certainly increased productivity is a crucial measure. But there must also be some measure of the efficiency of the software development process. The county CIO has no records of either process and thus no measure of whether software development has been successful.

Looking at projected cost and actual finished cost is an overly simplistic way to judge success. The real start of a project may substantially precede the awarding of a contract on that project. Estimating the cost for something new is difficult and can be inaccurate. There seems to be a common practice countywide to include contingency funds that cover unforeseen expenses. Cost figures do not gauge the extent of functionality of the software.

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[11] "The Relationship Between Strategic Leadership, Human IT Infrastructure, Project Management, Project Success, and Firm Performance," by Isabel Rivera-Ruiz, in the International Journal of Information, Business and Management (May 2015).
[12] McKinsey and Company and University of Oxford 2012.
http://www.mckinsey.com/insights/business_technology/delivering_large-scale_it_projects_on_time_on_budget_and_on_value.

To inquire further, the CGJ IS Committee sought documents from each department it interviewed that showed (1) the expectations at the start of the department's projects and (2) an evaluation of success on completion. These departments provided the committee with system requirement documents. With the exception of the Assessor's half page, however, they provided no documentation that evaluated the efficiency or success of the software development project. See Appendix 1. As the adage goes, "You can't manage what you can't measure."

6. Mitigating the risk of failure

a. System development

To mitigate the risk of failure, most developers use the system development cycle or a variation of it. The system development cycle is usually shown in three to six steps but can be expanded to show substeps.

Below is a typical version of the system development process (as defined by Alan Freedman in the Computer Desktop Encyclopedia) with substeps. The seventh step is production and not part of the development process except as a goal.

1.   Systems analysis and design
             Feasibility study
             General design
             Prototyping
             Detail design
             Functional specifications
             Technical specifications
2.   User sign-off on specifications
3.   Programming
             Design
             Coding
             Testing
4.   Implementation
             System testing
             Training
             Conversion
             Installation
5.   User acceptance testing
6.   User acceptance and sign-off of new system
7.   System is in production

b. Project management

The management of project development is traditionally done by creating a detailed task list. Major tasks are divided into subtasks. Each task has an estimate associated with it, along with an estimated begin date and end date. It is often recommended that each task should take no longer than one week. Each task completion date is known as a "milestone." A person is assigned to do each task. A larger picture of the project is produced and displayed by use of a Gantt chart (bar chart) or a Program Evaluation and Review Technique (PERT) network chart—a pictorial display of the project. These are sometimes combined with the Critical Path Method, which displays the tasks of the project that cannot slip without impacting the end date and those tasks that can slip without impacting the end date.[13]

There are 395 new application projects across more than 30 county departments, as summarized from data provided by the county CIO. The departments with the highest number of applications under development were LASD with 67, DHS with 65, and DPSS with 61.

Four departments are implementing new systems whose combined costs would exceed $1.6 billion. The four departments are the Assessor, Auditor-Controller, DHS, and DPSS. None of these projects used the same method of development or project management.

The County Assessor is developing a new property-assessment system to replace the present antiquated system. The new system will carry the assessment data for land and buildings within Los Angeles County as before but will also include Web access to online copies of building permits, deeds, overhead satellite views of the property, and street-level views of the property. The major problem the Assessor encountered in development of this system is to manage 2.5 million files.

The Assessor is using the Agile approach, which is a variation of the system development cycle. Agile parses the system into small pieces that can be deployed to production in a few weeks, rather than building the entire system at one time and waiting many months or years to implement.

Project management and development cycle almost merge with the adoption of the Agile development approach. Working software is the principal measure of progress. According to the Assessor, DAPTIV Project Portfolio Management software is used to track and inventory modules. An evaluation, planning, and review meeting is held each month. A post-mortem review is done at end of each module.

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[13] Managing the System Development Process, by Deloitte Touche.

The Auditor-Controller is building a new Human Resources system to replace its old system. After looking at packages and the four bids resulting from an RFP, the Auditor-Controller decided to cancel the RFP project and build its own system, to be run on ITS Data Center hardware.

The Auditor-Controller uses middle ware[14] to define the processes and generate program code, in place of the traditional system development process.

The Auditor-Controller established a project Advisory Committee consisting of representatives from the CEO, county CIO, Department of Human Resources, and ISD. The vendor lead person and Auditor-Controller lead person co-manage the project. Milestones were established with penalties on the vendor for being late. Only the Advisory Committee can change dates. There will be countywide phased implementation module by module and department by department.

DHS had implemented the same patient-following system at each of its six major hospitals. Because each hospital operated independently of the others, each of their systems was modified and enhanced in different ways, and the six hospital systems did not communicate with one another, so there was not one comprehensive, unified, case-following system. The goal of the current DHS project is to replace the six major individual-hospital case-following systems with one single integrated system, called the Online Real-Time Centralized Health Information Database (ORCHID) system.

Instead of modifying one of the existing hospital systems to include everyone's functionality, an RFP was created for a new system with several key requirements, among them that:

1) the vendor must provide a platform (hardware) to run its system;
2) Los Angeles County be able to use the vendor's computer platform to do its hospital production; and
3) the vendor's hospital system must have been in production on that computer platform for at least one full year.

This RFP excluded upgrading the existing systems and integrating them into one system. It also excluded purchasing the Cerner[15] system and running it on Los Angeles County computer hardware, although the DHS representative said the contract provided an option to do so. According to DHS, it did not exercise this option because ITS uptime availability was not sufficient to run a hospital system.

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[14] Middle ware is an infrastructure that facilitates creation of business applications and provides core services.
[15] The winning proposal for the ORCHID system was presented by Cerner. The Cerner production system and computer hardware are located in Kansas City, Missouri.

A milestone methodology was used to track the steps in this project. The implementation was organized to convert each of the six major hospitals and their associated clinics, one at a time, according a fixed schedule. Harbor-UCLA was the first of the Los Angeles County hospitals to go onto this new system, in November 2014, and the other hospitals will be phased into production through February 2016.

The major mission-critical system for **DPSS** is the LEADER system. It is more than 21 years old, is written in COBOL, and runs on a privately owned UNISYS mainframe in Minnesota.

The existing LEADER and several smaller systems, 10 applications in all, are being replaced with one single integrated system, called the LEADER Replacement System (LRS). The LRS project will integrate:

- CalWORKs (California Work Opportunities and Responsibility to Kids) (includes GAIN and Cal-Learn)
- Food Stamp (Supplemental Nutrition Assistance Program, now called SNAP)
- General Relief (for those not qualified for State or Federal aid) (includes General Relief Opportunity for Work, GROW)
- CAPI (Cash Assistance Program for Immigrants)
- Medi-Cal
- IHSS (In-Home Supportive Services)
- Foster Care Programs
- Kin-GAP (Kinship Guardianship Assistance Payment Program)
- Adoption Assistance Program (AAP)

DPSS's development project uses the Service-Oriented Architecture (SOA) variation of a standard development cycle. SOA is a design, development, and implementation pattern based on distinct pieces of software, each providing a unique functionality and brought together to form an integrated system via common communication.

DPSS's standard project management methodology is being provided by the Microsoft Project package. Weekly status meetings are held to review the progress and status of each project component.

Four departments—**Fire, LASD, Registrar-Recorder, and Public Defender**—also have systems under development but not on the scale or at the cost of those above.

The **Fire Department** occupies 240 buildings and must track and maintain firefighting equipment. The mission-critical system for the Fire Department is the Computer Aided

Dispatch System (CAD). The CAD system runs at Northrop Grumman on Hewlett Packard hardware using a UNIX operating system. It is programmed in COBOL. The system is very reliable but antiquated. It is the only one of the department's systems with a backup site.

The department stated it was preparing an RFP for a replacement system. But subsequent to this interview, the Board of Supervisors approved a five-year contract to continue running the CAD system at Northrop Grumman.

Other systems important to the Fire Department are:

- Automated Employee Staffing system. This is an ad-hoc system put together by a former Fire Department firefighter and is used at fire stations for staffing assignments. It is no longer supported, and there are software variations among the fire stations. The Fire Department tried, unsuccessfully, to replace it with a COTS system.
- Badge Tracking Application
- Maximo Inventory System

The department wants to incorporate GIS into the new systems.

Development characteristics:

The Fire Department has neither a standard written development methodology nor a project management methodology. It prefers buying to building applications.

Mission-critical systems for the **Public Defender** are:

- Case Management System (Defense Management System, special issues, witnesses, performance metrics, case load, investigations)
- Electronic Filing System
- Public Defender Archive System
- Public Defender Statistical System
- Attorney Human Resource (attorney history and assignment preferences, case load)
- Other People's Data collection system

Development characteristics:

The Public Defender intends to use Framework methodology for future development.[16]
It has no project management methodology. COTS packages the department looked at were
not adequate for the department's volume of data and number of users. It hired a consulting
firm to help prepare an RFP for new system replacement.

Mission-critical systems for the **Registrar-Recorder** are:

- Voter-management system (currently Data Information Management System,
  transitioning to Election Systems and Services)
- Property documents recording system (developed in-house)
- Birth, death, and marriage records
- Fictitious Business Name recording system

Development characteristics:

The department has a development manual as a guide. The department has no standard
project development method. The department's development projects cost less than $2
million. It uses .NET development environment, specifically C# programming language.

LASD has 200 remote locations and stations; 22,000 users; 3,500 mobile digital computers
in cars; and 1,000 mobile devices. LASD has 370 IT personnel to support this deployment.

Mission-critical systems for LASD are:

- Regional Radio Network (computer-aided dispatch)
- Deputy Performance System (under revision or enhancement)
- Missing Property (COTS)
- Non-Workable Crimes (COTS)
- Automated Jail Information System (AJIS proprietary software, runs at ISD/ITS)
- Countywide Warrant System CWS (proprietary software, runs at ISD/ITS)
- Deploying a new evidence management system

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[16] Framework is a set of principles, models, disciplines, concepts, and guidelines for delivering information
systems.

Development characteristics:

Systems are coordinated with ISAB. The department's biggest development problem is scope creep. Development training of key staff is by a vendor. Project-management training is provided by county CIO staff. Primarily, the department uses Microsoft ASP.NET development suite.

FINDINGS

1. Production systems are fragmented over 64 Los Angeles County data centers plus three private out-of-state data centers.

2. Development and hosting are going out of Los Angeles County hands. This means jobs and county funds are moving out of the county.

3. Software development industrywide has such a high failure rate that extra oversight is warranted.

4. Los Angeles County has no method to determine to what degree completed software development programs have been a success, and there is no permanent record of lessons learned from the experience of developing new systems.

5. There appears to be no standard system development methodology for Los Angeles County.

6. There appears to be no standard project management methodology for Los Angeles County.

7. Data security is constantly being challenged, so the Los Angeles County chief information officer has been working to upgrade and standardize security.

8. Data are not standardized within Los Angeles County chief information officer–defined clusters of departments, except within the justice (ISAB) group.

9. Some departments worry about Information Technology Services (ITS) responsiveness and ITS's ability provide a high level of service.

10. Some Los Angeles County data centers inadequately conduct backup. The most-comprehensive backup operation appears to be that of the ITS Data Center at Downey.

11. Many Los Angeles County departments worry about the disaster survivability of the ITS Data Center and the Orange County backup site. Three departments worry so much that they run their mission critical systems on private data centers outside of the county, in fact, even outside of California.

12. The Los Angeles County Board of Supervisors is moving toward consolidating most of Los Angeles County data centers into one disaster-resistant facility.

13. Los Angeles County information systems use many different programming languages. The county has no standard or guideline on how to select a programming language for use on its development projects.

14. There are no enterprise-wide programming standards for the languages that are used. There is no central guide to good programming practices.

15. In Los Angeles County, there is a countywide tendency to replace existing systems rather than modernize them, in part because COBOL is unjustifiably considered obsolete, and lack of expertise in COBOL contributes to this tendency.

RECOMMENDATIONS

4.1. Los Angeles County's chief information officer should require, upon the completion of a software development project above the Los Angeles County Board of Supervisors' cost threshold, a measurement of the efficiency of the development project, and the chief information officer should keep this measurement as a permanent record.

4.2. The Los Angeles County chief information officer should require, upon the completion of software development projects above Los Angeles County Board of Supervisors' cost threshold, a measure of the success of the system (productivity metric), and the chief information officer should keep this measurement as a permanent record.

4.3. The Los Angeles County chief information officer should establish a centralized quality control group to monitor the progress and problems of system development projects.

4.4. The Los Angeles County chief information officer should provide a system development guideline. While not meant to constrain the development approach, the guideline should standardize the steps and deliverables at the end of each step of the system development process.

4.5. The Los Angeles County chief information officer should provide a project management guideline or standard so that anyone can look at the project plan and see whether the project is on schedule or behind schedule.

4.6. The Los Angeles County chief information officer should provide training in its guidelines and standards.

4.7. The Los Angeles County chief information officer should continue to promulgate security standards.

4.8. The Los Angeles County Board of Supervisors should provide ITS and the other county data centers with secure facilities.

4.9. The Los Angeles County Board of Supervisors should promote production hosting by Information Technology Service.

4.10. The chief data officer of the Los Angeles County chief information officer should continue to standardize county data.

4.11. Information Technology Service should establish a council to set priorities for requests for service by Information Technology Service and discuss customer problems.

4.12. Information Technology Service should institute written service-level agreements between clients and Information Technology Service.

4.13. The Los Angeles County chief information officer should provide programming standards for each programming language used within Los Angeles County.

4.14. The Los Angeles County chief information officer should provide a guideline on the selection of a programming language for the development of new systems.

4.15. The Los Angeles County chief information officer should recommend that departments with COBOL-based systems but insufficient numbers of COBOL programmers should consider using Information Technology Service support.

4.16. The Los Angeles County chief information officer should provide in-house training and formal classes as needed.

4.17. Where feasible, and when the proposed centralized data facility is operational, the Los Angeles County Board of Supervisors should require the transfer of outsourced production systems to that facility.

4.18. The Los Angeles County chief information officer should require a cost-benefit analysis to be provided by the department to the Los Angeles County chief information officer to assess whether it is better to upgrade the existing system or acquire a new system.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
4.1–4.7, 4.10, 4.13–4.16, 4.18	Los Angeles County Chief Information Officer
4.8, 4.9, 4.17	Los Angeles County Board of Supervisors
4.11, 4.12	Los Angeles County Internal Services Department
4.11, 4.12	Information Technology Services

ACRONYMS

AJIS—Automated Jail Information System
CAD—Computer Aided Dispatch System
CDO—chief data officer
CEO—chief executive officer
CGJ—Los Angeles County 2014–2015 Civil Grand Jury
CIO—chief information officer
CISO—chief information security officer
CJIS—Criminal Justice Information Services
COTS—commercial off-the-shelf
CPM—Critical Path Method
DHR—Department of Human Relations
DHS—Department of Health Services
DPSS—Department of Public Social Services

DPW—Department of Public Works
GIS—Geographic Information System
HIPAA—Health Insurance Portability and Accountability Act
HRS—Human Resources System
IS—Information Systems
ISAB—Information Systems Advisory Board
ISD—Internal Services Department
IT—information technology
ITS—Information Technology Services
LASD—Los Angeles County Sheriff's Department
LRS—LEADER Replacement System
ORCHID—Online Real-Time Centralized Health Information Database
PERT—Program Evaluation and Review Technique
RFP—Request for Proposal
SOA—Service-Oriented Architecture
UPS—Uninterrupted Power Supply

COMMITTEE MEMBERS
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Ken Star, vice chair
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This report is dedicated to the memory of "Amazing" Grace Hopper.

APPENDIX 1

After conducting interviews, the CGJ's IT Committee wrote to the departments and asked them several follow-up questions. Question 3 was designed to find out whether each department had evaluated the software development process at the conclusions of its projects. This question was also designed to limit the responders' choice of projects so they would not be cherry-picking.

QUESTION 3 reads as follows:

> In addition to the information requested above, the IS Committee would like summaries, or cost/benefit analyses, or scope definitions, or portions of larger documents that will provide the following information for the first three software development projects completed in 2013 (or if fewer than three were completed in 2013, the last three completed anytime before 2014):
>
> a. A document created at the outset of the project defining the project describing the scope [sic]; the amount of time the project is expected to take; the anticipated cost in dollars and employee hours; and, a document reflecting the anticipated cost of the project broken down into hardware and software cost.
>
> b. The evaluation of the project at its completion, including the final cost.
>
> c. The reports measuring the change in the department's business performance attributable to the introduction of the project.
>
> Please call…if clarification of the above-referenced information is needed.

RESPONSES TO QUESTION 3

Assessor

The Assessor provided two documents regarding its Building Plan Acquisition System. One document was a Project Charter describing the project. The Assessor also submitted the Project Final Summary, which summarized the project description and the tools used and included a half-page evaluation of the development process addressing "issues confronted" and "main lessons learned." The document stated the project achieved all of the functionality planned but was 17 months late. Cost figures and productivity measures were not included.

The Assessor also provided defining documents for its Enterprise Content Management System and Personal Property Imaging Processing Project but did not include any measure of evaluation of software development nor productivity metrics.

Auditor-Controller

The Auditor-Controller (Auditor) gave us "board letters" for one large project that was expanded over several years. The documents gave a good description of the status at the time the start decision of each segment was being made. The Auditor also gave us a document showing the final cost.

The Auditor said it made monthly evaluations of progress during development (a common modern practice), but the independent evaluation of the completed phases has not been conducted. Its goals for the project were standardization and modernization. The Auditor did not centrally track productivity changes. It did not supply any measure of evaluation of software development nor productivity metrics.

The initial contract for this project was for $17 million in 2004. Amendments during the following years took the cost up to $223 million including a contingency fund of $23,255,801.

DHS

DHS initially responded that it doesn't conduct any in-house software development. The committee informed DHS that the committee thought the question was valid even as to outsourced developments. DHS then provided blank sample forms it uses to initiate projects. DHS also cited two software development programs it had completed and said documents that capture the data requested in questions 3a and 3b were not in place for those projects but are now in place for future projects. As to question 3c, the department is not currently collecting data.

DPSS

DPSS provided a modification request specification for three separate changes to existing software. The documents did not provide costs or hours estimates, but DPSS provided that separately, as well as actual hours and costs data. The department did not supply any measure of evaluation of software development nor productivity metrics.

Fire

With the committee's agreement, the Fire Department reported on only one software project. The department provided a proposal from the beginning of that project, including a description and proposed cost. The document dated near the conclusion of the project shows payments about four times the proposed cost. That included an entry of $60,000 for "out-of-pocket" costs. The department did not supply any measure of evaluation of software development nor productivity metrics.

The Fire Department said it does not conduct formal post-evaluation reports. Success factors are identified at the beginning of a project and if met, the project is called successful.

LASD

LASD provided an approximately 400-page Request for Proposal, dated July 2013, for a biometric identification system. This development project is presumably in progress. The department did not supply any measure of evaluation of software development nor productivity metrics.

LASD also provided more than 500 pages of its Business Automation Plan for 2014–2015. This consisted of hundreds of two-page reports identifying the projects and summarizing the funding status and the value/risk assessment. The department did not supply any measure of evaluation of software development nor productivity metrics.

Public Defender

The Public Defender gave us no data about development.

Registrar-Recorder/County Clerk

The Registrar-Recorder responded about three projects with undated reports that were clearly done after completion. The department did not provide program expected or final costs nor any measure of program development success.

The first program is a pilot program. The department claims savings in mailing and printing costs, but the document does not include the cost of the program. The savings and participant numbers are much larger in the first year than in the subsequent years. The department expects to vastly increase this program.

The Registrar-Recorder says the second project didn't cost anything; it was fully reimbursed for staffing, hardware, and software costs by a four-county consortium. This project was transferred from a vendor to DHS for completion. Although joining with other counties to solve a common problem was a good idea, the statement that the project didn't cost anything seems to be a reflection of budget complexities. The consortium had to get funded.

The Registrar-Recorder says the program has provided "great operational efficiencies" and is under review by "Lean Six Sigma" to determine cost savings.

The third program replaces a mainframe legacy program. The department sees that as a cost-saving measure. The department plans to redo its other software to get it off the mainframe and avoid mainframe hosting costs and to eliminate vendor costs.

The department did not supply any measure of evaluation of software development nor productivity metrics.

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DEPARTMENT OF HEALTH SERVICES WRITE-OFF FOLLOW-UP

Virgil L. Greer Jr., chair
Steve Yi, secretary
John Acevedo
Ben Cowitt

DEPARTMENT OF HEALTH SERVICES WRITE-OFF FOLLOW-UP

TOPIC

The Los Angeles County 2013–2014 Civil Grand Jury (the prior jury) investigated write-offs by the Los Angeles County Department of Health Services (DHS), totaling $285 million over five years.[1] In its Final Report, the prior jury made recommendations to DHS on how to reduce the amounts of future write-offs.

The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) decided to follow up on those recommendations, checking DHS's progress on implementing those recommendations. The CGJ created the DHS Write-Off Follow-Up Committee (committee).

BACKGROUND

The prior jury formed an investigative committee to initiate an audit investigating and analyzing DHS annual write-offs. Those write-offs totaled $285 million over the five fiscal years (FY) from FY 2008–2009 through FY 2012–2013, for an average of $57 million per year. The prior jury submitted recommendations to DHS to initiate corrective actions. By law, DHS was obligated to respond to those recommendations, in writing, to this year's jury. Based on these responses, the committee generated a list of follow-up questions to send to DHS, inquiring about the status of the recommended actions.

The committee reviewed the new responses, which covered FY 2008 through FY 2013. The committee created a Response Table to show the status of these recommendations and the initiated corrective action, to date.

Attachment A comprises the following:
(1) the recommendations submitted in the prior jury's Final Report
(2) the responses by DHS to the prior jury's recommendations
(3) the follow-up questions this year's jury submitted to DHS
(4) DHS's responses to the CGJ's questions

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[1] Those write-offs had been authorized by Los Angeles County Board of Supervisors.

The prior grand jury noted, among other things, the following:

A. For many years, each hospital within DHS has had its own version of a patient-following and patient-billing system and did not communicate patient information to the other hospitals. DHS solved this issue by replacing these systems with one centralized system across the six hospitals and their agencies, known as the ORCHID system.[2] ORCHID's implementation is expected to be completed in 2016.

B. All payors—including government and private entity reimbursors—limit the time allowed for a submission for reimbursement. Once that time is exceeded, the invoice is denied. DHS exceeded these time limits because:

(1) DHS was understaffed and could not meet deadlines to process denials of DHS's requests for payment from organizations it was billing.

(2) The staff at DHS didn't understand the payors' codes and took too long to inquire of the payor.

C. Prior to treating a patient, physicians must register their National Provider Identifier (NPI) codes with the hospital (via a form 855R). But if patients are treated before an NPI code is entered into the system, those treatments cannot be billed.

D. When outpatients check in to a county hospital or clinic, they should be logged in at an admissions desk. Sometimes admissions fails to verify methods of payment and/or insurance coverage. The hospital or clinic thus may provide the service but may not be reimbursed for the service.

The prior jury's report and recommendations can be found in the 2013–2014 Final Report, pages 23–73.

FINDINGS

1. The Department of Health Services responded to all 16 questions put to it by the committee. Its responding document is reproduced in full as Attachment A to this report. The questions are listed and DHS's responses are summarized on the following table.

2. The table lists the committee's questions on the left and categorizes the DHS responses as either implemented, in progress, no progress, or decline to implement. Of the 16

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[2] Online Real-Time Centralized Health Information Database.

recommendations made by the prior jury, six have been implemented, nine are in progress, and one is delayed because of technical difficulties.

3. With 15 out of 16 recommendations either completed or underway, clearly a good faith effort is being made by DHS. The department is to be complimented on its rapid progress.

Summary of Responses to Civil Grand Jury questions
by the Department of Health Services

Questions to DHS	Implemented	In Progress	No Progress	Decline	Comments
2.1 Have both the new ORCHID system and the current system incorporated codes on all accounts for classifying and explaining reasons for denial?	X				
2.2 Has DHS updated the procedure to include new Reason for denial codes?	X				
2.3 Has the availability of Patient Financial Services worker staff been increased at all hospitals?		X			
2.4 What method, if any, has DHS implemented to replace the discontinued method of identifying write-offs for denied or late claims that are billed by the DHS Consolidated Business Office?		X			Replaced with new process (see Attachment A)
2.5 Has DHS determined the staffing required to review Medi-Cal fee-for-service accounts for patients still in DHS hospitals?	X				
2.6 Has DHS conducted a staffing analysis to determine if additional staffing will reduce backlogs and reduce billing time?		X			
2.7 What is the projected date by which DHS expects to fully implement the original recommendation to require DHS physicians to report their NPI number and complete the 855R form linking the NPI number to DHS prior to commencing work at a DHS facility?		X			Target date is July 1, 2015
2.8 Is DHS monitoring the processing of Medicare claims by the new ORCHID system?			X		Technical Problems
2.9 Has DHS standardized Health Information Reports to monitor coding backlogs?	X				

Questions to DHS	Implemented	In Progress	No Progress	Decline	Comments
2.10 Has DHS conducted a staff analysis to determine if additional staff will decrease the HIM backlogs and delays in coding?	X				
2.11 What is the method by which DHS will ensure that a patient is identified as requiring third party authorization for follow-up services prior to such services being provided; and when will that method be fully implemented?		X			Refer to detailed implementation schedule shown on 03/20/2015 Response (see Attachment A)
2.12 Please identify the classifications or groupings of staff who will receive training on the electronic notification system. What is the status of the training on the electronic notification system and what is the target date for full implementation of the training?		X			Training will be within 60 days of their scheduled ORCHID implementation date
2.13 Has DHS evaluated how to pre-screen outpatient appointments to ensure authorization has been obtained?		X			
2.14 Has DHS selected a staffing model to expedite service authorization from third-party payers?	X				
2.15 Has DHS selected an electronic tool to expedite service authorization from third-party payers?		X			
2.16 Has DHS ensured that the new ORCHID system facilitates online processing of health care plan treatment authorizations?		X			
TOTALS:	**6**	**9**	**1**	**0**	

ACRONYMS

CGJ Los Angeles County 2014–2015 Civil Grand Jury
DHS Department of Health Services
FY Fiscal Year
HIM Health Information Management
HPE Hospital Presumptive Eligibility
IQRs InterQual Reviews
NPI National Provider Identifier
ORCHID Online Real-Time Centralized Health Information Database
PFSW Patient Financial Services Worker
PRW Patient Resources Worker
RM Revenue Management
S&S Services and Supplies
TAR Treatment Authorization Requests

COMMITTEE MEMBERS

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RESPONSE TO THE CIVIL GRAND JURY FINAL REPORT
COUNTY OF LOS ANGELES – DEPARTMENT OF HEALTH SERVICES (DHS)
Page **1** of **12**

SUBJECT: **FY 2013-2014 CIVIL GRAND JURY RECOMMENDATIONS FOR A TIMELY AND CLEAN "BILL" OF HEALTH MAY SAVE $285 MILLION**

RECOMMENDATION No. 2.1

Utilize DHS's Electronic billing system, Affinity Adjustment Codes on all accounts for classifying and better explaining the reasons for all write-offs.

7/18/14 RESPONSE

DHS agrees with this recommendation. Currently all account write-offs utilize an Affinity adjustment code and a reason code subset to provide more specific detail for each write-off adjustment. DHS will work with facility staff (i.e., meeting with facility management, issue guidelines, conduct trainings, etc.) to facilitate and reinforce the appropriate use of these codes by October 31, 2014.

CGJ QUESTION 2.1

Have both the new ORCHID system and the current system incorporated codes on all accounts for classifying and explaining reasons for denial?

1/30/15 RESPONSE

Implemented - On August 20, 2014, Revenue Management (RM) staff conducted a meeting and training with facility billing managers and staff to bring their attention to inconsistencies and coding errors identified on write-off reports. Clarification and Instructions were provided on the appropriate use of write-off codes. Based on staff feedbacks, RM staff has revised the standardized code listing to more accurately reflect write-off descriptions. Additional instructions will be provided to facility management and staff on the appropriate use of the revised write-off codes.

RECOMMENDATION No. 2.2

Update the DHS write-off procedure to include all Reason Codes, including new Codes, as they are developed.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will revise the write-off procedures to include all applicable Reason Codes and provide guidelines for facility staff to request new reason codes when necessary. DHS will work with the facilities to monitor and update the reason codes listing.

CGJ QUESTION 2.2

Has DHS updated the procedure to include new Reason [Codes] for denial codes?

1/30/15 RESPONSE

Implemented - DHS updated the write-off procedure on 10/15/14. The revised procedure includes additional write-off codes and provides guidelines for requesting new codes in the future if necessary.

RECOMMENDATION No. 2.3

Expand the scheduled availability of Patient Financial Services Worker staff at all hospitals.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will evaluate expanding the use of Patient Financial Services Workers (PFSWs) and Patient Resources Workers (PRWs) at DHS facilities for Medi-Cal and Hospital Presumptive Eligibility (HPE) application intakes. The evaluation may include options such as additional staff, added work shifts and/or shift rotation to increase worker availability during off hours. If necessary, DHS will submit a budget request for additional staffing needed to fully implement this recommendation. Completion of the evaluation is anticipated by December 31, 2014.

CGJ QUESTION 2.3

Has the availability of Patient Financial Services worker staff been increased at all hospitals?

1/30/15 RESPONSE

Implemented - DHS staff worked with Human Resources to expedite PFSW and PRW examinations and certification lists in order to fill all available positions. As of 12/31/14, 78 candidates have been selected to fill 90 vacant PFSW positions and 49 candidates have been selected to fill 64 vacant PRW positions. DHS will continue to identify candidates to fill the remaining vacant positions.

RECOMMENDATION No. 2.4

Develop and track a Reason Code Classifying write-offs for denied or late claims that are billed by the DHS Consolidated Business Office without Treatment Authorization Requests (TARs) or InterQual Reviews (IQRs) demonstrating the medical necessity of the services provided.

7/18/14 RESPONSE

DHS disagrees with this recommendation. This billing practice has been discontinued.

CGJ QUESTION 2.4

How does DHS classify and track write-offs for denied or late claims without treatment billed by DHS (What is in place of suggested procedure)?

1/30/15 RESPONSE

Not Applicable – DHS has discontinued billing of accounts without TARs or IQRs.

CGJ Question 2.4 as of 02/19/2015

What method, if any, has DHS implemented to replace the discontinued method of identifying write-offs for denied or late claims that are billed by the DHS Consolidated Business Office?

3/20/2015 Response

DHS has significantly reduced the TAR inventories as referenced in Recommendation 2.5 below; as a result, the Utilization Review Units in the hospitals have been able to timely review accounts to enable timely billing. Also, DHS has developed an inventory status report to identify and prioritize accounts that need a TAR in order to be billed for stronger control. DHS does not bill any accounts that do not have a TAR.

RECOMMENDATION No. 2.5

Formalize the point at which Medi-Cal fee-for-service accounts are retrospectively reviewed for patients still in the Department hospitals.

7/18/14 RESPONSE

DHS agrees with this recommendation. An assessment will be conducted to determine the staffing needs to perform the concurrent reviews recommended. If necessary, DHS will submit a budget request for additional staffing needed to fully implement this recommendation. Completion of the assessment is anticipated by December 31, 2014.

CGJ QUESTION 2.5

Has DHS determined the staffing required to review Medi-Cal fee-for-service accounts for patients still in DHS hospitals?

1/30/15 RESPONSE

Implemented - Currently Medi-Cal Fee-for-Service patients are reviewed on a daily basis when receiving acute care. DHS utilizes a State approved evidence based proprietary software program (InterQual) for determination of medical necessity. A second level review of the account is completed by a physician to evaluate the medical necessity if InterQual criteria are not met. DHS Utilization Review (UR) Committee has implemented an action plan; where UR nurses are reassigned from other County hospitals should a backlog develop at a DHS facility, to assist in the reviews using approved overtime. Also, additional Physician Advisors are recruited to complete second level reviews. Based on this strategy and assessment, DHS has been able to mitigate the effect of staff shortage at its facilities.

RECOMMENDATION No. 2.6

Conduct a Utilization Review staffing analysis at county hospitals as an increase in staff may substantially increase Department cash flow by decreasing backlogs and increasing the timeliness of billings.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will conduct a staffing analysis to determine if additional staffing will decrease backlogs and increase billing timeliness. If necessary, DHS will submit a budget request for additional staffing needed to fully implement this recommendation. Completion of the evaluation is anticipated by December 31, 2014.

CGJ QUESTION 2.6

Has DHS conducted a staffing analysis to determine if additional staffing will reduce backlogs and reduce billing time?

1/30/15 RESPONSE

Implemented - In the spring of 2014, DHS performed a comprehensive assessment of staffing needs within inpatient Utilization Review departments with the goal of ensuring sufficient staff are available to complete all inpatient UR related duties which would decrease backlogs and increase billing timeliness. DHS calculated the additional staff needed for each hospital to achieve full staffing levels. These items were included in DHS' 2014-15 supplemental budget request, approved by the Board of Supervisors on September 30, 2014. Approximately half of the newly added items have been filled to date, with interviews ongoing.

RECOMMENDATION No. 2.7

Utilize available systems and tools, and require DHS physicians to report their National Provider Identifier (NPI) number and complete the 855R form linking the NPI number to DHS, as required for Medicare billing purposes, prior to commencing work at a DHS facility.

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7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will assess available systems, tools, and processes to determine how best to implement this recommendation. Completion of the assessment is anticipated by December 31, 2014.

CGJ QUESTION 2.7

Does DHS require physicians to report their National Provider Identifier (NPI) number and enter it into the system prior to commencing work at a DHS site?

1/30/15 RESPONSE

Partially Implemented - DHS is evaluating the licensed practitioner credentialing process and the utilization of the new Cactus credentialing software to enable improved accountability and control. In the interim, Medical Administration and Finance are working together to initiate enrollment applications for practitioners who provide care to Medicare members.

CGJ Question 2.7 as of 02/19/2015

What is the projected date by which DHS expects to fully implement the original recommendation to require DHS physicians to report their NPI number and complete the 855R form linking the NPI number to DHS prior to commencing work at a DHS facility?

3/20/2015 Response

The target date is July 1, 2015. On this date, the credentialing process will include initiation of NPIs and enrollment of physicians into the Medicare program for the facilities where it is a requirement (Comprehensive Health Centers and Health Centers).

RECOMMENDATION No. 2.8

Monitor the processing of Medicare claims to ensure that the implementation of ORCHID, the Department's new electronic health record system is aiding and providing Medicare itemized claims.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will monitor the processing of Medicare claims and ensure itemized billing is accommodated within the Online Real-Time Centralized Health Information Database (ORCHID), Affinity Patient Accounting, Billing Clearinghouse, etc., as each DHS facility implements ORCHID. ORCHID implementation and associated interfaces for billing is anticipated to be completed prior to December 31, 2014.

CGJ QUESTION 2.8

Is DHS monitoring the processing of Medicare claims by the new ORCHID system?

1/30/15 RESPONSE

Not Implemented – The ORCHID system was successfully implementation at Harbor-UCLA Medical Center on November 1, 2014, however, the interface between ORCHID and the Affinity system has resulted in new challenges impacting the usage of itemize billing from the system. As a result, we have postponed usage of itemize detail coming from the system to generate Medicare claims until a full assessment of the process is completed. The assessment will start in April and is expected to be completed by July 2015. In the interim, we have developed alternative plans to ensure the billing process is resumed.

RECOMMENDATION No. 2.9

Track the backlog for coding at all facilities through regular reports, similar to those produced by Los Angeles County's LAC+USC Medical Center. Aggregate and analyze coding backlog data at all facilities for resulting trends and to identify any problem areas.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will standardize Health Information Management (HIM) reports to monitor coding backlogs as part of its implementation of ORCHID. ORCHID implementation at DHS' first facility is anticipated to be completed by November 1, 2014.

CGJ QUESTION 2.9

Has DHS standardized Health Information Reports to monitor coding backlogs?

1/30/15 RESPONSE

Implemented - DHS has developed an inventory status report to identify and prioritize accounts that need medical record coding. This report is provided to DHS facilities on a weekly basis. Additionally, current monitoring reports (e.g., staffing model, Dashboard report, Coder Output Productivity) used by LAC+USC Medical Center have been expanded to other facilities for identifying coding issues to prevent backlog.

RECOMMENDATION No. 2.10

Perform a staffing analysis in Health Information Management (HIM) divisions at all DHS facilities to assess whether additional staff might ameliorate the current HIM backlogs and delays in coding.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will conduct a staffing analysis to determine if additional staffing will decrease HIM backlogs and delays in coding. If necessary, DHS will submit a budget request for additional staffing needed to fully implement this recommendation. Completion of the assessment is anticipated by December 31, 2014.

CGJ QUESTION 2.10

Has DHS conducted a staff analysis to determine if additional staff will decrease the HIM backlogs and delays in coding?

1/30/15 RESPONSE

Implemented - HIM completed a staffing analysis in October 2014. Based on anticipated production standards, current staffing level was sufficient to handle existing coding volume. However, staffing resource and work volume are not evenly distributed. HIM will work to reallocate staffing needs across all areas to prevent future backlogs.

RECOMMENDATION No. 2.11

Implement an electronic notification method for alerting physicians of the patients' required authorization from third party payers when follow-up services are required.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will study the feasibility of utilizing an electronic notification to alert physicians, utilization review nurses, etc., when third party payer authorization is required for follow-up services as part of its implementation of ORCHID. Completion of the study is anticipated by December 31, 2014.

CGJ QUESTION 2.11

Has an electronic notification method been implemented to alert physicians of patients requiring authorization from third party payers for services?

1/30/15 RESPONSE

Partial Implementation - DHS has created an icon in First Net (the ORCHID ED module) to indicate that a patient has private insurance or is a managed care, assigned to a non-DHS provider. DHS is exploring the possibility of this icon auto-populating based on the insurance type, rather than being manually added by the registration staff.

CGJ Question 2.11 as of 02/19/2015

What is the method by which DHS will ensure that a patient is identified as requiring third party authorization for follow-up services prior to such services being provided – and – when will that method be fully implemented?

3/20/2015 Response

DHS will use the new ORCHID electronic health care system to identify admissions and visits that require third party authorizations. The First Net module/solution in ORCHID will enable the facilities to use an indicator (icon) on the patient's record that will alert providers and staff that an authorization is required. This indicator has been fully implemented at Harbor\UCLA Medical Center and MLK Jr. Outpatient Center and will be implemented at remaining facilities according to the ORCHID install schedule established for the Department. The schedule for the remaining hospitals is: May 1, 2015 for LAC+USC Medical Center, August 1, 2015 High Desert Regional Health Center, October 1, 2015 for Rancho Los Amigos National Rehabilitation Center and February 1, 2016 for Olive View/UCLA Medical Center. In addition, the Department is working on standardizing procedures to ensure facilities refer patients to their appropriate third party plans for follow-up care.

RECOMMENDATION No. 2.12

All physicians must be trained on the new electronic notification system and accountability measures should be implemented to ensure that physicians schedule follow-up services appropriately.

7/18/14 RESPONSE

DHS agrees with this recommendation. Based upon the outcome of feasibility study conducted on Recommendation 2.11, training will be provided to appropriate staff, e.g., physicians, utilization review nurses, etc., on the electronic notification system. If necessary, DHS will submit a budget request needed to fully implement this recommendation. Completion of the study is anticipated by December 31, 2014, and training will be subsequently scheduled as necessary.

CGJ QUESTION 2.12

Are there plans to train physicians on the electronic notification system?

1/30/15 RESPONSE

Partial Implementation - DHS has created an icon in First Net (the ORCHID ED module) to indicate that a patient has private insurance or is a managed care, assigned to a non-DHS provider. DHS is exploring the possibility of this icon auto-populating based on the insurance type, rather than being manually added by the registration staff. Once the assessment is completed, training will be provided to the appropriate staff.

CGJ Question 2.12 as of 02/19/2015

Please identify the classifications or groupings of staff who will receive training on the electronic notification system. What is the status of the training on the electronic notification system and what is the target date for full implementation of the training?

3/20/2015 Response

Classifications who have received training include physicians, nursing staff, Utilization Review nurses, clerical support staff and registration staff. These same classifications will receive training within 60 days of their scheduled ORCHID implementation date.

RECOMMENDATION No. 2.13

Require all DHS facilities to regularly pre-screen scheduled outpatient appointments to ensure that authorization is obtained or the patient is referred to a more appropriate provider.

7/18/14 RESPONSE

DHS partially agrees with this recommendation. DHS will evaluate facility staffing for pre-screening outpatient appointments (excludes Emergency Room, Urgent Care, and Walk-in Clinics). If necessary, DHS will submit a budget request for additional staffing needed to fully implement this recommendation. Completion of the evaluation is anticipated by December 31, 2014.

CGJ QUESTION 2.13

Has DHS evaluated how to pre-screen outpatient appointments to ensure authorization has been obtained?

1/30/15 RESPONSE

Partially implemented - DHS has implemented a streamlined model at one facility that has resulted in improvements in the prescreening and outpatient appointment process and is implementing a similar model at all facilities. This effort will ensure patients are appropriately prescreened for eligibility and authorization prior to their appointment and ensure patients are redirected to their appropriate provider. In addition, DHS is working with Human Resources to fill all available registration positions dedicated to the prescreening process and is working with technology staff on improving the eligibility verification system.

RECOMMENDATION No. 2.14

Evaluate effective and efficient staffing models to support the need for obtaining authorization from third party payers for inpatient services; such as a designated unit, a centralized staff, or an independent utilization review unit.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will evaluate the feasibility of inpatient staffing to determine the organizational structure and staffing needs in order to effectively obtain authorization from third party payers for inpatient services. If necessary, DHS will submit a budget request for additional staffing needed to fully implement this recommendation. Completion of the evaluation is anticipated by December 31, 2014.

CGJ QUESTION 2.14

Has DHS selected a staffing model to expedite service authorization from third party payers?

1/30/15 RESPONSE

Implemented - DHS performed a comprehensive assessment of staffing needs within inpatient Utilization Review departments with the goal of ensuring sufficient staff are available to complete all inpatient UR related duties which would decrease backlogs and increase billing timeliness. DHS calculated the additional staff needed for each hospital to achieve full staffing levels. These items were included in DHS' 2014-15 supplemental budget request, approved by the Board of Supervisors on September 30, 2014. Approximately half of the newly added items have been filled to date, with interviews ongoing.

RECOMMENDATION No. 2.15

Determine the cost-effectiveness of implementing third party payers' online authorization tools to ensure timely authorization for inpatient services.

7/18/14 RESPONSE

DHS agrees with this recommendation. A study will be conducted to determine the feasibility of obtaining an electronic tool for online third party payer authorization for DHS' largest payers. If necessary, DHS will submit a budget request for additional staffing, and associated Services and Supplies (S&S) needed to fully implement this recommendation. Completion of the study is anticipated by December 31, 2014.

CGJ QUESTION 2.15

Has DHS selected an electronic tool to expedite service authorization from third party payers?

1/30/15 RESPONSE

Partially Implemented - DHS has approached the software vendor, Provider Advantage, to obtain an online tool for processing prior authorization and "278" referral transactions. An assessment is being completed to determine feasibility.

RECOMMENDATION No. 2.16

Collaborate with Cerner, the Department's vendor for its new electronic medical record system, ORCHID, to determine if enhancements in the new system could facilitate online processing of health care plan authorizations for DHS services.

7/18/14 RESPONSE

DHS agrees with this recommendation. DHS will collaborate with Cerner to determine the feasibility of using standard functionality or enhancing ORCHID to facilitate electronic online processing of health care plan authorizations for DHS services. If necessary, DHS will submit a budget request needed to fully implement this recommendation. Completion of the evaluation is anticipated by December 31, 2014.

CGJ QUESTION 2.16

Has DHS ensured that the new ORCHID system facilitates online processing of health care plan treatment authorizations?

1/30/15 RESPONSE

Partially Implemented - ORCHID is built to automate the faxing of key documentation required for authorized inpatient admissions. This includes the initial clinical review done by the utilization review nurse and additional care management information, including progress notes, labs, clinical updates, and additional medical record information. UR nurses at Harbor are now able to enter a fax number into ORCHID, which then generates and sends the selected paperwork. This has eliminated some of the manual work previously done by UR nurses and improved efficiency. ORCHID will be fully implemented DHS-wide by February 2016.

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GROUP HOME

GROUP HOME

TOPIC

Based on a review of past Los Angeles County Civil Grand Jury final reports, the Los Angeles County 2014–2015 Civil Grand Jury (CGJ) noted that group homes in the County of Los Angeles had not been inspected by a Los Angeles County Civil Grand Jury for the prior eight years. Due to concern for the well-being of minors in group homes, the Group Home Committee (committee) was formed, consisting of six members of the CGJ. The committee's focus was to determine if the basic needs of the minors—including but not limited to food, housing, clothing, education, and psychological services—were being met.

BACKGROUND

Group homes are licensed by the California State Department of Social Services, Community Care Licensing Division under Title 22 regulations.[1] The purpose of the statute is to provide support services and housing to abused and neglected youth and to juveniles on probation. The youth are placed by the Los Angeles County Probation Department (Probation) for their delinquent behaviors, and/or by the Department of Children and Family Services (DCFS) when they are removed from harmful environments resulting from neglect, abuse, or violence in the home. The general ages of group homes residents are 12–17 years old.

The committee reviewed the report of the 2006–2007 Civil Grand Jury and decided to re-evaluate the group home (GH) situation. The committee inspected the living conditions of the minors, and evaluated the minors' safety and well-being. This was done by unannounced visits to GH facilities, where the committee conducted physical inspections and private interviews with minors and staff.

Special care was taken to include large and small GH facilities selected from each of the Los Angeles County supervisorial districts. DCFS and Probation are involved in managing the assigned children's cases, including their initial placement, monitoring, and tracking their progress over time and developing their exit plans. The committee also reviewed monitoring of GHs by DCFS, Probation, and the Auditor-Controller.

At the time of the 2006–2007 Civil Grand Jury review, there were 238 licensed group homes in Los Angeles County. According to the Auditor-Controller Group Home Ombudsman, there are 128 licensed group homes as of 2014. This reduction in the number of group homes could be attributed to both the court and Probation and DCFS departments having changed their focus

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[1] California Code of Regulations.

from placement in group homes to family reunification or relative (extended family) placement whenever possible.

According to STEP UP—an organization that promotes relative placement rather than children being placed in foster care or group homes—43 percent of Los Angeles County's 21,000 foster children are in the home of a relative, 23 percent are placed with a Foster Family Agency, and 5 percent are in group homes. The remaining 29 percent, not addressed by STEP UP, are in other out-of-home placements—such as adoptive homes and foster homes.

STEP UP reported that foster care benefits for 100 youth in relative placement would cost the county $984,000 a year, while group homes cost would be $10.2 million a year. This means that for each youth moved out of a group home and into a relative's home, the county saves enough money to pay the cost for 10 children in relative placement.[2]

An investigation titled "Why Is Grandma Worth Less?" was completed by the Los Angeles County 2013–2014 Civil Grand Jury. It addressed the disparity issue between foster-care payments for relatives and nonrelative foster parents. It was recommended that DCFS exercise its authority and pay a relative foster parent the same as a nonrelative foster parent.

Group Homes Inspection Report

Name of Group Home City Supervisorial District Rate Classification Level[3]	INSPECTION DATE	COMMENTS
Delilu Achievement Home Los Angeles District: 2 RCL 12	01/09/15	Group home appeared to be adequately meeting the needs of the residents placed there. The carpet appeared unclean. Staff stated that it was cleaned six months before.
Dimondale Group Home Lancaster District: 5 RCL: 12	01/29/15	Facility appeared to be in satisfactory condition. One resident stated that she appreciates the structured environment and has positive plans for her future.
Eagle Rock Group Home Eagle Rock District: 1 RCL 12	01/06/15	Facility was well-maintained. All six residents were present at time of the inspection. Residents interacted well among themselves and with staff.

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[2] http://stepupforkin.org.
[3] The Rate Classification Level (RCL) is the monthly monetary rate assessed by the Foster Care Rates Bureau of the California Department of Social Services. The RCL ranges from $2,332 to $9,879 per child, based on the level of behavioral, mental, emotional, and physical needs of the minor. The higher the RCL number, the greater the compensation.

Name of Group Home City Supervisorial District Rate Classification Level	INSPECTION DATE	COMMENTS
Eggleston Youth Center I Baldwin Park District: 1 RCL 12	01/27/15	Facility appeared to be in excellent condition. No minors were present during the inspection. Staff expressed pride in the facility and the services provided to the residents.
Eggleston Youth Center II Baldwin Park District: 1 RCL 12	01/27/15	All required documentation was posted. Facility was well-maintained. Staff was truly committed to the well-being of residents.
Enid House Group Home Azusa District: 1 RCL 14	01/06/15	Facility was well-maintained. One of the residents spoke openly and appeared to be well-adjusted to the placement.
Girls Republic Monrovia District: 5 RCL 10	01/30/15	Beautiful home with many amenities, well-maintained. On the premises was a small transitional house for girls ages 18 and older.
Humanistic Foundation, Inc. Los Angeles District: 2 RCL 12	01/27/15	Documents were in order and posted. Well-maintained, with seemingly more than adequate food supply. There were books, but no visual artwork or creativity. Residents were taken to a local park for outdoor activity.
Long Beach Group Home Long beach District: 4 RCL 12	01/06/15	Small but clean facility had had a sewage odor emanating from bathroom. The committee reported the sewage problem to DCFS and Group Home Ombudsman. Matter corrected.
Optimist Boys South Bay Carson District: 2 RCL 12	02/06/15	Clean and well-maintained facility. School for residents conducted at main campus in Highland Park, Ca.
Pacific Lodge Group Home Woodland Hills District: 3 RLC 12	12/17/14	Facility consisted of three cottages. Spacious property with Olympic-size swimming pool. The staff was courteous and caring. Facility has a wrap-around transition program for youth up to 21 years of age to enter the community.
Penny Lane Satellite I North Hills District: 3 RCL 12	01/27/15	Facility was well-maintained. Pool on site but not being used because there was no lifeguard. Pool was completely covered.
Penny Lane Satellite 7 Northridge District: 3 RCL 12	01/09/15	Facility was well-maintained. Residents help with food preparation and do their own laundry.

Name of Group Home City Supervisorial District Rate Classification Level	INSPECTION DATE	COMMENTS
Phoenix House group Home Lake View Terrace District: 3 RCL 12	12/16/14	A spacious co-ed facility with a capacity of 120 residents. Well-appointed with artwork created by the residents. Focus was on substance abuse and behavioral problems, with seemingly positive results.
Positive Path Youth Dev. Ctr. Carson District: 2 RCL 2	01/09/15	Facility was well-maintained. One resident stated her satisfaction with the residence.
Rosemary Children Services Pasadena District: 5 RCL 12	01/23/15	Facility was well-maintained. One resident was a runaway. Appropriate authorities notified by group home staff.
St. Anne's Maternity Home Los Angeles District: 3 RCL 12	01/16/15	One of the few homes for pregnant teens and their infants. The residents receive parenting-skills education. Fathers are encouraged to be an active part of mother and infant interaction. There is an on-site daycare and school.
Silver Lake Group Home Los Angeles District: 3 RCL 10	01/30/15	The facility was in satisfactory condition.
Star View Torrance District: 4 RCL N/A[4]	01/15/15	A community facility that provides services to multiple counties and houses youth with extreme emotional problems. Multiple disciplinary teams exhibited seemingly positive interaction with residents.
Touch A Life Group Home Los Angeles District: 2 RCL 9	01/23/15	Very clean and well-maintained facility in an inner-city community. Residents were neatly dressed and courteous.
Turmont Home For girls Lancaster District 5 RCL 8	01/29/15	Large home that was well-maintained. One resident was a runaway. Appropriate notification had been made by group home staff.

FINDINGS

All group homes visited had required documentation posted, performed fire and natural disaster drills, and provided tutorial services for the residents as needed. First aid kits were on hand, smoke

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[4] Star View is a full-service Community Care Facility for emotionally, behaviorally, and learning-challenged minors. Its rate is higher than RCL 14.

detectors were operational, and staffing ratio was sufficient. Without exception, all residents received their allotted clothing and weekly spending allowance provided by either DCFS or Probation. Several of the group homes monetarily rewarded minors for receiving good grades and for doing chores.

Residents under the supervision of DCFS were allowed the usage of cellphones under certain conditions, but residents under the supervision of Probation were not. All the group homes had adequate food supply, and dietary modifications were provided as needed.

DCFS and Probation group home compliance reports focus on the following 10 areas for residents:

- Licensure/contract requirements
- Facility and environment
- Maintenance of required documentation and service delivery
- Education and workforce readiness
- Health and medical needs
- Psychotropic medication
- Personal rights and social/emotional well-being
- Personal needs/survival and economic well-being
- Discharged children
- Personnel records

Department of Children and Family Services (DCFS)

Group Home Compliance Monitoring[5]

GH compliance monitoring is a component of the Performance Monitoring Section in the Out of Home Care Management Division. Annual reviews of those GHs servicing DCFS-placed children are conducted, which include program contract compliance. The reviews determined whether homes meet the requirements set forth in the Foster Care Agreement, the homes' program statements, and DCFS policies. The reviews assess the homes' service delivery to ensure that these homes are providing children with quality care and services in a safe environment, inclusive of physical care, emotional support, and other services to protect and enhance their growth and development.

Copies of DCFS Compliance Monitoring Reports can be accessed through the DCFS website at: **http://dcfs.lacounty.gov**.

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[5] Information obtained from the DCFS website.

Contract Monitoring Process[6]

The goals of the monitoring process are to improve child safety, increase provider services, and strengthen networking among the homes. DCFS's rating system assesses home performance and incorporates Corrective Action Plans (CAPs) and follow-up to ensure compliance:

- Fiscal Compliance—assesses home's fiscal internal controls that will ensure that the CAP, if any, is implemented.
- Contract Compliance—assesses contract deliverables on safety, service needs, and administrative compliance, and follows up on implementation by the agency CAP as necessary. Ensures that homes are in compliance with contract terms and conditions, Community Care Licensing Division approved Program Statements, Statement of Work, and Title 22 regulations.
- Quality Assurance—assesses the quality of performance and service delivery by homes to ensure children are provided with quality care and services in a safe environment.

<u>Los Angeles County Probation Department</u>

Office of the Ombudsman[7]

The Probation Department Office of the Ombudsman is a confidential, informational, and neutral resource where probation clients, their families, and the community can seek assistance with their concerns related to GH service delivery, policies, and/or procedures. The role of the ombudsman for GHs is twofold: 1) to ensure that the voice of youth under the care and custody of Probation is heard and 2) to provide an avenue for the Probation youth to express concerns about their GH experience without fear of retaliation from the GH provider and/or Probation officer and to get resolutions that are reasonable.

Placement Permanency and Quality Assurance Unit (PPQA)[8]

The PPQA serves Probation foster children and their families, group home providers, and the Placement Bureau as a whole. The primary purpose of the group home monitoring/investigations unit is to conduct annual monitoring inspections of group homes that have multiple sites throughout Los Angeles County; investigate GHs related to noncompliance with the county contract; conduct follow-up investigations on minor infractions; refer investigations to Probation from the DCFS Child Abuse Hotline; and develop and monitor the CAP for accuracy and compliance. GHs have 30 days to make the noted corrections; safety issues must be dealt with immediately. At the end of 30 days the PPQA makes another visit to ensure all corrective actions have been addressed.

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[6] Correspondence received from DCFS.
[7] Information received from the Probation Department.
[8] Correspondence received from the Probation Department.

Group Home Compliance monitoring reports can be accessed through Los Angeles County Probation at **http://probation.lacounty.gov.**

Department of Auditor-Controller

Group Home Ombudsman[9]

The Office of the Children's Group Home Ombudsman, within the Department of Auditor-Controller, is an independent advocate for children placed in group homes by DCFS. The ombudsman's responsibilities include: maintaining a toll-free telephone number for DCFS GH residents to call from anywhere to express their concerns and complaints; informing children of their rights when placed in a GH; providing a voice to speak and act on behalf of GH residents; establishing an avenue for children to discuss their concerns and complaints without fear of retaliation; offering recommendations that are reasonable and feasible; and working with the county and service providers to benefit GH residents. Although primarily for DCFS GH residents, the GH ombudsman will contact the Probation ombudsman on behalf of any Probation resident who has issues to be resolved.

Even though the ombudsman's policy is to maintain confidentiality to the extent possible, callers are informed that, by law, child endangerment, abuse, and/or neglect must be reported.

Fiscal Review of Group Homes[10]

According to the Auditor-Controller's Contract Monitoring Division, at the beginning of each fiscal year (July 1), the Auditor-Controller completes a Risk Home Assessment of GHs and Foster Family Agencies to determine those homes that will be included in its list of audits to be conducted for the year. In addition, both DCFS and Probation can request a fiscal audit if, during a GH program review, fiscal improprieties are noted. Fiscal reviews can also be initiated by allegations received through the Auditor-Controller's fraud hotline or a Board of Supervisor's office's referral.

The Auditor-Controller provides fiscal training upon request to the DCFS Fiscal Compliance section, Foster Family Agencies, and GHs. The Auditor-Controller also collaborates and consults with DCFS's Fiscal Compliance section on results of DCFS's Internal Controls Questionnaire and Fiscal Compliance Assessment Tool.

Fiscal Review Reports can be reviewed at **http://auditorcontroller.lacounty.gov.**

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[9] Information received from the Group Home Ombudsman.
[10] Information received from the Auditor-Controller.

Note: All group homes in Los Angeles County are licensed by the Community Care Licensing (CCL) Division of the California Department of Social Services under Title 22 Regulations and as such are subject to annual reviews by CCL to ensure licensing compliance. CCL's complete Policy and Procedures Manual can be accessed at http://cdss.ca.gov.

SUMMARY

The focus of the Group Home Committee was to determine if the basic needs of the minors—including but not limited to food, housing, clothing, education, and psychological services—were met. Overall, the group homes inspected appeared to meet these needs. Most of the group homes housed both DCFS and Probation youths but followed different requirements based on the respective department's regulations.

Although the majority of minors interviewed were satisfied with their placement, more than one youth stated that the group home did not replace being with family. Due to the decline in the number of group homes, it would appear that the court and departments have changed their focus from group home placement to family reunification or relative placement whenever possible.

According to an email sent by DCFS to The Chronicle of Social Change, dated Sept. 30, 2014, Los Angeles County submitted a nonbinding letter to opt into the Approved Relative Caregiver Funding Program (ARC) effective Jan. 1, 2015. The new funding (initially a $30 million budget allocation) is intended to provide relative caregivers with the same level of funding as other nonrelative foster caregivers. Currently, many relative caregivers receive about half of what other caregivers receive monthly.[11]

On March 3, 2015, Los Angeles County Board of Supervisors passed a motion instructing DCFS to opt into the ARC program by March 15, 2015.[12]

COMMENDATION

Based on observations of the group homes visited, the committee commends the efforts of these group home providers in delivering services and promoting the safety and well-being of the home residents.

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[11] Information obtained from http://ChronicleofSocialChange.org.
[12] Board of Supervisors Statement of Proceedings, March 3, 2015.

The committee also applauds the Los Angeles County Board of Supervisors' decision to participate in the Approved Relative Caregiver Funding Program. It will be a tremendous savings for the county and a win-win situation for all parties.

ACRONYMS

ARC Approved Relative Caregiver Funding Program
CAP Corrective Action Plan
CCL Community Care Licensing Division
DCFS Department of Children and Family Services
GH Group Home
RCL Rate Classification Level
PPQA Placement Permanency and Quality Assurance unit

COMMITTEE MEMBERS

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METRO RIDERSHIP

Jim Contreras, chair
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METRO RIDERSHIP

TOPIC

The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) formed the Metro Ridership Committee (committee) to look into increasing the ridership within the Los Angeles County Metropolitan Transportation Authority (Metro) system and investigate the efforts of Metro to do the same. The committee also looked into whether Metro would receive maximum funding from federal sources based on achieving the farebox recovery goal of 33 percent.[1]

BACKGROUND

Out of an interest in building a more sustainable community by increasing ridership on public transportation, the CGJ created this committee. Transportation is the largest contributor (41 percent) of greenhouse gas emissions in California.[2] The single-most effective way to reduce a "carbon footprint"[3] is for a two-car household to become a one-car household.[4]

Metro riders are overwhelmingly low-income, transit-dependent, nondiscretionary riders.[5] Riders coming from two-car households are part of the discretionary ridership and make up the rest of the riders. The goal of Metro is to serve all riders and improve transportation in Los Angeles County.

Metro is the largest transit agency in Los Angeles County and is currently supervising the nation's largest public-works program.[6] New bus, rail, street, and highway projects that are being built are funded primarily by voter-enacted Propositions A, C, and 108, and Measure R. The farebox recovery rate was a subject of examination by the committee after it reviewed Metro budgets and wanted to know how this rate helped Metro get federal funding. The following areas were researched to see how they affected ridership.

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[1] The farebox recovery rate is determined by counting all fares collected in one year from riders of Metro bus and rail, divided by the total cost to operate Metro's bus and rail systems.
[2] 2009 Metro Long Range Transportation Plan Technical Document.
[3] A carbon footprint is the total amount of carbon dioxide and other greenhouse gases emitted over the full life cycle of a product or service consumed.
[4] 2009 Metro Long Range Transportation Plan.
[5] Metro biannual onboard survey, May 2014
[6] Adopted Budget FY2015 Metro, Budget message from CEO.

Areas of Research

- Why Rail?
- Orange Line Bus Rapid Transit (BRT) as a Model of Success[7]
- Farebox Recovery Rate and Federal Funding
- Security and Safety
- Planning and Land Use
- Maintenance
- Technology
- Parking

INTRODUCTION

Many factors contribute to drivers' reluctance to get out of their cars, including a sense of independence the automobile offers. Speeding along to work in a subway train while reading seems desirable, as long as it is convenient and affordable. Discomfort with the idea of and a lack of knowledge about public transit may keep drivers in their cars. Commuters consider costs before deciding whether to drive or take public transport. "Costs" include not just the fare but also the time consumers would spend getting to the bus, waiting for the bus, waiting to transfer, and delays incurred by the bus or rail system.

To increase ridership, Metro is building more rail in an effort to provide a comprehensive transportation system for Los Angeles County, which includes rail, buses, and freeways. It is a subject of debate whether building more rail will increase ridership.

The people of the county have voted both to support rail and to prohibit it.[8] Currently, rail is being built with no restrictions imposed by voters.[9] Metro has been exploring whether to place a measure on the November 2016 ballot that will seek additional funding. The majority of that funding would be spent to build rail.[10]

Metro's long-range plan calls for spending $300 billion in total over 30 years. The largest percentage of each annual budget is dedicated to building more rail.[11] The latest federal budget earmarks $330 million for building rail in Los Angeles County.[12]

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[7] A BRT uses an exclusive busway for most of its journey, rail-like stations, and off-board fare collection.
[8] Proposition A, C, and Measure R.
[9] California State Assembly Bill 577.
[10] Metro memo titled "Potential Ballot Measure: Approve New Local Sales Tax," Jan. 16, 2014.
[11] 2009 Metro Long Range Transportation Plan.
[12] Legislative Alert, Metro CEO Arthur T. Leahy, Feb. 2, 2015.

There is strong opposition to building more rail. Transit experts say building rail does not increase ridership.[13] The Bus Riders Union (BRU) says subsidies to rails starve buses.

The history of the Orange Line Bus Rapid Transit illustrates the controversy over whether to build rail or continue on with bus service.

As for the farebox recovery rate, it has very little to do with obtaining federal funds. The attainment of a 33 percent farebox recovery rate is used by Metro as a reason to raise fares. This effort to reach the 33 percent mark is also used as a reason to cite fare evaders. Citing fare evaders by armed personnel is dangerous, and this danger can be avoided by using non-armed personnel.

Metro increases ridership by making the system safer and more secure, cleaner and more visually appealing, adjusting land use policies for transit, experimenting with parking, installing Wi-Fi in stations, improving countdown clocks, and initiating other technological advances that will enhance the experience of riding with Metro.

METHODOLOGY

Given the time constraints of the CGJ the subject matter was focused and necessarily limited.

The committee interviewed 22 people knowledgeable in transit—including academics, community activists, city of Los Angeles Transportation and Planning personnel, and many employees of Metro including its CEO. Comments were received from two members of the Los Angeles County Board of Supervisors and a deputy mayor of the city of Los Angeles. Research papers from academics, the 10-year consent decree initiated in 1995, as well as many internal documents and charts from Metro personnel were reviewed. Metro's Adopted Budget for fiscal year 2015 was examined, along with the 2009 Long Range Transportation Plan and the related 2009 Long Range Transportation Plan Technical Document. Four main sources of Metro's income—Propositions A, C, and 108, and Measure R—generated study by the committee. Transit issues, national and international, were explored through the Internet.

In addition, this report is based in part on many of the committee members' personal experiences and observations while using Metro transportation.[14]

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[13] Wendall Cox, publicpurpose.com; James E Moore II, "Ridership and Cost on the Long Beach–Los Angeles Blue Line Train"; Don H. Pickrell, "Fantasy and Fact in Rail Transit Planning;" Tom Rubin and James E. Moore II, reason.org/studies/show/why-rail-will-fail.

[14] The committee has a combined 30-year history of Metro use, which includes the daily jury service commute.

WHY RAIL?

There is a passionate debate among transit experts over building more rail or increasing bus service. The debate centers on whether building rail increases transit ridership.

The facts are that more rail is being built, and funding to expand the rail system is in the pipeline. Propositions A and C and Measure R will guarantee a substantial amount of funding coming from county sales tax to continue rail expansion. Metro has stated that building new rail is important to provide the benefits of rail along with a wide-ranging bus system and a well-managed freeway system. In the next 10 years, Metro will expand rail by 32 miles of track and grow from 80 to 110 stations to offer approximately 120 miles of rail service in total. Metro measures its success by evaluating how it will improve mobility, air quality, and the economy.

Many transit experts say none of this can be accomplished by building more rail. Their research shows:

- it is not possible to build a way out of congestion,
- the power sources for rail produce more carbon emissions than buses, and
- funds spent on rail are a waste.

Metro counters this point of view by citing its extensive research regarding these issues, which concludes that its efforts will and have increased ridership, will decrease carbon emissions, and show that if nothing is done congestion will worsen.

The following tables (Figs. 1–3, provided by Metro) show increased ridership where rail has displaced buses.

Fig. 1

RED LINE BUS/RAIL INTERFACE LINE CHANGES

Line	Change in Service	Ridership Prior to Service Cancellation			Sources
		DX	SA	SU	
Ridership Before Red Line Opening					
1	Line Discountinued- Service supplemented by Lines 180, 181, 217 on Hollywood Bl, and Lines 2 & 4 on Sunset Bl.	4,042	3,045	2,401	Final Revised Metro Red Line Segment 2B Bus/Rail Interface Plan- April 22, 1999 Planning and Programming Committee- Appendix 2
420	Segment 2B - Terminate at Vermont/Santa Monica Station. Segment 3B - Discontinue Express Route, Reduce service levels south of North Hollywood Station, convert to Local Line 156	21,170	13,510	10,826	Final Revised Metro Red Line Segment 2B Bus/Rail Interface Plan- April 22, 1999 Planning and Programming Committee- Appendix 2. Final Revised Metro Red Line Segment 3 Bus/Rail Interface Plan- January 20, 2000 Planning and Programming Committee- Appendix 2
424/425	(424) Discontinue Express Route, convert to Local Line 150, end route at Universal City Station (425) Discontinue Express Route, convert to Metro Rapid Line 750, end route at Universal City Station	13,240	9,800	4,550	Final Revised Metro Red Line Segment 3 Bus/Rail Interface Plan- January 20, 2000 Planning and Programming Committee- Appendix 2 (Lines 424 & 425 counts combined)
426	Line Discontinued	1,652	-	-	Extended on Oxnard St. and realigned to North Hollywood Station via Lankershim Blvd. The remaining freeway segment was eliminated June 29, 2003.
427	Line Discontinued	408	-	-	MOS-3 opening, discontinued. Parallel Line 154 was routed to North Hollywood Station. APC Generated Ridership Analysis- December 1999- June 2000
429	Line Discontinued	614	-	-	APC Generated Ridership Analysis- December 1999-June 2000
522	Express Line Discontinued, convert to Local Line 240, End Route at Universal City Station	10,180	-	4,258	Final Revised Metro Red Line Segment 3 Bus/Rail Interface Plan- January 20, 2000 Planning and Programming Committee- Appendix 2
	TOTAL RIDERSHIP BEFORE	**51,306**	**26,355**	**22,035**	
Ridership Today					
150/240	Ridership After Opening - Note, Lines 150 and 240 are interlined on Ventura Bl, hence the data is captured together.	10,741	11,686	8,316	Ridership of May 2012 (\\mta28\OP_Reports\Ridership\Monthly\FY 2012\May12.doc)
156	Ridership After Opening	1,808	1,362	1,023	Ridership of May 2012 (\\mta28\OP_Reports\Ridership\Monthly\FY 2012\May12.doc)
750	Ridership After Opening	4,836	-	-	Ridership of May 2012 (\\mta28\OP_Reports\Ridership\Monthly\FY 2012\May12.doc)
802	Red Line Only Ridership	147,777	105,849	72,441	April 2014 Ridership Report
901	Orange Line - Opened June 2005	29,181	17,922	13,323	April 2014 Ridership Report
	TOTAL RIDERSHIP AFTER	**194,343**	**136,819**	**95,103**	

DX=daily   SA=Saturday   SU=Sunday

LOS ANGELES COUNTY 2014–2015 CIVIL GRAND JURY FINAL REPORT

Fig. 2

GREEN LINE BUS/RAIL INTERFACE LINE CHANGES

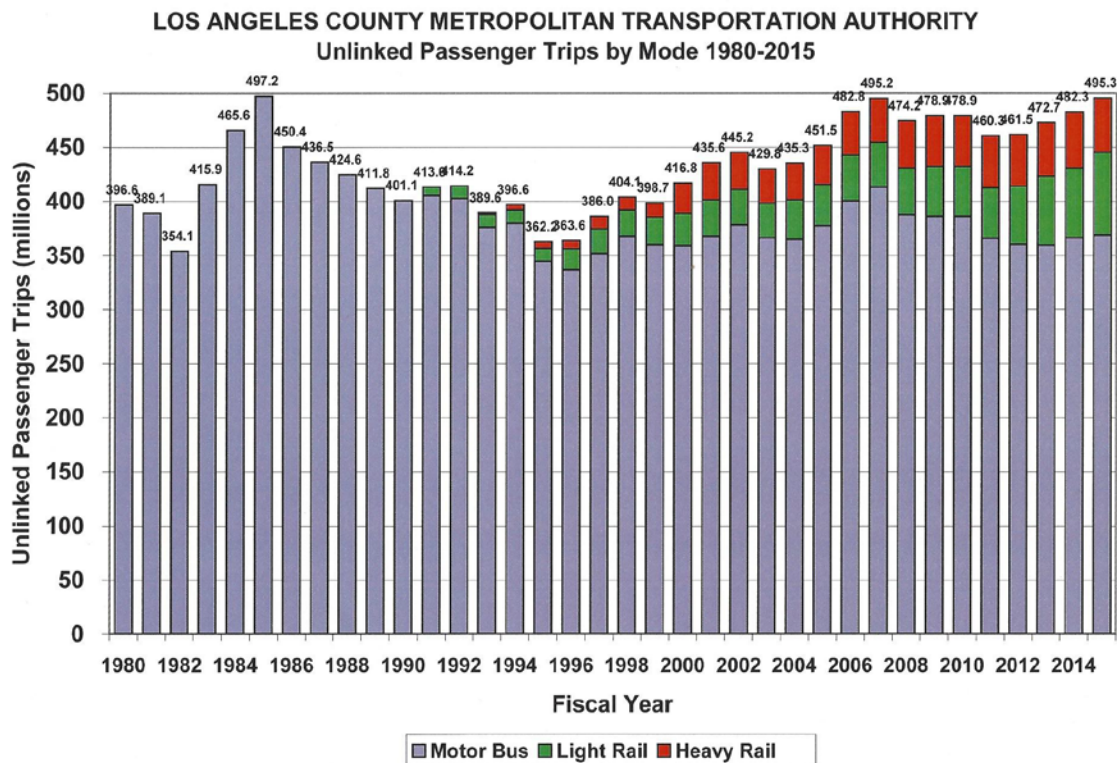| Line	Change in Service	Ridership Prior to Service Cancellation			Sources
		DX	SA	SU	
Ridership Before Green Line Opening					
120	Cut into two pieces (120- LAX City Bus Center to Imperial/Wilmington and 121- Imperial/Wilmington to Norwalk/Santa Fe Springs Transportation Center	11,074	6,219	3,401	Line Performance Trends- Count Date: November 15, 1993 (DX), January 17, 1992 (SA), February 27, 1994 (SU)
	TOTAL RIDERSHIP BEFORE	11,074	6,219	3,401	
Ridership Today					
120	Ridership After Opening (Line 120 and 121 were rejoined as operated today.)	4,640	2,184	1,789	Ridership of May 2012 (\\mta28\OP_Reports\Ridership\Daily_Bus_Line_Level\Monthly\FY_2012\May_2012_Daily_Line_Patronage.xls)
803	Green Line	41,023	25,457	19,057	April 2014 Ridership Report
	TOTAL RIDERSHIP AFTER	45,663	27,641	20,846	

Fig. 3

BLUE LINE BUS/RAIL INTERFACE LINE CHANGES

Line	Change in Service	Ridership Prior to Service Cancellation			Sources
		DX	SA	SU	
Ridership Before Blue Line Opening					
60/61	Line 60 from DT LA to DT LB Line 61 Discountinued, Replaced with rerouting of 117 and 251	30,823	24,151	14,905	Line Performance Trends- Count Date: February 14, 1990 (DX), March 28, 1987 (SA), July 16, 1989 (SU)
351	Line Discountinued, Replaced with Local Line 51	5,391	-	-	Findings of December 2, 1989 Public Hearing on Revised Bus/Rail Integration Plan and Recommended Service Plan (Attachment C)
358	Line Discountinued	699	-	-	Findings of December 2, 1989 Public Hearing on Revised Bus/Rail Integration Plan and Recommended Service Plan (Attachment C)
360	Line Discountinued, Replaced with Local Line 60	2,194	-	-	Findings of December 2, 1989 Public Hearing on Revised Bus/Rail Integration Plan and Recommended Service Plan (Attachment C)
456	Line Discountinued	2,510	1,936	1,394	Findings of December 2, 1989 Public Hearing on Revised Bus/Rail Integration Plan and Recommended Service Plan (Attachment C)
457	Line Discountinued	354	-	-	Findings of December 2, 1989 Public Hearing on Revised Bus/Rail Integration Plan and Recommended Service Plan (Attachment C)
	TOTAL RIDERSHIP BEFORE	41,971	26,087	16,299	
Ridership Today					
60	Ridership After Opening - Later Terminated at Artesia Station	21,117	16,032	13,465	Ridership of May 2012 (\\mta28\OP_Reports\Ridership\Daily_Bus_Line_Level\Monthly\FY_2012\May_2012_Daily_Line_Patronage.xls)
801	Blue Line	85,283	54,927	44,636	April 2014 Ridership Report
	TOTAL RIDERSHIP AFTER	106,400	70,959	58,101	

At first glance, the above tables seem to support Metro's position that rail is a strong driver of increased ridership. They show ridership increases of roughly two to four times, from before each line opened until May 2012. On closer inspection, those increases are over a 12- to 24-year period. Population growth alone could explain a large part of that increase.

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According to the table below, ridership growth was greater in the early 1980s and then dropped over the next 10 years. The table shows almost no growth in bus riders and all the growth in rail riders since the mid-1990s. But would that growth have occurred even if there were no rail built? If so, the tables show only a change from bus to rail and no growth in ridership due to building rail.

Many studies have been published on these issues. The tables here are not definitive but are provided only to show that this is a complex issue the public needs to carefully examine.

Fig. 4

LOS ANGELES COUNTY METROPOLITAN TRANSPORTATION AUTHORITY
Unlinked Passenger Trips by Mode 1980-2015

Metro is a nearly $6-billion-per-year enterprise, and it plans to spend $300 billion over the next 30 years to service the county's transit needs. Metro has plans to sponsor another sales tax measure as early as November 2016. This measure would raise more funding for rail transit expansion. Many of the academics interviewed and a highly visible community

organization said rail is an inefficient way to spend this money and it would be better spent on buses and BRTs.

According to a survey in Metro's 2009 Long Range Plan, 81 percent of Los Angeles County residents agree that air pollution is a serious problem and that climate change threatens the economy and quality of life. Given that the citizens of Los Angeles County recognize the need to change the way we transport ourselves, it is critical we have a wide-ranging discussion about building rail with our tax money when many learned experts insist we should not.

The Los Angeles Bus Riders Union (BRU) is a campaign/movement comprising 200 active and 3,000 dues-paying members. BRU is committed to strengthening the bus transit system. The union contends that the high-cost rail system benefits a smaller, wealthier portion of the population and deprives the bus system of its resources. The Bus Riders Union was successful in the 1990s in obtaining a consent decree imposed on Metro requiring money be spent first on quality bus service, thus shrinking the budget to build more rail.[15] The union disputes the numbers Metro uses to describe the relative expenses of the systems. Even by Metro figures, rail is more highly subsidized than buses. These figures show recovery of operating expenses from revenues—FY2015 at 29 percent for buses and only 24 percent for rail. Of course operating expenses ignores the huge capital expenditures on the rail system and don't show the true cost per journey.

The union's focus is to institute:

- $20 monthly bus passes
- 50-cent fares with a free transfer
- Doubling the clean fuel fleet of 2,500 to 5,000
- Freezing rail spending
- Fully implementing Civil Rights Consent Decree
- $10 student bus passes sold at schools (K-12, college, and adult school)

Metro and BRU disagree on a number of issues: zero fares for seniors, veterans and disabled; whether Metro must restore to the bus operations budget all of the bus-dedicated funds generated by the sales tax Measure R; and whether rail construction should continue or whether, instead, bus lines discontinued since 2008 should be restored.

Metro and BRU have adopted informal compromises:

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[15] MTA/BRU Civil Rights Consent Decree 1996.

- BRU has placed a temporary moratorium on its demand for zero fares in light of Metro reducing fares for students (K–12) and the institution of the two-hour-window for transfers to avoid double-fare payment for the rider.
- In response to BRU's contention that Metro misallocated Measure R funds, Metro will increase the number of buses by 500 units in areas where Metro has determined they are most needed.

BRU is nonetheless considering a suit against Metro because of reduced bus services affecting lower-income riders. BRU contends that when fares increase or bus service is reduced, an additional burden is placed on low-income riders, who then must find other means to remain mobile. One transit expert, in academic programs at the Viterbi School of Engineering at the University of Southern California, supports BRU's focus on buses. He said:

- In older, denser cities, rail makes sense, not in Los Angeles.

- Rail makes sense when the system is built with no public money, as in Hong Kong.

- Fares should be based on the price of gas and/or population density.

- Metro's 30 Year Plan is unimpressive and should not support rail, motor rail, light rail, Metro Link, or high-speed link.

- The Metro Local Bus 456 from downtown Los Angeles to Long Beach was faster than the Blue Line. Metro looked at the market share and cancelled the 456 bus to make sure people took the train (Fig. 3). People can't use the buses if they aren't there. The amount of money used to subsidize the Blue Line would have covered the cost of 22 bus lines.

Figure 4 was prepared by a previous CEO of the now-defunct Southern California Rapid Transit Department,[16] from 1989 through 1993. He was the chief expert for BRU in its case against Metro that resulted in its consent decree. The CEO said, "To the best of my knowledge, this legal action produced the only event where the question of which is better, improvements to bus transit or rail expansion, was directly submitted to the U.S. judicial system."

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[16] The precursor of Metro.

The financial model and assumptions portion of Metro's 2009 Long Range Transportation Plan contemplates annual ridership growth over the life of the 30-year plan. It assumes annual rail growth at 1.25 percent and bus growth at 0.7 percent.

ORANGE LINE BUS RAPID TRANSIT AS A MODEL OF SUCCESS

The Orange Line BRT, which debuted in October 2005, is an unprecedented Metro success story because it has already surpassed its 2020 ridership goal, though it may not be an unqualified success. The Orange Line serves the needs of 30,000 riders per day across the San Fernando Valley. The busway runs 14.7 miles, between the end of the Red Line in North Hollywood and Warner Center, and an additional four miles to Chatsworth and the Amtrak/MetroLink terminal (see Fig. 5). The busway parallels Chandler Boulevard for most of its tree-lined journey, crossing major streets. A bike route that is filled to capacity on weekends parallels a portion of the route.

Fig. 5

Map and Station Locations
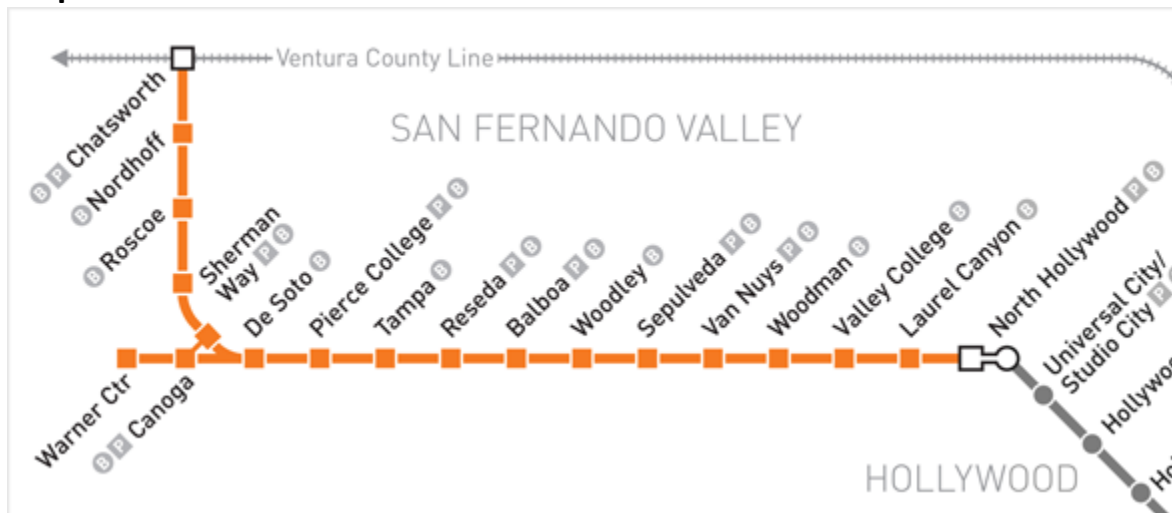
Metro buses are powered by compressed natural gas, which has less impact on the environment than petroleum products and is more cost effective. These benefits are lost however, if the buses are traveling their routes empty.

The Orange Line has proven it fills a need in the San Fernando Valley.[17] However, it is not without its faults. The fact that for most of its journey it has its own bus lane is a plus, but the fact that it gets caught at traffic lights is a negative. Metro experts surmise that the bus trip from end to end would be reduced by up to eight minutes just by allowing the buses to force green lights when they approach intersections. Another option Metro is pondering is grade separations at street crossings, avoiding the intersections altogether. This option would cost $28 million to $40 million per crossing, assuming 48 potential crossings, along with the downtime the line might experience while these crossings are being built.[18]

The Orange Line buses, like buses throughout the system, do not accommodate more than two bikes per bus. The demand for bike space exceeds the buses' allotted space for bikes. Although Metro says it encourages bicycling to and from the line, it is apparently not prepared to accommodate all cyclists.

Stops in the middle of the Orange Line route are packed during rush hours (7 a.m.–9 a.m., 3 p.m.–7 p.m.) because there are two community colleges and at least one high school on the route. One solution Metro is looking at is running more buses between the busiest stops, during its busiest times, an improvement standing-room-only passengers would appreciate. However, this of course requires extra buses, extra drivers, and more bus and busway maintenance, as well as associated labor costs.

The Orange Line resulted from a decision to continue on with bus service rather than wait for rail to be approved. The line was built as a busway because, at that time, the state of California had banned above-ground rail transit in the west San Fernando Valley. Governor Jerry Brown signed Assembly Bill 577 (sponsored by Assemblymember Adrin Nazarian), which repealed then-State Senator Alan Robbins's Senate Bill 211, known as the Robbins Bill, making the conversion to light rail legally possible effective Jan. 1, 2015.[19]

The original cost of the Orange Line was $324 million—$23 million per mile for the first 14.7 miles. The four-mile extension to Chatsworth opened in June 2012, four years early and $61 million under budget.

The right-of-way for the original portion of the Orange Line was purchased with funds from Proposition 108—which states those funds must be used for exclusive busways that are converted, within 10 years after completion of construction, into rail lines. That 10-year deadline arrives in October 2015. According to a Metro executive, Metro will wait for the

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[17] William Vincent and Lisa Callaghan, A Preliminary Evaluation of the Metro Orange Line Bus Rapid Transit Project, April 2, 2007, http://www.gobrt.org/Orange_Line_Preliminary_Evaluation_by_BTI.pdf.
[18] www.athalyeinc.com/projects/Bridges-and-Structures/Lakeview-Avenue-Grade-Separation-Project.html, www.athalyeinc.com/projects/Bridges-and-Structures/Laurel-Street-Grade-Separation.html.
[19] asmdc.org.

state of California to ask for repayment, which could be anywhere between $40 million and $85 million. The possible Orange Line conversion to light rail cannot be paid out of Measure R tax funds, because light rail was not addressed in that measure as it was not legally allowed at the time.

President Barack Obama's proposed FY2015–16 transportation budget addresses funding for only the Regional Connector and two Purple Line extensions. Metro supports continuing the light rail discussion to address the conversion costs, which are estimated at $100 million per mile.[20] The Metro Board—in conjunction with Community Organization Grants Scheme, Caltrans, and Metrolink—wants to draft a new transportation sales tax ballot initiative that could possibly go before voters as early as 2016.[21]

Metro Studies Relating to the Orange Line

As the information below illustrates, the Metro Board has spent a lot of time and money gathering information regarding the future of the Orange Line Bus Rapid Transit.

- August 2011—Los Angeles County BRT and Street Improvement Study approved by the board.[22]

- February 2014—Board received the above study.[23]

- February 2014—Board approved the countywide approach for preparing Mobility Matrices.[24] The Subregional San Fernando Valley report addresses the Orange Line.

- July 2014—Board unanimously approved Metro staff to do a feasibility study regarding converting the Orange Line to light rail, among other objectives.[25]

- August 2014—Metro staff procured consultant services to develop the Mobility Matrix, whose report was expected in April 2015.[26]

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[20] East San Fernando Valley Transit Corridor Alternatives Analysis Report, Source: Metro, 2012.
[21] The LRTP Update vs. Ballot Initiative Dilemma, July 16, 2014. Amendment to the SFV/SGV High Capacity Transit Corridor Motion.
[22] Metro 21 Planning and Programming Committee Feb. 19, 2014 Subject: Los Angeles County Bus Rapid Transit and Street Design Improvement Study.
[23] Ibid.
[24] Metro 12 Revised Sept. 17, 2014. Subject : San Fernando/San Gabriel Valley High Capacity Transit Corridor. Finance, Budget and Audit Committee. Planning and Programming Committee.
[25] San Fernando Business Journal, Mark Madler, July 25, 2014.
[26] Metro 12 Revised Sept. 17, 2014. Subject : San Fernando/San Gabriel Valley High Capacity Transit Corridor. Finance, Budget and Audit Committee. Planning and Programming Committee.

- September 2014—Metro staff presented many immediate short- and long-term proposals, including adding service over the highest demand segment of the Orange Line and making room in Orange Line buses for more bikes by removing four to six seats. Long-term proposals included buses longer than 60 feet and grade separations. No costs were associated with either option, the report stating that "costs vary greatly."[27]

- March 2015—Subregional Mobility Matrix San Fernando Valley Final Report is published.[28]

The success of the Orange Line BRT encouraged the Metro Board to explore additional BRTs in other areas of its service domain. A transit expert at the Lewis Center for Regional Policy Studies and the Institute of Transportation Studies at UCLA (the UCLA source) explained that BRTs along busy corridors are effective in increasing ridership, e.g. Wilshire corridor to downtown.

The BRT is less expensive than building light rail, but light rail can carry more passengers by adding cars without adding drivers. But a light rail without grade separation at intersections is not as efficient as a subway, which would of course be much faster but much more expensive.

FAREBOX RECOVERY RATE AND FEDERAL FUNDING

The farebox recovery rate is determined by counting all fares collected in one year from riders of Metro bus and rail, divided by the total cost to operate Metro's bus and rail systems. The goal of a 33 percent farebox recovery rate is used in discussions regarding federal funding of Metro systems. Metro uses the 33 percent rate as a tool to reflect its efforts to wisely manage its operations budget, apart from subsidized sources. Metro Budget personnel said the 33 percent is an accepted standard of fares-to-operations rate for most transit systems across the nation. The UCLA source notes the rate is valuable as a standard for competing for state and federal monies.

However, four high-ranking Metro Budget personnel repeatedly said the receipt of federal funds is not contingent upon achieving any specific farebox recovery rate. Metro has received federal funds without ever achieving this rate. Various Metro sources report its

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[27] Metro 12 Revised Sept. 17, 2014. Subject : San Fernando/San Gabriel Valley High Capacity Transit Corridor. Finance, Budget and Audit Committee. Planning and Programming Committee.
[28] Prepared by STV Incorporated.

current rate at either 25 percent or 26 percent. The most recent proposed federal budget earmarked $330 million to subsidize the expansion of the rail system in the county.[29]

This 33 percent rate was used as part of the justification to raise fares in September 2014. Metro's 2009 Long Range Transportation Plan contemplates two more fare increases, again in part based on reaching the 33 percent rate. The Metro board has not approved these two new increases, as it plans to undertake more reviews. The current position of Metro budget staff is that the increases will be necessary for continued maintenance of the system.

In a document dated Sept. 17, 2014, Metro's Finance, Budget and Audit Committee found that achievement of the 33 percent goal is used as justification for Metro's increased efforts to reduce fare evasion and improve fare collection.

SECURITY AND SAFETY

Transit experts have found that a secure transit system encourages ridership. Studies confirm most individuals' intuitive conclusions that the safer riders feel on the transit system, the more likely they are to continue to ride it.[30] Metro has three crimes per 1 million journeys, according to Metro's executive officer of the Department of Program Management and a commander on the front lines of the system. There are 14,000 reported crimes per year, of which the large majority is fare evasion. There are 2.8 accidents per 10,000 miles involving train/auto and train/pedestrian, for a total of 125 accidents logged per year. Since 1993, only one homicide has been committed on the transit system. Metro has 10,000 cameras in multiple locations to cover the 1.5 million journeys per day, 45 million journeys per month, and a half-billion journeys a year. The cameras are on buses and trains, and at stations, and are monitored by one or two people. The recordings are kept indefinitely. There is a red alert button at every metro station/platform in case of an emergency, and rail cars have an intercom system that allows riders to speak to the driver.

The Transit Policing Division of the Los Angeles County Sheriff's Department is charged with security of the transit system and has a stated zero tolerance for crime. The division comprises 650 employees, 435 of whom are sworn officers, including plainclothes personnel.

Metro has four teams, each made up of a sworn officer and a clinician trained in mental health; the teams travel the transit system eight hours per day to help the mentally challenged.

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[29] Metro.net, Legislative Alert, Monday, Feb. 2, 2015.
[30] UCLA Institute of Transportation Studies, "The Factors influencing Transit Ridership: A Review and Analysis of Ridership Literature," Sept. 1, 2003.

Fare Evasion

One area of controversy regarding security is in dealing with fare evaders on rail. According to the 2014 Fare Enforcement Strategic Plan, sheriffs and Metro security routinely conduct fare inspections on bus and rail by deploying dedicated fare enforcement teams to target peak periods and Top 10–noted fare evasion areas on the Metro system. Fare inspections are performed by 106 sheriff's assistants, eight metro security officers (during the evenings), and 75–80 sheriff's deputies per shift. Fare inspection times and locations are scheduled randomly, as well as specifically based on high incident rates. Metro has made improvements in fare collecting—including TAP[31] validating machine location, gate-latching,[32] and the creation of the Fare Evasion Task Force.[33]

Community groups have voiced their concerns regarding the attempts of sworn officers to cite fare evaders. They believe that a simple encounter over fare enforcement has the potential to escalate to a degree where someone may be hurt or worse. This kind of incident would be a public relations problem for Metro and could be a spark that could enrage a community for some time. The motivation to cite fare evaders is fairly clear and understandable to the rider: that anyone who rides a bus, rail, or light-rail should pay a fare.

Metro's System Safety, Security and Operations Committee's document of Sept. 18, 2014, outlines other motivations for stopping fare evaders and collecting more fares. This document references Metro's 2009 Long Range Transportation Plan: "Full funding grant agreements assume an increase in farebox recovery from the current 26 to 33 percent, which would ensure fiscal solvency of Metro's bus and rail system…to ensure that Metro is collecting the maximum amount of fares due from customers." These statements are misleading and should not be used as a reason to cite fare evaders. As stated above, there is no direct connection between any funding and a farebox recovery rate of 33 percent. Metro planners and budget personnel said funding and/or solvency of Metro is not contingent upon any such attainment. For Metro to argue that the rate supports its efforts to catch fare evaders is specious.

Signage

Metro posts no courtesy signage on escalators to encourage riders to stand to the right and walk on the left. In 2014, Metro standardized escalator safety signage, making it compliant

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[31] Transit Access Pass: A plastic card that contains state-of-the-art smart chip technology. www.taptogo.net.
[32] Once gates are latched, turnstiles will not allow a rider to enter the station unless a TAP card with an appropriate fare has been tapped at the gate.
[33] Metro 11, Revised Finance, Budget and Audit Committee, Sept. 17, 2014, Subject: Fare Collection Improvement Strategies.

with applicable engineering standards. These standards permit only one sign at each end of escalators, and any other signage must be approximately 10 feet away from the escalator.[34] (See Figures 6–8.) At this time, Metro has no plans to implement stand-right, walk-left signage, but it expects to produce a public service announcement video on this matter in the near future.[35]

Fig. 6 Metro Red Line Civic Center Station sign at downtown's Hall of Records entrance/exit.
Fig. 7 At right, Metro Red Line Civic Center Station sign at downtown's Hall of Records entrance/exit.

Photos by Civil Grand Jury, taken April 14, 2015

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[34] American Society of Mechanical Engineers, Standard 6.1.6.9.1.
[35] Email from transportation analyst in the Office of Mayor Eric Garcetti, City of Los Angeles

Fig. 8 Metro Red Line Civic Center Station across from downtown's Los Angeles Superior Court Stanley Mosk Courthouse entrance/exit, with no signage.

Photo by Civil Grand Jury, taken April 14, 2015

Fig. 9. A cyclist emerges from the Red Line Metro Station across from Los Angeles Superior Court Stanley Mosk Courthouse.

Photo by Civil Grand Jury, taken April 14, 2015

Bicycles taken on escalators and stairs by commuters are another safety concern. Metro policy regarding bicyclists states, "Use elevators or stairs to enter and exit the station. Bikes are not allowed on escalators."[36] However, with no signs in the rail stations or on platforms to alert bicycle riders to take their bikes to the elevators or stairs, bikes are taken on the escalators every day. (See Figure 9.)

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[36] www.metro.net.

PLANNING AND LAND USE

The city of Los Angeles (city) makes up 40 percent of the population of Los Angeles County. The city's stated policy is to encourage ride-, car-, and bike-sharing, along with bike hubs. The city's Department of City Planning (planners) and the mayor's office of Transportation Services work with Metro and are responsible for the area surrounding stations/platforms.

The city's and planners' two programs along the Expo Line and the Crenshaw Line are Transit Neighborhood Planning[37] and Transit Oriented Districts (TOD). These districts are within easy walking distance from each Metro stop. The areas have a wide mix of uses: moderate to high development, and streets designed for pedestrians and all types of transport. The city has received two grants from Metro. The first grant is a two-year project at $3.1 million: for the Expo Line, to be completed in 2016, and for the Crenshaw LAX Line, to be completed in 2019. The second grant is part of a third round in the amount of $4.5 million for the Metro Rail Purple Line, the Metro Rail Red Line, and the Orange Line busway.

There are 35 community plans with a citywide section that focuses on mobility. The city's goal is to create vibrant neighborhoods and leverage public investment so that the value of the property increases. In addition, public benefits accrue, including affordable housing, streetscape plans, and/or meeting rooms built with developers' funds.

The city's strategies to increase riders include:

- Increasing density and diversity of commercial enterprises and housing around stations to a half-mile radius
- Providing affordable housing near stations
- Adjusting parking requirements and regulating Transportation Demand Management strategies[38]
- Improving nearby streets and public spaces

According to the UCLA source, drivers who take responsibility for climate change are more likely to take public transportation. In the past, developers were encouraged to widen roads; planners now regard road-widening as contributing to congestion and pollution. The planners' goal is to manipulate people out of their cars. Younger generations now believe in living in or near downtown so that they can walk or bike to work.

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[37] The City of Los Angeles, in partnership with Metro, aims to support vibrant neighborhoods around transit stations, where people can live, work and shop or eat out, all within a safe and pleasant walk to transit stations.
[38] The application of strategies and policies to reduce travel demand (specifically that of single-occupancy private vehicles).

The city planners said that improving streets and public spaces for the first and last mile on the way to public transport makes it more likely that commuters will continue to use Metro's system. The city is in control of the land use of the streets and sidewalks and posts directions to nearby Metro stations. The city's goal is for housing, jobs, shopping, and entertainment to be within walking distance of Metro stations.[39]

Metro is building a light-rail Downtown and Regional Connector (Connector) that will traverse downtown where the Expo Line, Gold Line, and Blue Line converge. (See Fig. 10, following.) Metro's stated goal is to encourage the 50,000 residents and other potential riders in downtown Los Angeles to use the Connector to travel around the neighborhood instead of getting into their cars. The Connector will be finished by 2020 at a cost of $1.427 billion and is partially funded by Measure R.

The new stations will be at:

- 2nd Street and Hope Street
- 2nd Street and Broadway Street
- 1st Street and Central Avenue in Little Tokyo

Fig. 10

Regional Connector Transit Project

Metro sells land it no longer needs to developers, but those developers offer only the minimum in affordable housing units.[40] The Orange Line Bus Rapid Transit Sustainable Corridor Implementation Plan of June 29, 2012, states the creation of housing within the station area is critical to the success of transit. The plan found that many riders on the Orange Line earn 80 percent less than the city median income of $48,000—or $9,600—which qualifies them as low-income earners. According to the plan, "Senior housing and special-needs housing near transit are also important."

The plan further states, "Constructing this housing in select Orange Line TODs will have the co-benefits of adding potential transit riders (70 percent of transit riders in the city earn less than $25,000) and providing more housing to this critical demographic. Stations where workforce housing should be pursued include North Hollywood, Van Nuys, Sepulveda, Reseda, Canoga, and Warner Center. North Hollywood and Canoga stations should be particularly considered for affordable housing as they offer ready access to a range of job opportunities for the city's lower-income residents."

This plan addresses only the Orange Line but supports arguments that for the benefit of the transit system and its riders, more affordable housing needs to be located near Metro stations.

MAINTENANCE

The system includes 2,900 maintenance employees, spread out over 11 districts throughout Los Angeles County. There are 300 outside contractors—including pest control, landscaping, TAP Card, and escalator maintenance. Metro maintains 300 elevators, 6,000 fire extinguishers, and 16,000 bus stops. Employees restricted to "light duty" are assigned to ride Metro rail to spot and fix problems as they arise.

According to Metro, operations cover:

- 80 rail/light rail stations/platforms, over a service area of 1,433 square miles

- 2,228 buses, all fueled by 100 percent compressed natural gas (of which 1,780 are on the streets on any given day, facilitating 27,461,074 monthly boardings)

- 2,200 non-revenue vehicles, including 400 Toyota Camry hybrids

- 87 miles of track serving four light rail and two subway lines

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[40] Los Angeles County Community Development Commission management.

- Buses are expected to operate 18–20 hours per day, and they are scheduled for replacement after 12 years or 500,000 miles but often serve 14 years

Graffiti costs Metro $1.2 million per year: 41,000 graffiti tags are removed annually by a staff of nine painters. Metro is at the forefront of new and unpublicized technology in combatting this problem. An invisible plastic film now covers all of the stainless steel on the Red Line so that replacement due to vandalism costs $4 per square foot rather than the original $1,000. Metro found a solution through Disneyland for deteriorating painted surfaces when Metro adopted a heavier based product known throughout the industry as "theme park paint."

Helpful to riders with mobility issues, Metro alerts passengers to station elevator outages on the subways and gives bus route information to the next station. This information makes it easier for passengers to go to a station where an elevator is working.

When there is a problem at a subway or light rail station, or any point in between, Metro uses "bus bridges" to move passengers around the problem.[41] In the event of an unplanned outage, the wait time for this service to begin is longer than for a planned one. Instructions given to riders within the rail car are not always informative; usually these instructions state only that all passengers must exit. Communication with riders on a noisy street after they exit the station is difficult because the passengers can't hear what's being said and the employee must repeat the same information. One of Metro's regular bus routes may be able to take riders where they want to go, but unfamiliarity with the system would hinder that, making the bus bridge the only alternative.

TECHNOLOGY

Cell Phone/Wi-Fi

According to Metro staff, Metro has contracted with InSite Wireless Group, LLC, to provide cell phone and Wi-Fi coverage on all rail lines. Cell phone coverage will be available in the stations/platforms and in the trains. Installation will be rolled out in three phases:

- Phase 1: Red-Purple Lines (Union Station to 7th St./Metro Center)
  Wi-Fi—May 2015
  Cellular—August 2015

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[41] Passengers exit the station or platform and board buses that will transport them in the direction they were heading.

- Phase 2: Red-Purple Lines (Westlake to Wilshire/Western and Wilshire/Vermont to Vermont/Sunset)
  - Wi-Fi—December 2015
  - Cellular—June 2016

- Phase 3: Red Line (Hollywood/Western to North Hollywood) and the Gold Line (Mariachi Plaza to Soto)
  - Wi-Fi— November 2016
  - Cellular—March 2017

The revenue generated by both enhancements is estimated to bring in $1 million to $2 million annually to Metro, according to the project leader. A Wi-Fi pilot project to obtain metrics and gauge feasibility and interest is currently being conducted on buses.[42] Metro has completed the specification phase to allow riders to make TAP card payments by a phone app available to iOS and Android and is now in the process of reviewing procurement strategies.[43]

Countdown Clocks

The Metro rail lines display screens that alert riders when the next train will arrive at the station/platform. The screen lists the end destination(s) and the length of time, in minutes, until that train's arrival. This may alleviate stresses of waiting. The screen may also post travel advisory information—including schedule changes and outages that riders find helpful. However, because travel advisories alternate with arrival information, waiting for the screen to change can be frustrating. Metro posts arrival time information at a few of its bus stops around Union Station at Cesar Chavez Avenue and Metro's Patsaouras Transit Plaza. The UCLA source encourages screens at bus stops that deliver real-time, minute-by-minute, arrival information. Los Angeles riders can buy the whereslamet app for 0.99 cents to find the real-time arrival of the next bus. Visible, reliable information lowers rider anxiety.

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[42] Metro Executive Management Committee on customer Experience Technology Improvements , Nov. 6, 2014.
[43] Ibid.

Traffic Signal Priority

Travel Signal Priority (TSP) is technology that reduces the amount of time Metro buses spend at red lights. It helps maintain scheduled wait times between buses and minimizes adverse impacts on cross-street traffic. Metro has helped construct and implement TSP along its Rapid corridors to better serve the community.

One UCLA source said moving bus stops another 1,000 feet apart would increase the journey from eight miles an hour to 10 miles an hour, reducing the wait time, but will increase the rider walk time in most cases.

PARKING

There are 48 Metro stations with Park & Ride lots:[44]

- 23 locations owned by Metro
- 17 locations owned by Caltrans
- 12 locations public or privately owned
- 1,000 Preferred Parking (paid monthly) spaces

The monthly fee for Preferred Parking spaces (PPS) at Metro stations ranges from $29 to $59, depending on the station. Metro estimates it loses 1,500 riders per day at its North Hollywood Red Line Station and the popular Orange Line BRT, because the free parking spaces are taken by 7:30 a.m. and the PPS are sold out. At the Red Line's Universal/Studio City lot, free parking is taken by 7 a.m. At the Sierra Madre Villa station on the Gold Line and the Wardlow station on the Blue Line, monthly paid parking spaces are sold out.[45] The PPS are reserved until 10:30 a.m. and become available for free public use after 11:00 a.m. Many of Metro's parking lots are completely free. At 11 of the 15 lots where monthly paid parking is offered, spaces are still available to rent. Metro would prefer that riders take a bus rather than a car to their stations, but that creates the need for more buses along the arteries. The Orange Line BRT artery to the downtown-bound Red Line is standing room only during the daily commute and may discourage discretionary riders from taking public transportation.

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[44] Metro Parking Management, Work Program, Jan. 27, 2015.
[45] www.L.A.Times.com, California Commute: Lack of parking drives many away from mass transit by Laura J. Nelson, Oct. 21, 2014

A professor in the Department of Planning in the Luskin School of Public Affairs at the University of California, Los Angeles, offered these ideas:

- Metro could offer deep-discount transit fares to companies who would then offer their employees monthly transit passes and no free parking. The employee would be more likely to use transit, and there would be a gradual shift away from driving. Metro would benefit from the sale of passes. Parking lots can be converted to other uses: Roof-level parking in Century City now has solar panels, or parking spots could be sold on an hourly basis.

- Make the automobile less attractive.

- Change validated parking at shopping malls to fee parking.

- Give all county employees a monthly transit pass and charge them for parking or possibly even a tax for driving.

- A city can purchase transit passes in bulk and give them to residents.

- Give teenagers transit passes to discourage them from driving.

- Increase the number of shuttle buses, like the Dash in downtown Los Angeles, to provide short rides for a minimal fee.

Building and maintaining Metro parking is expensive. It is not completely funded by the parking fees and is in part subsidized by those riders who do not have a car. The July 9–July 24, 2014, Metro RAIL Customer Survey Results asked riders if they had a car available to them; 58 percent answered "no," which is up 7 percent from 2013. The survey also lists median household total annual earnings for its riders at $21,980. A substantial majority of Metro use is nondiscretionary, and those riders do not use parking spaces. A Metro study in 2007 researched the development of 1,150 structured public parking spaces that were included in a joint development proposal for the North Hollywood station. These improvements were part of a proposed 1.5-million-square-foot mixed-use project that failed to proceed as a result of the real estate recession. The cost of replacing 750 parking spaces in the North Hollywood station main north lot with a parking structure to free up a portion of the site for development would likely exceed $20 million.[46]

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[46] Metro 28 Multi-Modal Transit Improvement Options for Red Line San Fernando Valley Stations and Parking Utilization Study Update. Planning and Programming committee, July 16, 2014.

Metro's website offers a daily paid parking option. The program is contracted to ParkingHelp.com. It lists 16 lots where riders can purchase daily parking spaces. The user must register online and use a mobile phone to pay for a parking space for the day. However, the program list includes parking lots where paid parking spaces are already sold out. The Colorado-based company does not list a toll-free number on its website; it lists only its Denver number. In addition, the list of stations seems to be organized haphazardly.

In 1989, Metro's parking inventory consisted of 2,000 parking spaces. There are now more than 22,000. This number will reach 30,000 when the EXPO II and the Foothill Extension begin operation and the Caltrans Park & Ride lots are transferred to Metro.[47] At this time, Metro does not have parking regulations that allow it to properly monitor parking. A parking ordinance will be voted on by Metro's board in April 2015 and if adopted will be in place Aug. 1, 2015. The parking ordinance[48] will make it possible for Metro to cite parking violators and sets limits on changes Metro can make to parking fees.[49]

Further studies remaining for Metro to complete include the building of parking structures, paving Metro-owned land near stations, and restriping some of the lots.

FINDINGS

1. A bill has been introduced in the California State Senate that would allow Los Angeles County Metropolitan Transportation Authority (Metro) to seek a new sales tax via the ballot.

2. The Orange Line Bus Rapid Transit is congested during peak times.

3. Metro used the goal of achieving a 33 percent farebox recovery rate as a reason to raise fares in 2014 and increase enforcement of fare collection.

4. Metro uses armed and unarmed personnel to cite fare evaders.

5. Metro safety signage is ineffective.

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[47] Metro 52, Executive Management Committee, March 19, 2015, Subject: Metro Parking Ordinance, Metro Parking Rates and Permit Fee Resolution.
[48] Los Angeles County Metropolitan Transportation Authority Administrative Code, Title 8.
[49] Metro Parking management, San Gabriel Valley Service Council Minutes, March 9, 2015.

6. Metro's Travel Advisory Information on screens in and near stations is not clear nor quickly understandable.

7. During a service outage, Metro does not clearly explain to riders their options for continuing their journey using alternative transit.

8. Wi-Fi is being made available on all Metro rail. It is not currently available on all Metro buses.

9. Metro does not charge parking fees at all its lots.

10. Metro's website offers a daily paid parking option via Parkinghelp.com, which is not helpful.

RECOMMENDATIONS

7.1. Los Angeles County Metropolitan Transportation Authority (Metro) should address the peak-time overcrowding on the Orange Line BRT by adding service over its highest-demand segments.

7.2. Metro should not use achievement of the 33 percent farebox recovery rate as a justification for raising fares or increasing enforcement of fare collection.

7.3. Metro should not use armed officers to enforce fare collection.

7.4. Metro should place "stand right, walk left" escalator courtesy signage in stations/platforms.

7.5. Metro should post signage outside its stations/platforms to alert bicycle riders to use the elevator. If the elevator is out of service, then the rider may use the stairs or escalator.

7.6. Metro should improve its instructions to riders during a service outage while the riders are still in the rail cars and stations, and include information about the bus bridge and alternate routes the rider may take.

7.7. Metro should add Wi-Fi to its fleet of buses.

7.8. Metro should improve delivery of travel advisory information, clarifying and simplifying information on its screens.

7.9. Metro should study charging for parking at all of its stations, offering monthly and daily options.

7.10. Metro should handle parking internally or hire a local, Los Angeles County–based company to handle it.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
7.1–7.10	Los Angeles County Metropolitan Transportation Authority

ACRONYMS

BRT—Bus Rapid Transit
BRU—Bus Rider Union
CGJ—Los Angeles County 2014-2015 Civil Grand Jury
PPS—Preferred Parking spaces
TAP—Transit Access Pass
TDM—Transportation Demand Management
TOD—Transit Oriented Districts
TSP—Traffic Signal Priority

COMMITTEE MEMBERS

Jim Contreras, chair
Simeon Zano, vice chair
Shari E. Pearce, secretary

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OVERSIGHT OF THE SHERIFF AND POWERS FOR THE OFFICE OF INSPECTOR GENERAL

Ken Star
Wesley C. Thompson

OVERSIGHT OF THE SHERIFF AND POWERS FOR THE OFFICE OF INSPECTOR GENERAL

TOPIC

The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) formed a committee (committee) to look into the Los Angeles County Inspector General's independence and access to the employee and other confidential records of the Los Angeles County Sheriff's Department (LASD).[1]

BACKGROUND

Oversight of the LASD has its roots in a 1992 report requested by the Los Angeles County Board of Supervisors (BOS) and prepared by James G. Kolts—an inquiry prompted by "an increase over the past years in the number of officer-involved shootings."[2] In response to the report the BOS established the Office of Special Counsel and the Office of the Ombudsman as LASD-oversight institutions. In 2001, the BOS added the Office of Independent Review.

In recent years there have been problems—disclosed by an American Civil Liberties Union publication and reported in a series of articles in the Los Angeles Times and elsewhere—with use of unreasonable force by some LASD deputies working in the jails. The Citizens' Commission on Jail Violence (CCJV), which included present Sheriff Jim McDonnell, extensively studied jail operations and the LASD discipline system. The study found, in part:

"There has been a persistent pattern of unreasonable force in the Los Angeles County jails that dates back many years. Notwithstanding a litany of reports and recommendations to address the problem of violence in the county jails, issued by multiple bodies over more than two decades, it was only recently that the Los Angeles County Sheriff's Department began to implement changes that significantly reduced the level of force used by deputy sheriffs in the jails."[3]

Oversight of the LASD by the Special Counsel, Office of Independent Review, and Ombudsman was found to be insufficient by the CCJV, which concluded: "Each of the [then]

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[1] Other important powers, such as powers to issue reports and to instigate investigations, are not addressed in this report.

[2] The Los Angeles County Sheriff's Department—A Report by Special Counsel James G. Kolts & Staff, July 1992. http://www.clearinghouse.net/chDocs/public/PN-CA-0001-0023.pdf.

[3] Report of the Citizens' Commission on Jail Violence, Executive Summary, page 3. http://ccjv.lacounty.gov/wp-content/uploads/2012/09/CCJV-Executive-Summary.pdf.

existing oversight bodies has significant limitations on what it monitors and what it does with the information it receives."[4] The CCJV report thus recommended the replacement of the weak trio of oversight entities with a much stronger Office of Inspector General (OIG).[5]

The CCJV made a number of recommendations relating to the OIG.[6] It urged, among other recommendations, that the OIG:

- Have "unfettered access to department records, witness interviews, video footage, data, personnel, and facilities."

- Have a chief officer appointed for a "set term of years" and not share facilities or employees with LASD to maintain independence.

- Be a co-recipient of all inmate complaints and allow unannounced inspections of jails, as well as regular scheduled visits to monitor the jail and the inmate complaint process.

- Receive and review use of force and other custody data, as well as other LASD data.

- Conduct its own, independent investigations.

- Report to the Board of Supervisors.

The BOS and the LASD took the CCJV report seriously, and efforts have been made to make meaningful changes. The replacement of the existing oversight offices by the OIG occurred. The BOS amended the Los Angeles County Code of Ordinances Section 6.44.190 as follows (in part):

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B. The OIG shall provide independent and comprehensive oversight, monitoring of, and reporting about the Sheriff's Department and its jail facilities as set forth in this Section under the leadership of an Inspector General appointed by the Board of Supervisors.

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[4] Report of the Citizens' Commission on Jail Violence, page 177. The report contains summaries of the roles and limitations of each at pages 179–182.
[5] As we write this report we are aware that the structure of a civilian review board is now also under consideration. What we say in this report about the OIG will apply equally to a civilian review board.
[6] Report of the Citizens' Commission on Jail Violence at p. 191–2; http://ccjv.lacounty.gov/wp-content/uploads/2012/09/CCJV-Report.pdf.

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D. Without interfering with the Sheriff's investigative functions, the OIG shall have the authority to investigate specific incidents involving Sheriff's Department personnel only in the following circumstances….

E. The Inspector General shall report directly to, and serve as an agent of, the Board of Supervisors and shall make regular reports to the Board of Supervisors on the Sheriff's Department's operations. Such reports to the Board of Supervisors shall be public reports….

F. The Sheriff's Department and all other county departments shall cooperate with the OIG and promptly supply any information or records requested by the OIG, including confidential peace officer personnel records necessary for the OIG to carry out its duties; provided, however, that the OIG shall not have the authority to compel Sheriff's Department personnel involved in a specific incident to respond to questions concerning that incident without the authorization of the Sheriff.

G. The confidentiality of peace officer personnel records and all other privileged or confidential information received by the OIG in connection with the discharge of the OIG's duties shall be safeguarded and maintained by the OIG as required by law….

This change in the code, on its face, gives the OIG the access to employee and confidential records as recommended by the CCJV. However, the state statute that bears upon the relationship of the sheriff and the Board of Supervisors might nullify that access.[7] The CGJ is not qualified to voice an opinion on those legal issues. The CGJ can, nevertheless, recommend the way government ought to operate.

RESEARCH

This CGJ committee looked to the experience of the Los Angeles Police Department (LAPD or the Department), which went through a similar situation and response about 20 years ago. Oversight of the LAPD was imposed in the form of a Civilian Review Board (CRB) and an inspector general (IG) was then created for the LAPD (LAPD IG). Though both serve a law-enforcement purpose, LAPD and LASD differ in their structure. The sheriff is elected and

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[7] California Government Code Section 25303 states, in part, "This section shall not be construed to affect the independent and constitutionally and statutorily designated investigative and prosecutorial functions of the sheriff and district attorney of a county. The board of supervisors shall not obstruct the investigative function of the sheriff of the county nor shall it obstruct the investigative and prosecutorial function of the district attorney of a county. Nothing contained herein shall be construed to limit the budgetary authority of the board of supervisors over the district attorney or sheriff."

has independence under California Government Code Section 25303; the LAPD police chief is appointed by and answerable to the Los Angeles mayor and city council. Operation of major jails is a large part of LASD's responsibilities; whereas the LAPD has a modest jail operation dealing with much smaller facilities that hold inmates for a few days at most.

The CCJV wrote, "While the commission realizes that other parts of the Department are not part of its mandate, similar reasoning—and economies that would result from full consolidation of the roles of OIR and Special Counsel—would suggest that the OIG should provide the same independent civilian oversight to review all of the Department's operations."[8] As law enforcement agencies, the two organizations are similar enough that a comparison is instructive.

According to LAPD IG staff from its early days, at the time of its formation the LAPD IG faced strong resistance from the police. LAPD IG access to LAPD information was fought at every turn. LAPD IG staff also said the LAPD IG initially had political support, but after the political goals had been achieved, the LAPD IG was impeded by political institutions.

Judge Katherine Mader, who had served as the first LAPD IG, wrote an article about the powers an OIG should have.[9] She wrote that first the OIG should have "a set, tenured term" to protect against political interference, the power to initiate investigations, the power to release reports, and "the power of access." She added, "There should be no nook or cranny within a police agency that cannot be probed by the IG," so the independent review should have access to all relevant information.

The current LAPD IG representative said the extensive obstacles erected by the LAPD during the early days of the LAPD IG and CRB are a thing of the past. Now the LAPD IG has direct computer access to LAPD records, and what is not on the computer is available through the strong working relationship with the Department. Currently, anything the Department has, the IG can get.

LAPD representatives acknowledge that the Department had strongly resisted disclosure to the LAPD IG during the early days of the LAPD IG. The LAPD representatives said the Department had come to realize that the LAPD IG was the "best thing that happened" to the Department and now the Department has a close working relationship with the LAPD IG. They said the LAPD IG and the CRB are not well-known to the public but are known to community leaders. The LAPD IG and CRB have significantly enhanced credibility with the community leaders and hence with the community. The representatives the committee spoke

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[8] Report of the Citizens' Commission on Jail Violence, page 190.
[9] Los Angeles Times, May 22, 2014.

with pointed out that the work of the IG and CRB made the LAPD change policies and practices, which molded a better police force.

A representative of the LAPD union—Police Protective League (PPL)—said the union initially opposed access to confidential and employee records by the LAPD IG and CRB and today is still not enthusiastic about outsider (LAPD IG and CRB) access to those records. The PPL representative said he recognizes that meaningful examination of incidents involving alleged officer misconduct justifies access to that information. The PPL had been able to live with access by the LAPD IG because the LAPD IGs have been "reasonable," and as long as future LAPD IGs are reasonable, the PPL could continue to live with access. The PPL representative also said he had not found the LAPD IG to be leaking confidential information.

The new OIG, with access to LASD employee and confidential records, draws opposition from some law enforcement elements. This CGJ committee contacted the Association for Los Angeles Deputy Sheriffs, better known as ALADS, which represents the line deputies, four times but did not get a response from the organization. The committee spoke with a representative of the Professional Police Officers Association (PPOA), which represents LASD staff of some rank. The PPOA representative initially stated PPOA's position as opposing access to confidential and employee records.

During a discussion of hypothetical cases, the PPOA representative conceded that information as to past behavior, such as information in the employee and confidential records, would be useful to a decision maker. The PPOA representative repeatedly turned the conversation to the method of selection of a neutral decision maker. The PPOA representative said he was very concerned that those who want outside review are those who will be unfairly critical of deputies. The PPOA wants to ensure that those biased people will not be the decision makers. The PPOA is willing to battle the access issue as a tool to get a method to choose the OIG or CRB in a way that deputies will get a fair hearing and avoid political interference by hostile community organizations. But if there was a fair decision maker, the PPOA could live with access to employee records as long as there were stringent rules against public release.

Sheriff McDonnell, who was one of the commissioners who issued the CCJV report, said the report motivated him to run for the office of Sheriff. He also volunteered that the OIG should have a fixed term to provide isolation from political influence.

FINDINGS

1. The Office of the Inspector General needs access to Los Angeles County Sheriff's Department confidential and employee records.

2. The Office of the Inspector General needs to maintain independence from political pressure.

RECOMMENDATIONS

8.1. The Board of Supervisors should ensure that the Office of the Inspector General has complete access to all Los Angeles County Sheriff's Department confidential and employee records, with stringent rules against public release.

8.2. The Board of Supervisors should set a fixed term for the inspector general.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
8.1, 8.2	Los Angeles County Board of Supervisors

ACROYNMS

ALADS—Association for Los Angeles Deputy Sheriffs
BOS—Los Angeles County Board of Supervisors
CCJV—Citizens' Commission on Jail Violence
CGJ—Los Angeles County 2014–2015 Civil Grand Jury
CRB—Civilian Review Board
IG—Inspector General
LAPD—Los Angeles Police Department
LASD—Los Angeles County Sheriff's Department
OIG—Office of Inspector General
PPOA—Professional Police Officers Association

COMMITTEE MEMBERS
Ken Star
Wesley Thompson

SAN FERNANDO BASIN AQUIFER FOLLOW-UP

Ben Cowitt, chair
John Acevedo, secretary

SAN FERNANDO BASIN AQUIFER FOLLOW-UP

TOPIC

The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) formed the San Fernando Basin Committee (committee) to investigate the Los Angeles Department of Water and Power's (LADWP) responses to the Los Angeles County 2009–2010 Civil Grand Jury's recommendations for the San Fernando Basin (SFB) aquifer in its 2009–2010 Final Report.
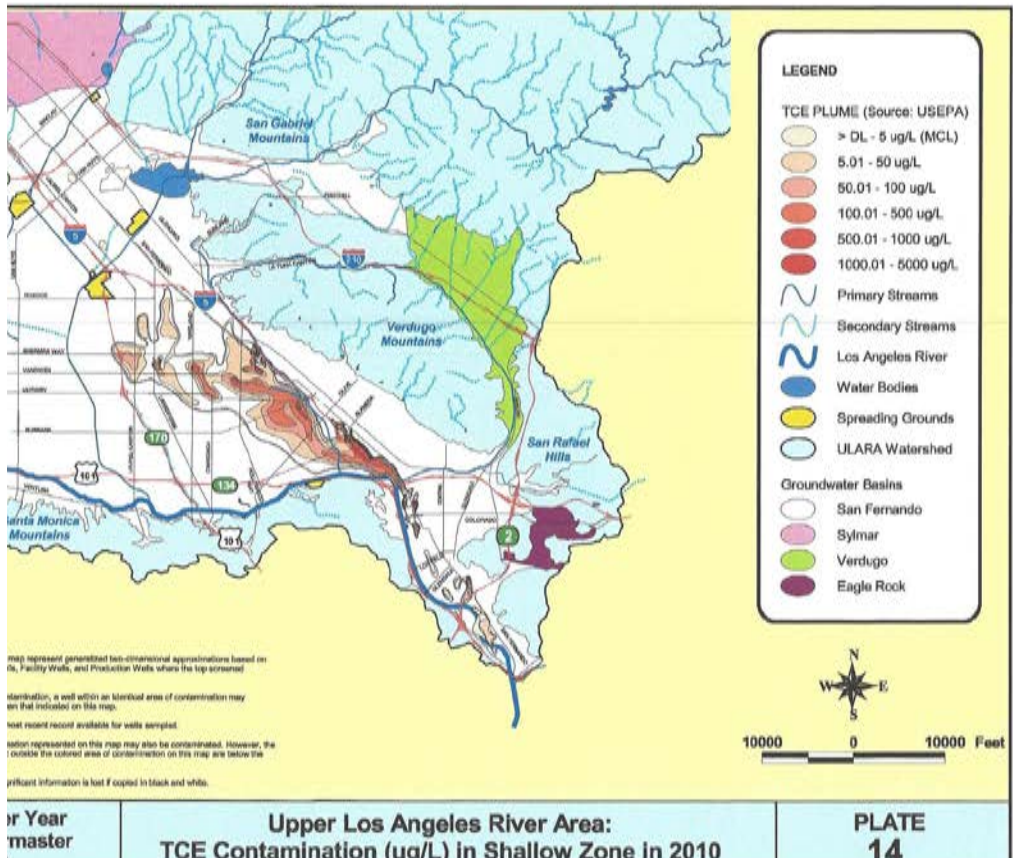
BACKGROUND

Fig. 1 Contamination in the San Fernando Basin—map ULARA

San Fernando Valley in the neighborhood of North Hollywood and the city of Burbank is an area containing seven square miles of contaminated groundwater in a portion of the SFB

aquifer.[1] A groundwater monitoring program conducted from 1981 to 1987 revealed more than 50 percent of the water wells in the eastern portion of the SFB were contaminated from chemicals used by aerospace and defense manufacturing, machinery degreasing, dry cleaning, and metal plating (see Fig. 1).

Although the United States Environmental Protection Agency (USEPA) has implemented three Superfund remediation facilities in SFB, the contamination has expanded to other areas of SFB and has impaired use of many groundwater production wells. As of 2014, LADWP's analysis has shown that LADWP can reliably operate only 30 of its 115 wells on a regular basis. Additional wells can also be operated but on a closely monitored and restricted basis— because contaminant concentrations may rise substantially, requiring that LADWP temporarily suspend use of one or more of these restricted wells.[2]

For the North Hollywood Operable Unit (NHOU), the USEPA chose the first interim cleanup remedy consisting of groundwater pumping and treatment using aeration and granular activated carbon air filtering units. For the Burbank Operable Unit, the contaminated water was treated through an air stripping process and liquid phased granular activated carbon to remove organic solvents.[3]

LADWP has the right to pump 87,000 acre-feet per year (AF/Y); additionally, under its Pueblo Water Right (granted by the king of Spain), Los Angeles has an exclusive right to extract and utilize the entire native safe yield[4] of the SFB of 43,660 AF/Y[5]—to make up for some of the mayor's anticipated water reduction. However, the North Hollywood Operable Unit Second Interim Remedy (RI2) has an undetermined completion date, and the LADWP remediation facilities are projected to be in operation by 2023.

California is in the fourth year of a severe drought. The mayor of Los Angeles issued an Executive Directive on Water Conservation in 2014 calling for a 20 percent reduction in the city's water usage by 2017 and a 50 percent reduction in LADWP's use of imported water by 2024. There is a great need to expedite the cleanup of the underground water basin in order to use the existing underground pool of water.[6]

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[1] An aquifer is a rock formation that is sufficiently porous and permeable to yield a significant quantity of water to a borehole, well, or spring. The aquifer may be unconfined beneath a standing water table, or it may be confined by an impermeable or weakly permeable horizon.
http://www.bgs.ac.uk/research/groundwater/resources/ glossary.html.

[2] LADWP's letter dated March 3, 2015, response to CGJ.

[3] http://yosemite.epa.gov/r9/sfund/r9sfdocw.nsf/ViewByEPAID/CAD980894893.

[4] Native safe yield is the portion of safe yield derived from native waters. ULARA SFB.

[5] LADWP's Manager and Senior Engineer, Water Rights and Groundwater Management.

[6] Mayor Eric Garcetti issued an executive directive on water conservation to address the ongoing drought, Oct. 14, 2014.

LADWP performs its research and development at the La Kretz Innovation Campus's Los Angeles Cleantech Incubator (LACI).[7] Half of LACI provides office space to help other individuals and companies with similar research interests, and the other half is for LADWP's research and development lab and smart-grid demonstration labs.

Also doing research in water conservation is the La Kretz Center for California Conservation Science at UCLA. The center helps preserve California's biodiversity and ecosystems through research, education, and public programs. It supplies scientific research to inform actions to protect and restore California's fragile biodiversity resources.

METHODOLOGY

The committee compared the Los Angeles County 2009–2010 Civil Grand Jury's recommendations with LADWP's responses. The CGJ then followed up with its own questions and reviewed LADWP's responses thereto.

The committee interviewed:

- Watermaster, Upper Los Angeles River Area (ULARA)
- Manager and senior engineer, Water Rights and Groundwater Management, LADWP
- Chief sustainability and economic development officer, LADWP

COMMITTEE QUESTIONS AND LADWP RESPONSES

Following are the recommendations made to LADWP by the Los Angeles County 2009–2010 Civil Grand Jury in its 2009–2010 Final Report, LADWP's responses, the 2014–2015 CGJ's questions to LADWP, and LADWP's responses:

Recommendation 2.3 (2009–2010)

LADWP should continue maximum efforts to obtain United States Environmental Protection Agency (USEPA) funding for the cleanup of the San Fernando Basin Aquifer.

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[7] LADWP's Sustainability and Economic Development Officer.

LADWP's written response to the Los Angeles County 2009–2010 Civil Grand Jury on November 22, 2010

LADWP agrees with the finding.

LADWP agrees and continues to work with and engage the USEPA to effect cleanup of the San Fernando Basin (SFB).

CGJ's written questions to LADWP on February 10, 2015

What progress has LADWP made in obtaining funding from the United States Environmental Protection Agency (USEPA) to effect cleanup of the SFB? Please indicate the funding amounts received from the potentially responsible parties since 2010. Please indicate the status of the North Hollywood Operable Unit (NHOU) Second Interim Remedy (RI2) and monitoring wells including their location, construction, and operational dates.

LADWP's written response to the 2014–2015 CGJ on March 3, 2015

USEPA has designated three Superfund areas in the easterly portion of the SFB; a fourth SuperFund area was also designated within the Verdugo Basin, a neighboring sub-basin within the Upper Los Angeles River Area watershed.[8] USEPA have implemented three groundwater remediation facilities—the NHOU, the Burbank Operable Unit, and the Glendale North and South Operable Units.

Our response is limited to the NHOU, since this facility is located within the city of Los Angeles (city) and primarily affects solely LADWP's use of its water rights in SFB.

LADWP continues to work closely with USEPA on SFB remediation, and our ongoing collaboration is currently focused on NHOU remediation facility, which began operating in 1989 and now requires replacement.

USEPA issued a Record of Decision for RI2 in 2009, requiring a new remediation facility. The responsible parties have submitted work plans to USEPA and are currently conducting its remedial design investigation to determine the appropriate size and scope of the replacement facility. Expected construction and operational dates for the RI2 facility is

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[8] The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), commonly known as the Superfund, was enacted by congress on Dec. 11, 1980. This law created a tax on the chemical and petroleum industries and provided broad federal authority to respond directly to releases or threatened releases of hazardous substances that may endanger public health or the environment. Over five years, $1.6 billion was collected, and the tax went to a trust fund for cleaning up abandoned or uncontrolled hazardous waste sites. http://www.epa.gov/superfund/policy/cercla.htm.

subject to completing their investigation and are undetermined at this time.

Responsible parties have also completed installation of 33 groundwater monitoring wells in 2013, and they use these wells to collect samples of groundwater for laboratory analysis. Funding for the NHOU is provided through the USEPA Superfund Program, which reimburses 90 percent of the operating costs. Funds are provided by the responsible parties to USEPA, which then reimburses LADWP based on actual expenditures. Since January 1, 2010, responsible parties have provided $2,082,283 in reimbursements through December 31, 2014.

Notes taken from 2014–2015 CGJ's telephonic conversation on April 17, 2015, clarifying LADWP's March 3, 2015, response

NHOU needs to be replaced—it will be replaced by RI2. USEPA issued a Record of Decision for RI2 in 2009, requiring a new remediation facility. The responsible parties have submitted work plans to USEPA and are currently conducting a remedial design investigation to determine the appropriate size and scope of the replacement facility. Expected construction and operational dates for the RI2 facility are subject to completing the investigation and are undetermined at this time.

The Potentially Responsible Parties (PRP) are Honeywell, Lockheed, and minor PRPs. The PRPs have installed 33 groundwater monitoring wells in 2013. Some are inside and around Home Depot, and others are near NHOU at 11845 Vose in North Hollywood. The PRPs send the groundwater samples for laboratory analysis.

LADWP operates NHOU. LADWP agrees upon a work plan budget for NHOU operating costs for the year (personnel, electricity—direct and indirect costs). The PRPs give 100 percent of the budget to USEPA, and USEPA reimburses LADWP 90 percent. LADWP received $2,082,283 in reimbursements through December 31, 2014 from USEPA.

The RI2 will clean up four primary contaminants—1.44 Dioxane, Hexavalent Chromium, Trichloroethylene, and Tetrachloroethylene. The City Attorney is coordinating with the USEPA and the engineers.

Recommendation 2.4 (2009–2010)

LADWP should develop a detailed projection of the cost of the cleanup and securing the filtration processes on the wells of the San Fernando Basin Aquifer to obtain the maximum output according to its legal rights, including the timeframe for completing this process.

LADWP's written response to the Los Angeles County 2009–2010 Civil Grand Jury on November 22, 2010

LADWP agrees with the finding.

LADWP has worked with its consultant (Brown and Caldwell), currently under contract for the "Groundwater System Improvement Study," to develop some conceptual layouts and preliminary costs to implement centralized and wellhead treatment in the SFB to enable LADWP to pump its full groundwater entitlement, as well as some future recycled replenishment water and existing storage credits. LADWP is currently in the process of tasking Brown and Caldwell to further develop the long-term solutions identified previously that will provide the basis for budgeting, scheduling, and preparation of the design of the treatment facilities. The conceptual planning for these facilities is anticipated to be completed by June 2011.

CGJ's written questions LADWP on February 10, 2015

Did Brown and Caldwell complete the study as promised by June 2011, and are you now constructing the centralized and wellhead treatment facilities as planned? Please list the status of each of the centralized and wellhead treatment facilities developed in the study, including their locations and operational dates.

LADWP's written response to the 2014–2015 CGJ on March 3, 2015

LADWP entered into a six-year professional services agreement with Brown and Caldwell in 2009, to obtain their assistance with the Groundwater System Improvement Study (GSIS), to conduct studies of the SFB groundwater contamination and develop a comprehensive remediation and cleanup strategy for the SFB contamination. To clarify, Brown and Caldwell did not promise to complete GSIS by June 2011. GSIS included evaluation and characterization of the groundwater quality and contaminants, identification of best available technologies for groundwater remediation, and evaluation of groundwater basin remediation alternatives. Timing has been updated based on the information gained by GSIS and our improved understanding as to the size and complexity of the systems needed to adequately address the needs of this important SFB. Hence, our estimates have also improved since the Civil Grand Jury's publishing of its 2009–2010 report.

To date, GSIS is almost complete. This included conducting a groundwater characterization of SFB and the evaluation of preliminary groundwater remediation alternatives. In support of SFB characterization, the construction of 26 new groundwater monitoring wells was completed in order to obtain additional water quality data and fill in the water quality data gaps. The sampling and analysis of the existing and new groundwater wells has also been completed.

With GSIS nearing its completion, LADWP will begin the next phase of its groundwater remediation program by fall 2015. This will entail refinement of the identified preliminary remediation alternatives, obtaining regulatory approvals of our remedial investigations, and complying with state and federal environmental quality regulations. Completing these items will clear the way to begin preliminary engineering and remedial design. Once completed, LADWP will be able to report on the locations and configurations selected for the proposed remediation systems along with updated cost and time projections required to complete these facilities. Design, permitting, and construction of the groundwater remediation facilities will take place over the next several years with completed facilities anticipated to begin operations by 2023.

Notes taken from 2014–2015 CGJ's telephonic conversation on April 17, 2015 clarifying LADWP's March 3, 2015 response

LADWP has 26 new groundwater monitoring wells—25 were constructed by LADWP and one by the USEPA. Twenty-five have three elevations/zones (shallow, middle, and deep pipes) and the one has two elevations/zones (two pipes). LADWP understands more about the analysis of the groundwater than in 2009–2010. It will take many decades to clean up the contaminants from the groundwater.

With GSIS nearing its completion, LADWP will begin the next phase of its groundwater remediation program by fall 2015. This will entail:
1. refinement of the identified preliminary remediation alternatives
2. obtaining regulatory approvals of its remedial investigations
3. complying with state and federal environmental quality regulations

Completing these items will clear the way to begin preliminary engineering and remedial design. Once completed, LADWP will be able to report on the locations and configurations selected for the proposed remediation systems, along with updated cost and time projections required to complete these facilities. Design, permitting, and construction of the groundwater remediation facilities will take place over the next several years; completed facilities are expected to begin operations by 2023.

Recommendation 2.5 (2009–2010)

LADWP should have a new review made of the amount of water that can be pumped from the San Fernando Basin Aquifer. Due to the future increased demand for water and possible reductions in water sources, the San Fernando Basin Aquifer may be a major source of potable water.

LADWP's written response to the Los Angeles County 2009–2010 Civil Grand Jury on November 22, 2010

LADWP agrees with the finding.

LADWP has already been working with the cities of Glendale and Burbank as well as the Upper Los Angeles River Area (ULARA) Watermaster to develop a plan to determine a thorough and accurate "Re-evaluation of the Safe Yield of the San Fernando Basin." The ULARA Watermaster recommended to the Superior Court on April 30, 2010, that a number of critical data-gathering activities need to take place before undertaking such a study. It is anticipated that a study would likely be initiated within 3 to 5 years.

CGJ's written questions on February 10, 2015

Did the Upper Los Angeles River Area (ULARA) Watermaster complete the study of the amount of potable water that can be pumped from the SFB within the three- to five-year timeline as promised? What was the result, and can we have a hard copy of the study or can you point us to an online version on your website?

LADWP's written response to the 2014–2015 CGJ on March 3, 2015

First, LADWP would like to clarify that the ULARA Watermaster did not promise to study the amount of potable water that could be pumped from SFB within three to five years. The ULARA Watermaster has determined that SFB is not in a condition of overdraft and that current operations do not pose an imminent threat to water supplies.[9] This affords time to complete improvements to the stormwater capture facilities while also compiling the necessary data for a future reevaluation of the safe yield.

LADWP and the cities of Burbank and Glendale are working proactively towards preserving the SFB water supply, including an agreement to reevaluate the SFB safe yield. This reevaluation will be supported by the ULARA Watermaster's continuing compilation of data and information about the SFB hydrogeology and his evaluation of the viability of Los Angeles River tributary flow measurement devices. LADWP has also partnered with the Los Angeles County Flood Control District on a program to improve and expand the system of stormwater capture facilities. This program will substantially increase the natural recharge of stormwater into SFB and provide the greatest benefit to protecting the SFB water supply.

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[9] Groundwater overdraft occurs when water removal exceeds water recharge. The slow natural recharge rate of most aquifers and high rate of pumping has led to groundwater overdrafts in most irrigated areas of the U.S. over the past century. Impacts associated with groundwater overdraft are the results of falling water levels as the water stored in an aquifer is depleted. http://wingolog.org/projects/water/html/node35.html.

FINDINGS

1. North Hollywood Operable Unit needs to be replaced. It will be replaced by the North Hollywood Operable Unit Second Interim Remedy. The completion date is as yet undetermined.

2. The potentially responsible parties have installed 33 groundwater monitoring wells in and around Home Depot and near the North Hollywood Operable Unit at 11845 Vose Street in North Hollywood.

3. Los Angeles Department of Water and Power operates the North Hollywood Operable Unit. Potentially responsible parties give funds to United States Environmental Protective Agency. The agency pays the Los Angeles Department of Water and Power 90 percent of North Hollywood Operable Unit's operating costs.

4. The Los Angeles Department of Water and Power has 26 new groundwater monitoring wells—25 were constructed by the Los Angeles Department of Water and Power and one by the United States Environmental Protective Agency. The Los Angeles Department of Water and Power's 25 monitoring wells have three elevations/zones (shallow, middle, and deep pipes) and the United States Environmental Protective Agency's one monitoring well has two elevations/ zones (two pipes).

5. It will take many decades to clean up the contaminants in the aquifer. The Los Angeles Department of Water and Power's research and development lab at the La Kretz Innovation Campus's Los Angeles Clean Tech Incubator will need additional help to create new methods to clean up the groundwater.[10]

RECOMMENDATION

9.1 Los Angeles Department of Water and Power's research and development lab at the La Kretz Innovation Campus should work with the UCLA La Kretz Center for California Conservation Science to request academic research into groundwater remediation in the San Fernando Basin to help speed the cleanup of the San Fernando Basin Aquifer.

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[10] As described in the committee's interview report with LADWP's Chief Sustainability and Economic Development Officer.

REQUEST FOR RESPONSE

9.1	Los Angeles Department of Water and Power

ACRONYMS

AF/Y—acre feet per year
CERCLA—Comprehensive Environmental Response, Compensation, and Liability Act 1980 or Superfund
CGJ—Los Angeles County 2014–2015 Civil Grand Jury
LACI—Los Angeles Cleantech Incubator
LADWP—Los Angeles Department of Water and Power
NHOU—North Hollywood Operable Unit
PRP—potentially responsible party
RI2—North Hollywood Operable Unit Second Interim Remedy
SFB—San Fernando Basin
ULARA—Upper Los Angeles River Area
USEPA—United States Environmental Protection Agency

COMMITTEE

Ben Cowitt, chair
John Acevedo, secretary

SYBIL BRAND COMMISSION

Ken Star
Dany Margolies

SYBIL BRAND COMMISSION

TOPIC

A complaint was registered with the Los Angeles County 2014–2015 Civil Grand Jury (CGJ), stating that the Sybil Brand Commission for Institutional Inspections (SBC) was not operating at maximum efficiency. The CGJ formed the Sybil Brand Committee (committee) to survey the activities, functionality, and results obtained by the SBC.

BACKGROUND

The Sybil Brand Commission for Institutional Inspections, formerly called the Institutional Inspection Commission, was founded in 1959 by Sybil Brand, who saw the necessity to improve the overcrowded conditions of incarceration facilities, particularly women's prisons. Currently the SBC inspects jails and related facilities, and group homes for minors.

Its authority to inspect jails is set forth in Los Angeles County Code of Ordinances.[1] The commission also inspects group home facilities.

The Los Angeles County Auditor-Controller's documentation for the sunset review of SBC, dated June 17, 2013, points out that the legal basis for SBC's inspection of the homes is not clear.[2] The Auditor-Controller thus has recommended to the Los Angeles County Board of Supervisors (BOS) that the code be amended to explicitly give SBC that duty.

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[1] Section 2.82.070 provides, "The commission shall conduct inspections as provided in this chapter and shall advise on industrial and educational programs for both juvenile and adult detention inmates in County Jail facilities and probation camps." Section 2.82.080 provides, "At least once each year and as more often as the commission may deem necessary or proper or as directed by a judge of the Superior Court, the members of the commission or of a committee of the commission shall visit and inspect each jail or lockup in the county, county probation and correctional facilities, and toy-loan facilities." Section 2.82.090 provides, "The members of the commission, in visiting and inspecting jails and lockups, shall examine every department of each institution visited, and shall ascertain its condition as to effective and economical administration, cleanliness, discipline and comfort of its inmates, and in any other respects…." The commission also inspects group home facilities.

[2] The many county commissions are subject to "sunset" review to see if they have outlived their useful lives.

SBC consists of 10 commissionerships, two appointed by each of the five Los Angeles County supervisors. As of February 2015, there were three longstanding vacancies on the commission.[3]

Current members and the supervisors who appointed them are as follows.

Members	Appointing Supervisors
Frank S. Bacio (vice chair)	First District, Gloria Molina (Hilda Solis is in the process of appointing the second commissioner)
Cheryl Grills, Ph.D., and Susan Burton	Second District, Mark Ridley-Thomas
	Third District, Zev Yaroslavsky (Sheila Kuehl is in the process of appointing commissioners)
Donald S. Andrews and Eleanor R. Montaño (chair)	Fourth District, Don Knabe
Barbara Bigby and Anne Hill	Fifth District, Michael D. Antonovich

Pursuant to County Code Section 2.82.040, "the sheriff and the probation officers shall be ex-officio members of the commission."

RESEARCH

The committee interviewed SBC commissioners and staff, observed their meetings, and read their reports and minutes. The committee interviewed representatives of the Los Angeles County Probation Department (Probation), Los Angeles County Department of Children and Family Services (DCFS), Office of the Inspector General (OIG), Los Angeles County Sheriff's Department (LASD), and ACLU (American Civil Liberties Union).

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[3] As the CGJ SBC committee writes this report, appointments are being made.

SBC divides its time between inspections and meetings. Each commissioner is expected to conduct two inspections and attend one meeting per week. Weekly meetings consist primarily of oral reports on inspections. Once per month SBC's weekly meeting is expanded to include representatives of Probation, DCFS, Auditor-Controller, LASD, Internal Services Department, and Department of Mental Health; these monthly meetings facilitate communications among those agencies and SBC.

A. Group Homes

Currently, SBC seems to expend most of its efforts inspecting juvenile group homes used for placement by DCFS and Probation. Commissioners inspect for the quality and safety of the physical conditions, verify licensing, and examine medication records and Needs and Services plans for each child.

Representatives of Probation and of DCFS said they consider the inspections currently done by SBC to be a valuable addition to their own inspections. SBC, Probation, and DCFS regularly exchange information at SBC monthly meetings. SBC inspections have a narrower scope than those of Probation and of DCFS, focusing more on physical conditions, but are unannounced and useful in finding problems and in checking up on compliance with correction orders issued by any of the agencies. If an SBC inspection yields an imminent safety issue, the commissioner who observed it calls it in to the county Auditor-Controller's Children's Group Home Ombudsman for immediate action.

The CGJ's SBC committee reviewed one year of SBC's written inspection reports and three years of its minutes. In listening to the commissioners' oral reports at the commission meetings, the committee noted that the commissioners' historical knowledge based on their prior inspections was valuable above and beyond the written reports. SBC monthly expanded meetings serve as valuable interchange between the agencies. By code, SBC reports only to the BOS, but the practice is to primarily work with DCFS and Probation to get homes into compliance.

Sometimes the working relationship among the agencies at the monthly meetings has been insufficient. SBC commissioners complained to the CGJ committee that SBC's communications regarding inappropriate psychotropic medications have not been followed up on because of bureaucratic complications.[4] The advent of the "Child Welfare Czar" pending before the BOS might resolve this issue.[5]

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[4] Letter to BOS dated Oct. 1, 2014.
[5] The acting head of the Office of Child Protection has announced a forthcoming computer-based program to identify overprescribing physicians.

B. Jails and Lockups

SBC is by ordinance required to inspect each jail and lockup within the county once per year.[6] Currently these are brief inspections of the physical premises. Each of these facilities is also subject to brief annual inspections by the Los Angeles County Civil Grand Jury,[7] the county Department of Health Services, and local fire departments, and many are also inspected by California Department of Corrections and Rehabilitation.

Many of those facilities are used to detain inmates for hours or at most a few days. Problems in those facilities could therefore be considered less serious because of the short time the inmates would be exposed to them. ACLU says the inmate complaints it receives relate to the large, pretrial-detention and sentenced-inmate facilities where inmates are kept for longer durations.

Men's Central Jail has had major difficulties.[8] ACLU, through its jail monitors, has had a major role in dealing with jail complaints. According to an ACLU representative, by the regular presence of ACLU staff, inmates and jail staff have come to know and trust the organization and are willing to talk to its representatives. SBC played no role in detecting or resolving the problems at Men's Central Jail. This is troubling to at least some of SBC commissioners, and they are giving thought to what they might do differently.

The jails have been monitored by ACLU for decades. Currently, the monitoring program is staffed primarily by interns. There will be additional monitoring, pursuant to a pending settlement of a civil case, that will be limited in scope and access.[9] Also, the new OIG will have a staff of four monitoring the seven large jails in the county.

Despite this monitoring, there is a role for enhanced monitoring by SBC. The commissioners are appointed by the BOS as community members and not experts, but the commissioners generally have relevant backgrounds.[10] The ACLU representative interviewed stated that

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[6] Section 2.82.080, noted above.

[7] California Penal Code Section 919(b) requires the grand jury to "inquire into the condition and management of the public prisons within the county." The CGJ tried to inspect all the more than 120 facilities. These inspections were brief and primarily focused on the physical conditions.

[8] See Report of the Citizens' Commission on Jail Violence: "The problem of excessive and unnecessary force in the Los Angeles County jails was the result of many factors, beginning most fundamentally with a failure of leadership in the [Los Angeles Sheriff's] Department. Simply stated, the sheriff did not pay enough attention to the jails until external events forced him to do so. Further, his senior leaders failed to monitor conditions in the jails…." At Executive Summary, page 3. http://ccjv.lacounty.gov/wp-content/uploads/2012/09/CCJV-Executive-Summary.pdf. This is not unique to LASD; the press reports similar issues around the country, e.g. New York jails in The New York Times, Feb. 22, 2015, and U.S. Border Patrol in Los Angeles Times, Feb. 23, 2015.

[9] Rosas, et al. vs. Baca, et al. (parties settlement awaiting court approval).

[10] Some current commissioners, however, were appointed in part because of their substantial expertise.

significant monitoring can be done by nonexperts if those nonexperts have a significant presence in the jails. The representative of the OIG said monitoring by SBC commissioners, particularly by interviewing inmates and staff, would provide a valuable fresh viewpoint. According to the OIG representative, if commissioners were to monitor the major jails several times per week, SBC would develop a relationship with staff and inmates. The OIG representative noted some training of SBC would be necessary to ensure personal and institutional safety, although it is an open question as to who should do the training. As SBC commissioners already spend time in the jails, this may not be a significant obstacle. The OIG representative also emphasized the need for SBC to communicate and coordinate with the OIG, ACLU, and LASD.

As SBC does in inspecting juvenile group homes that are also inspected by professionals from DCFS and Probation, SBC commissioners can supplement the expert monitors of the jails. SBC has a codified right to inspect the jails, so it may have access in situations where other groups might not. In both settings, commissioners can bring their insights to the monitoring.

This would require a major expenditure of effort by SBC. Time for that effort can be freed by making changes to its pattern of operations. Monthly business meetings seem to meet the communications and business requirement of the commission. If the work done at the weekly meetings could be consolidated into the monthly meetings, the time saved could be used for a significant presence in the jails. That change alone would allow for a 42-hours-per-month presence in the jails.[11] When the Board of Supervisors has appointed the full complement of commission members, this will potentially add 66 hours per month at the jails.[12] The trend in child welfare has been to have more minors live at home with supportive services and reduced reliance on group homes. With this decline in the number of group homes to inspect, SBC might also free up additional time for jail monitoring.

The sheriff is an ex-officio member of SBC. Yet recently the department has been sending different representatives every month to SBC meetings. An SBC commissioner stated these representatives lack the knowledge of ongoing events and lack sufficient rank to have an adequate overview of the entire jail system and the power to take any action. The SBC commissioner complained to the CGJ's SBC Committee that LASD has also been tardy in such simple tasks as providing a phone list of LASD personnel for SBC to contact as issues arise. However, the deputy the committee interviewed, who provided the information to the

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[11] Eliminating the three weekly meetings allows an extra 1 session per week x 2 hours per session x 7 current commissioners x 3 weeks = 42 hours per month to expend on establishing a presence in the jails.
[12] Bringing the commission to its full complement could provide an additional 3 sessions per week x 2 hours per session x 3 commissioners x 3 weeks, plus 2 sessions per week x 2 hours per session x 3 commissioners x 1 week = 54 plus 12 = 66 additional hours.

SBC, stated he did so in a timely manner. The delay seems to have been in getting the request to the correct person.

When the CGJ's SBC committee spoke with the LASD liaison, he indicated a willingness to assist SBC but explained that he often couldn't appear at the SBC meetings because he had other obligations that conflicted and had higher priority—e.g. use-of-force hearings. When asked how SBC benefits the LASD, he didn't supply any answer. It appears LASD reasonably places its role at SBC meetings at a lower priority, given the small role SBC currently plays in the jails. If that role changes, the priority might change accordingly.

FINDINGS

1. The Sybil Brand Commission provides valuable services in inspecting juvenile group homes. The legal basis for SBC's inspection of the homes is not clear, and the Sunset Commission has recommended to the Los Angeles County Board of Supervisors that the code be amended to explicitly give the SBC that duty.

2. Replacing the weekly meetings of the SBC with comprehensive jail inmate and staff interviews would provide the SBC with a more useful presence in the jails.

RECOMMENDATIONS

10.1. The Los Angeles County Board of Supervisors should clarify the Sybil Brand Commission for Institutional Inspections' obligation and right to inspect juvenile group homes.

10.2. The Sybil Brand Commission for Institutional Inspections should conduct additional and more-comprehensive jail inmate and staff interviews, which the SBC can accomplish by reducing the number of its meetings.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
10.1	Los Angeles County Board of Supervisors
10.2	Sybil Brand Commission for Institutional Inspections

ACRONYMS

ACLU American Civil Liberties Union
BOS Los Angeles County Board of Supervisors
CGJ Los Angeles County 2014–2015 Civil Grand Jury
DCFS Los Angeles County Department of Children and Family Services
LASD Los Angeles County Sheriff's Department
OIG Office of the Inspector General
SBC Sybil Brand Commission for Institutional Inspections

COMMITTEE MEMBERS

Ken Star, chair
Dany Margolies

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AUDIT COMMITTEE

Jim Contreras, chair
Virgil L. Greer Jr., vice chair
Shari E. Pearce, secretary
Octavio "Toby" Chavez
Ben Cowitt
Steve Yi

AUDIT COMMITTEE

The primary function of the Audit Committee of the Civil Grand Jury is to oversee contracting with outside auditors. Another function is to help investigative committees examine issues that require auditing expertise.

Only one audit was requested of the Los Angeles County 2014–2015 Civil Grand Jury (CGJ). The Affordable Housing Committee sought a compliance audit of Los Angeles County funds transferred to the County Community Development Commission for affordable housing. With the jury's approval, the Audit Committee sent letters of solicitation to all firms approved by the Los Angeles County Auditor-Controller. The Audit Committee interviewed all seven responding firms and chose two finalists. Each finalist then submitted a proposal.

Of the finalists, the committee selected Harvey M. Rose Associates, LLC, for this audit. The CGJ approved the firm's proposal. Los Angeles County Counsel prepared a contract for signatures by all parties thereto and the jury's presiding judge.

The Audit Committee continued to work with the Affordable Housing Committee to ensure the scope of work of the audit was done timely and thoroughly. The Audit Committee approved final payment to the auditors after determining all agreed-upon goals were met.

COMMITTEE MEMBERS
Jim Contreras, chair
Virgil L. Greer Jr., vice chair
Shari E. Pearce, secretary
Octavio "Toby" Chavez
Ben Cowitt
Steve Yi

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CITIZENS' COMPLAINTS COMMITTEE

Jimmy Dixon, chair
Joyce Simily, vice chair
Adrian Tigmo, secretary
Virgil L. Greer Jr.
John A. Rangel
Wesley C. Thompson
Gloria M. Wilson
Steve Yi
Simeon Zano

CITIZENS' COMPLAINTS COMMITTEE

The Los Angeles County Civil Grand Jury investigates issues concerning county and city governments, agencies, and special districts within Los Angeles County. In addition, citizens may bring to the attention of the Civil Grand Jury, through written complaints, issues or concerns in these areas.

The jury's Citizens' Complaints Committee (committee) reviews each complaint and determines which if any to investigate. It is the responsibility of the complainant to provide sufficient information for the Civil Grand Jury to investigate. The committee conducts confidential evaluations of all complaints submitted to the jury over which the jury has jurisdiction. The committee then recommends to the jury which of those complaints merit further investigation by the jury.

The Civil Grand Jury's jurisdiction does not extend to reviews of judicial performance, nor court actions, whether civil or criminal. Likewise, all federal and California state functions or out-of-state matters fall outside the purview of this body.

The committee reviewed 78 complaints, dividing them into categories as follows:

ITEM	CATEGORY OF COMPLAINTS	NUMBER
1	Judicial misconduct	5
2	Condition and management of jails within county	6
3	Police/sheriff abuse and assault	14
4	Issues regarding local government agencies	11
5	Los Angeles Unified School District issues	20
6	Issues under litigation	6
7	Fraud	3
8	Miscellaneous	13
	Total Citizens' Complaints reviewed	78

The choice of actions taken by the committee is limited to (1) reviewed, no action taken, which includes (A) no jurisdiction over subject matter, (B) insufficient information, or (C) unsupported, and (2) referred for further investigation. After all submitted complaints were reviewed and analyzed by the committee, the complaints were presented to the entire jury for final resolution.

ITEM	DISPOSITION BY CIVIL GRAND JURY	NUMBER
I	Reviewed, no action taken	
	A. No jurisdiction over subject matter	54
	B. Insufficient information	6
	C. Unsupported	16
II	Referred for further investigation	2
	Total Citizen's Complaints disposed of	78

COMPLAINT FORM AND GUIDELINES

Citizens who wish to submit complaints to the Civil Grand Jury should do so by using the attached complaint form and guidelines, which in addition may be found at the Civil Grand Jury website, **www.lacourt.org/forms/pdf/CitizensComplaint.pdf.**

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CITIZEN COMPLAINT FORM

Please Review Attached Complaint Guidelines Before Completing this Form

PLEASE PRINT   **DATE:**

_____

1**. Who**:   Your Name**:**
_____

               Address:
_____

               City, State, Zip, Code:
_____

               Telephone: (_____)_____Extension: _____

2. **What:**   Subject of Complaint. Briefly state the nature of complaint and the action of what
Los Angeles County department, section, agency, or official(s) that you believe was illegal or
improper. Use additional sheets if necessary.

_____

_____

_____

_____

_____

_____

_____

_____

_____

3. **When:**   Date(s) of incident:
_____

_____

_____

4. **Where:**   Names and addresses of other departments, agencies or officials involved in this complaint. Include dates and types of contact, i.e. phone, letter, personal. Use additional sheets if necessary.

_____

_____

_____

_____

5. **Why/How:**   Attach pertinent documents and correspondence with dates.

_____

_____

_____

_____

Complaint Guidelines

Communications from the public can provide valuable information to the Civil Grand Jury. Any private citizen, government employee, or officer may submit a completed complaint form to request that the Civil Grand Jury conduct an investigation. This complaint must be in writing and is treated as confidential. Prior to submitting the Complaint Form to the Grand Jury office, please retain a copy for your records if needed. Receipt of all complaints will be acknowledged.

If the Civil Grand Jury determines that a matter is within the legally permissible scope of its investigative powers and would warrant further inquiry, additional information may be requested. If a matter does not fall within the Civil Grand Jury's investigative authority, or the jury determines not to investigate a complaint, no action will be taken and there will be no further contact from the Civil Grand Jury.

The findings of any investigation conducted by the Civil Grand Jury can be communicated only in a formal final report published at the conclusion of the Grand Jury's term, June 30th.

Some complaints are not suitable for civil grand jury action. For example, the Civil Grand Jury has no jurisdiction over judicial performance, actions of the court, or cases that are pending in the courts. Grievances of this nature must be resolved through the established judicial appeal system. The Civil Grand Jury has no jurisdiction or authority to investigate federal or state agencies. Only causes of action occurring within the County of Los Angeles are eligible for review.

The jurisdiction of the Civil Grand Jury includes the following:

- Consideration of evidence of misconduct against public officials within Los Angeles County.

- Inquiry into the condition and management of the jails within the county.

- Investigation and report on the operations, accounts, and records of the officers, departments or functions of the county including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving in their ex officio capacity as officers of the districts.

- Investigation of the books and records of any incorporated city or joint powers agency located in the county.

Mail complaint form to: Los Angeles County Civil Grand Jury

Clara Shortridge Foltz Criminal Justice Center

210 W. Temple Street, 11th Floor, Room 11-506

Los Angeles, CA 90012

CONTINUITY COMMITTEE

Ken Star, chair
Jim Contreras, vice chair
Simeon Zano, secretary
Shari E. Pearce
John A. Rangel
Wesley C. Thompson
Margaret M. Yasuda

CONTINUITY COMMITTEE

The Continuity Committee serves a statutory function of the Los Angeles County Civil Grand Jury: to archive and organize responses to the previous year's Final Report. The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) also ensured continued retention of CGJ materials and changed the method of indexing that information.

California Penal Code Section 933(c) mandates responses, within 90 days, to the previous year's reports by the public agencies to whom recommendations were made by the Final Report.

The CGJ followed up to ensure reasonably timely compliance by the agencies addressed in the 2013–2014 Final Report. Penal Code Section 933.05 requires that agency responses be specific to each individual finding and recommendation. The committee reviewed the responses and found they substantially complied with the legal requirements.

Please take note that the responses filed by the agencies are much more extensive than indicated in the following pages and were placed with the custodians set forth in Penal Code Section 933(c) and also on the CGJ website at **http://grandjury.co.la.ca.us/gjreports.html.**

ARCHIVAL/ORGANIZATIONAL ROLE

The committee has continued the actions of its predecessors in maintaining copies of previous reports and responses, both hard copy and electronic. Past Continuity committees have also prepared tables of reports and recommendations for the following year's jury to use as a reference to track the incoming responses to the previous year's Final Report. This year's committee continued that process.

Because it is tedious to locate information in the separately bound volumes of final reports, past civil grand juries have aggregated the table of reports and recommendations into a multivolume index available to the CGJ. That index to previous reports was helpful but will benefit from expansion. As report titles were often not clear indicators of what was investigated, the committee added a brief description of the topic of each report. By changing the electronic form of the index, the committee added the ability to sort the index by agency, a useful added tool enabling the Civil Grand Jury to locate reports relating to a particular agency no matter what year the report was published.

In our fast-paced age, many people believe that information more than five years old has generally lost its value. The CGJ found value in older records, especially when examining the evolution of longstanding problems. The CGJ used the index to identify when an agency,

department, and topic was last looked at. Relevant reports up to 15 years prior to the current investigations were used this year by members of the CGJ. The public makes requests for much older reports. Currently no policy exists as to how long Final Reports and responses are to be kept on the Grand Jury website. Noting Penal Code Section 933 requires the State Archivist to retain the reports and responses in perpetuity, and given the ease of making data accessible by the Internet, keeping the final reports and responses on the Civil Grand Jury website in perpetuity is feasible.

ADDITIONAL ROLE

Each Civil Grand Jury convenes for one year and is independent of the previous jury. Each Civil Grand Jury has no power to modify the Final Report of the prior jury nor, in general, even access its confidential records. Nevertheless, the Civil Grand Jury is an ongoing institution, and each individual Civil Grand Jury should be concerned with the integrity and credibility of the larger institution.

Civil Grand Juries make findings and recommendations. Sometimes the relevant agencies agree with the findings and say they will implement the recommendations. If those agencies do not follow through, then there is a failure of the purpose of the Civil Grand Jury. A follow-up investigation can be as simple as calling the agency and asking what progress it has made in doing what it said it would do, allowing that it is not necessary to follow up on every investigation. The Civil Grand Jury has no power to mandate changes. Even recommendations that had been agreed to cannot be enforced by the Civil Grand Jury. However, a new report showing those changes that had not been implemented would be important.

The Continuity Committee receives responses to the previous year's report. To review those for follow-up does not allow any meaningful time for the agencies to prepare and effectuate a response. Hence an appropriate plan would be to review the responses received the previous year rather than responses received the current year.

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The complete responses are available at
http://grandjury.co.la.ca.us/gjreports.html

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
A HEALTH INFORMATION EXPRESSWAY OR LIFE IN THE SLOW LANES	DEPARTMENT OF HEALTH SERVICES	1.1	Complete the build-out and implementation of an electronic health records system		X		
		1.2	Medical records should be in electronic format to allow for accurate billing		X		
	CHIEF EXECUTIVE OFFICE OF LOS ANGELES COUNTY	1.3	Continued support of LANES, and the establishment of an effective HIO in Los Angeles County		X		
		1.3.1	Institute a dedicated staff for LANES		X		
		1.3.2	Develop a sustainable business plan		X		
		1.3.3	Explore the possibility of linking with an established and successful HIE				X
		1.3.4	Purchase a complete HIE system from a commercial information technology vendor		X		
A TIMELY AND CLEAN "BILL" OF HEALTH MAY SAVE $285 MILLION	DEPARTMENT OF HEALTH SERVICES	2.1	Utilize electronic billing system for all write-offs		X		
		2.2	Update all reason codes		X		
		2.3	Expand the availability of patient financial service worker staff			X	
		2.4	Track reason codes for denied or late claims with lack of treatment authorization				X
		2.5	Formalize review of Medi-Cal fee-for-service accounts for patients still in department hospitals		X		

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
A TIMELY AND CLEAN "BILL" OF HEALTH MAY SAVE $285 MILLION	DEPARTMENT OF HEALTH SERVICES	2.6	Conduct a utilization review staffing analysis at county hospitals to increase department cash flow		X		
		2.7	Require physicians to report their National Provider Identifier (NPI), and complete form 855R		X		
		2.8	Monitor Medicare claims by ORCHID to aid in itemized claims		X		
		2.9	Track the backlog for coding similar to LAC+USC to identify any problem areas at all facilities		X		
		2.10	Perform a staffing analysis in HIM divisions at all facilities to assess backlogs and delays in coding		X		
		2.11	Implement electronic notification method for alerting physicians of authorization status for follow-up services			X	
		2.12	Train all physicians in the electronic notification system and develop accountability measure		X		
		2.13	Require all facilities to prescreen for authorization of outpatient services			X	
		2.14	Evaluate effective and efficient staffing models to obtain authorization from third-party payers		X		
		2.15	Determine the cost-effectiveness of implementing third-party payers' online authorization tools		X		
	DEPARTMENT OF HEALTH SERVICES	2.16	Determine if Cerner system could facilitate online processing for health care plan authorization for DHS services		X		

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
A TIMELY AND CLEAN "BILL" OF HEALTH MAY SAVE $285 MILLION	LOS ANGELES COUNTY BOARD OF SUPERVISORS	2.17	Consider formal policy to allow for minimum level of General Fund contribution to DHS budget	X			
		2.18	Allocate to DHS a portion of the funds collected, if revenue is obtained via improved collection efforts	X			
CAREER AND JOB PREPAREDNESS IN PUBLIC HIGH SCHOOLS	LOS ANGELES UNIFIED SCHOOL DISTRICT LINKED LEARNING	3.1	Implement instructional strategies that can be applied in academic classes	X			
		3.2	Explore making more internships available with local businesses	X			
		3.3	Increase the number of schoolwide and/or districtwide "Career Days"	X			
		3.4	Work with LBUSD for best practices for career and job preparedness	X			
CHALLENGES OF REALIGNMENT	LOS ANGELES COUNTY PROBATION DEPARTMENT	4.1	Obtain funds and fill staff positions	X			
		4.2	Adjust ratio of post-release caseloads	X			
		4.3	Increase number of armed DPOs			X	
		4.4	Provide safety pay and retirement benefits to armed officers			X	
		4.5	Assist with statewide database development		X		
EXECUTIVE DIRECTIVE No. 9 CITY OF LOS ANGELES LAWSUITS	CITY OF LOS ANGELES OFFICE OF THE MAYOR	5.1.5	Convene high-level meeting for implementation process and compliance expectations of revised Exec9			X	
		5.2	Direct all city departments to comply with revised Exec9 related to LRM			X	

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
EXECUTIVE DIRECTIVE No.9 CITY IF LOS ANGELES LAWSUITS	CITY OF LOS ANGELES OFFICE OF THE MAYOR	5.3	Followup on progress of implementation by city departments			X	
		5.4	Include compliance with revised Exec9 as part of annual performance evaluations and salary reviews			X	
FIRST 5 LA SERVING THE COMMUNITY?	THE FIRST 5 LOS ANGELES COMMISSION	6.1	Direct staff to demonstrate nexus between strategic plan and potential investments prior to their approval	X			
		6.2	Require that staff provide details and narratives in the proposed annual programmatic budget	X			
		6.3	Include a plan and clear cutoff date for discontinuing initiatives from the prior strategic plan	X			
		6.4	Require annual progress report on BSFF quantitative indicators for the six intermediate term outcomes	X			
		6.5	Require a multiyear plan outlining the specific activities in the 14 communities	X			
		6.6	Require additional line item detail to place-based funding as part of annual operating budget	X			
		6.7	Detail budget with separate line items for community capacity building and family strengthening components	X			
		6.8	Require tracking of spending by each of the 14 Best Start Communities, including Metro LA	X			

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
FIRST 5 LA SERVING THE COMMUNITY?	THE FIRST 5 LOS ANGELES COMMISSION	6.9	Require detailed research and analysis prior to adopting or changing existing strategic direction	X			
		6.10	Determine whether place-based strategy is an effective use of funds and time resources	X			
		6.11	Require information on the viability of community partnerships to improve outcomes for children	X			
MAINTENANCE ISSUES AND LIVING CONDITIONS AT JUVENILE HALLS	LOS ANGELES COUNTY CHIEF OF PROBATION	7.1	Continue efforts to maintain and improve living conditions at Los Padrinos	X			
		7.2	Remove window coverings on staff offices used for consultations with minors	X			
		7.4	Complete assessment and professional inspection of the roof of entire complex	X			
	LOS ANGELES COUNTY BOARD OF SUPERVISORS	7.3	Raze all buildings on Eastlake site to reconstruct a more modern facility in tandem with new courthouse already scheduled for construction			X	
PROPERTY TAX AVOIDANCE OR PICKING THE TAX PAYERS' POCKET?	LOS ANGELES COUNTY BOARD OF SUPERVISORS	8.1	Request California Legislature require reassessment of real property where the structural ownership is changed in a purchase/transfer			X	
		8.2	Support passage of AB 2756 or similar legislation	X			

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
PROPERTY TAX AVOIDANCE OR PICKING THE TAX PAYERS' POCKET?	ASSESSOR LOS ANGELES COUNTY	8.1	Request California Legislature require reassessment of real property where the structural ownership is changed in a purchase/transfer		X		
		8.2	Support passage of AB 2756 or similar legislation	X			
SCHOOL DISCIPLINE PRACTICES: ARE WE HELPING OR HINDERING OUR CHILDREN?	LOS ANGELES UNIFIED SCHOOL DISTRICT	9.1	Clarify role of Discipline Foundation Policy coordinator	X			
		9.2	Define qualities necessary to promote DFPC at school-site level	X			
		9.3	Monitor the implementation of the Discipline Foundation Policy more closely	X			
		9.4	Identify more opportunities for collaboration with all levels of administrators and school staff	X			
		9.5	Enhance Central Office oversight of Discipline Foundation Policy monitoring	X			
		9.5.1	Superintendent of LAUSD to direct Operations to use data regarding disproportionate suspensions of African-American students	X			
		9.6	Work with bargaining units so job descriptions are incorporated into performance evaluations	X			
		9.6.1	Superintendent to direct Operations to update policy manual regarding disproportionately suspending any ethic group				X
		9.7	Continue to utilize data on disciplinary alternatives	X			

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
SCHOOL DISCIPLINE PRACTICES: ARE WE HELPING OR HINDERING OUR CHILDREN?	LOS ANGELES UNIFIED SCHOOL DISTRICT	9.8	Develop disciplinary best practices newsletter	X			
		9.9	Institute disciplinary focused meetings and seminars	X			
		9.10	Enhance flow of information on DFP implementation				X
		9.11	Establish relevant training for all employees who manage disciplinary issues	X			
		9.12	Require annual training of all employees who handle disciplinary issues	X			
		9.13	Require annual training on campus law enforcement policies and procedures	X			
		9.14	Incorporate campus enforcement performance into monthly performance dialogues	X			
		9.15	Annual cross-training of school-site employees	X			
		9.16	Establish mechanism to monitor staff participation on policies and procedures	X			
		9.17	Superintendent to direct Data and Accountability Office to monitor school-level discipline data for significant variations	X			
		9.18	Superintendent to identify schools with low levels of recorded alternatives to suspension	X			
		9.19	School-level response for LAUSDMAX data entry	X			

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
SCHOOL DISCIPLINE PRACTICES: ARE WE HELPING OR HINDERING OUR CHILDREN?	LOS ANGELES UNIFIED SCHOOL DISTRICT	9.20	Develop tracking of informal law enforcement actions between officers and students	X			
		9.21	Superintendent to identify ways to share basic contact data with LASPD				X
		9.22	Superintendent to ensure strong leadership at Central Office	X			
		9.23	Superintendent to incorporate DFP into job descriptions and performance evaluations	X			
		9.24	Superintendent to monitor implementation of DFP	X			
		9.25	Superintendent to utilize data to target training on disproportionate use of suspensions	X			
		9.26	Update DFP manual/Policy Bulletin on suspensions				X
		9.27	Superintendent to identify schools that are not effectively using alternatives to suspensions	X			
		9.28	Superintendent to develop best-practices newsletter for disciplinary alternatives	X			
		9.29	Institute discipline-focused meetings and instructional seminars between small collaborative groups	X			
		9.30	Superintendent to visit high-performing schools to share information about implementation of DFP				X

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
SCHOOL DISCIPLINE PRACTICES: ARE WE HELPING OR HINDERING OUR CHILDREN?	LOS ANGELES UNIFIED SCHOOL DISTRICT	9.31	Superintendent to establish relevant training for all employees who manage disciplinary issues	X			
		9.32	Superintendent to require annual training of all employees who handle disciplinary issues	X			
		9.33	Superintendent to monitor school-level discipline data for significant variations	X			
		9.34	Superintendent to identify schools with low levels of recorded alternatives to suspension	X			
		9.35	Specify school-level administrative responsibilities for data entry to LAUSDMAX	X			
		9.36	Superintendent to share basic contact data with LASPD to improve data integrity and accuracy				X
		9.37	Chief of LASPD to require annual training on campus law enforcement	X			
		9.38	Incorporate campus enforcement performance into monthly Performance Dialogues	X			
		9.39	Incorporate campus enforcement performance into monthly Performance Dialogues	X			
		9.40	Superintendent and Chief to identify opportunities for collaboration	X			
		9.41	Superintendent and Chief to consider annual cross-training of school-site employees	X			

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
SCHOOL DISCIPLINE PRACTICES: ARE WE HELPING OR HINDERING OUR CHILDREN?	LOS ANGELES UNIFIED SCHOOL DISTRICT	9.42	Super and Chief to consider annual cross-training of school-site employees	X			
WHY IS GRANDMA WORTH LESS?	LOS ANGELES COUNTY DEPARTMENT OF CHILDREN AND FAMILY SERVICES	11.1	DCFS must exercise its authority and pay a relative foster parent the same rate as a nonrelative		X		
		11.2	DCFS must expand its efforts to place abused children currently in group homes with a relative foster caregiver		X		
TWELVE STEP PROGRAMS IN DETENTION FACILITIES	SHERIFF'S DEPARTMENT	12.1	Daily AA meetings at all jails in Los Angeles County should be made available		X		
		12.2	Daily AA meetings at jails should continue and the number of meetings expanded		X		
	LOS ANGELES COUNTY PROBATION DEPARTMENT	12.3	LACPD should confer with H&I to determine the cause of the backlog of applications	X			
DETENTION COMMITTEE	LOS ANGELES COUNTY BOARD OF SUPERVISORS	15.2	Approve funding request for the replacement of Men's Central Jail			X	
	LOS ANGELES COUNTY SHERIFF'S DEPARTMENT	15.1	Relocate inmates from Twin Towers to facilities with lower populations		X		
		15.3	Retrain deputies on the proper use of force		X		
		15.4	Continue EBI/MERIT and vocational skills training		X		

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
DETENTION COMMITTEE	LOS ANGELES COUNTY PROBATION DEPARTMENT	15.5	Offer EBI/MERIT at all major jail facilities		X		
		15.6	Expand catering services to outside groups		X		
		15.7	Multiple safety recommendations outlined in letters to Sheriff Baca	X			
		15.8	Ongoing maintenance needs to continue		X		
		15.9	Officers in SHU must follow patrol regulations of every 15 minutes	X			
		15.10	Request BOS to fund upgrade or replacement of Eastlake facility	X			
		15.11	Eastlake staff must be held accountable for its treatment of minors and must be trained to treat all minors with courtesy and respect	X			
		15.12	Continue and expand rehabilitation programs at Challenger camps	X			
		15.13	Replicate Camp Paige environment at other camps	X			
		15.14	Provide additional staff to Camp Rockey		X		
		15.15	Remove graffiti from buildings at Camp Rockey	X			
		15.16	Move sports activities from Camp Kilpatrick to another camp	X			
		15.17	Continue great programs at Camp Miller			X	
		15.18	Repair/repaint scorched buildings at Camp Mendenhall	X			

Title of Report	Responsible Agency	Recommendation #	Brief Keyword Description of Findings and Recommendations Requiring a Response	Implemented	Will Implement	Further Analysis Needed	Will Not Implement
		15.19	Resurface play areas at Camp Mendenhall		X		
DETENTION COMMITTEE	LOS ANGELES COUNTY PROBATION DEPARTMENT	15.20	Repair/repaint scorched buildings at Camp Munz	X			
		15.21	Resurface play areas at Camp Munz	X			
		15.22	Request BOS funding for building smaller juvenile facilities focused on rehabilitation		X		
		15.23	Hire professional staff with degrees in disciplines conducive to rehabilitation of youth		X		
		15.24	Conduct review of procedures for punishment in the SHU		X		
		15.25	Consider renaming "SHU" at juvenile facilities		X		

**The complete responses are available at
http://grandjury.co.la.ca.us/gjreports.html**

DETENTION COMMITTEE

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DETENTION COMMITTEE

California Penal Code Section 919(b) states, "The grand jury shall inquire into the condition and management of the public prisons within the county." This includes jails that house adults and are operated by municipal police agencies; jails and courthouse lockups controlled by the Los Angeles County Sheriff's Department (LASD); and facilities for minors incarcerated in juvenile halls and camps under the supervision of the Los Angeles County Probation Department (Probation).

The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) created the Detention Committee (committee), comprising 12 members of the CGJ, to execute the inspection mandate. The CGJ retained supervision over the tasks of the committee. Along with the committee, the balance of the CGJ participated in inspections. Teams of two to six jurors conducted unannounced inspections of 60 police station jails; 25 lockups and 22 station jail facilities under the control of the LASD; and 10 juvenile camps, two juvenile courts, and two juvenile halls under the control of Probation. Furthermore, the CGJ toured Century Regional Detention Facility, Pitchess Detention Center (North and South facilities), Twin Towers Correctional Facility, and Challenger Juvenile camps. The purpose of the tours was to familiarize the CGJ with large-jail and juvenile-camp operations. These tours did not constitute inspections.

The jury prepared for inspections by reviewing prior grand jury Detention Committee reports. At each inspection, team members employed checklists to ensure uniformity of inspections. The teams inspected physical plants and grounds; medical facilities; cafeteria and kitchen facilities; dormitories; and availability of educational or vocational programs.

Additionally, state law requires personnel to have access to documents covering employment-related policies, procedures, and training. The inspection teams determined whether the documentation was available and maintained at the inspected facilities and, if so, whether in hard copy or online. Teams also checked for documentation of inspections by departments of health, fire, and corrections.

Unless otherwise noted in the tables, all of the above were satisfactory.

Teams sometimes further inquired into many other topics, including the presence and use of defibrillators at most sites, as well as the presence of programs designed to help minors re-integrate into the community at juvenile camps.

SUMMARY OF MUNICIPAL

POLICE STATION JAILS INSPECTED

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
77th Street Station (Regional Headquarters) 7600 S. Broadway Los Angeles, CA 90003 213-473-4851	10/16/14	Satisfactory	A very clean facility. Defibrillators located throughout the facility. Due to lack of detention officers, Police Officer IIs were backfilling for vacant detention officer positions (see recommendations for LAPD).
Alhambra Police Department 211 S. 1st St. Alhambra, CA 91801 626-570-5151	10/10/14	Satisfactory	A clean facility. Staff stated staffing levels were appropriate. This was a pay-to-stay facility.
Arcadia Police Department 250 W. Huntington Dr. Arcadia, CA 91723 626-574-5150	08/22/14	Satisfactory	A very clean station. Staff stated staffing levels were appropriate.
Azusa Police Department 725 N. Alameda Ave. Azusa, CA 91702 626-812-3200	09/19/14	Satisfactory	The jail was very clean. Private contractor provides private jailer for the city of Azusa. Staff stated staffing levels for the jail were appropriate. Defibrillator available in the watch commander's office.
Baldwin Park Police Department 14403 E. Pacific Ave. Baldwin Park, CA 91706 626-960-4011	09/17/14	Satisfactory	The jail was operated by a private company. The defibrillator was located on the upper floors of the police station.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Bell Gardens Police Department 7100 Garfield Ave. Bell Gardens, CA 90201 562-806-7600	09/19/14	Unsatisfactory	The inspection revealed peeling paint. There were locks on cabinets holding detainees' belongings, but there were no keys. One cell was not useable because of broken plumbing pipes.
Bell Police Department 6326 Pine Ave. Bell, CA 90201 323-585-1245	04/03/15	Satisfactory	Clean, small pay-to-stay facility. Operated by a private company.
Beverly Hills Police Department 464 N. Rexford Dr. Beverly Hills, CA 90210 310-550-4951	09/17/14	Satisfactory	Staff stated staffing was adequate. It was a very clean station. Cameras monitored each cell. Pay-to-stay facility. There were two defibrillators on-site and personnel were trained in their use.
Burbank Police Department 200 N. Third St. Burbank, CA 91502 818-238-3217	09/14/14	Satisfactory	This was a pay-to-stay facility.
Central Area Station 251 E. 6th St. Los Angeles, CA 90014 213-485-6588		Did not inspect	This was a police station only and did not include a jail.
Claremont Police Department 570 W. Bonita Ave. Claremont, CA 91711 909-399-5411	09/05/14	Satisfactory	A small clean jail. Jailer observed arrestees in cells via monitors. The jail had defibrillators. All staff had been trained in their use.
Covina Police Department 444 N. Citrus Ave. Covina, CA 91723 626-858-4413	10/31/14	Satisfactory	The front room was small and dark. Inside area was well-lit and bright. The facility was clean and well-kept. All manuals were available and well-organized. Cameras were in the outside hallway but not inside the holding cells. The cameras had not been working for almost a year. The city of Covina had placed an order to have them fixed within the next six months.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Culver City Police Department 4040 Duquesne Ave. Culver City, CA 90232 310-837-1221	10/31/14	Satisfactory	No issues were noted.
Devonshire Station 10250 Etiwanda Ave. Northridge, CA 91325 818-832-0633		Did not inspect	Jail closed.
Downey Police Department 10911 Brookshire Ave. Downey, CA 91502 562-861-0771	08/22/14	Satisfactory	No issues were noted.
El Monte Police Department 11333 Valley Blvd. El Monte, CA 91731 626-580-2110	09/19/14	Satisfactory	This jail was operated by a private agency.
El Segundo Police Department 348 Main St. El Segundo, CA 90245 310-524-2200	10/10/14	Satisfactory	The facility was fairly clean. There was one defibrillator in the holding area and one in the station. Both defibrillators had never been used. There were video cameras in all the holding cells. Only one service officer was working at the front desk and in the holding area on the day the inspection team visited the station.
Foothill Station 12760 Osborn St. Pacoima, CA 91331 818-756-8865	08/29/14	Did not inspect	The jail had been closed for six months. Arrestees were transferred to other jails.
Gardena Police Department 1718 162nd St. Gardena, CA 90247 310-217-9632	09/05/14	Satisfactory	A very clean station.
Glendale Police Department 131 N. Isabel St. Glendale, CA 91206 818-548-4840	09/19/14	Satisfactory	A very clean facility. There were three defibrillators on-site. This was a pay-to-stay facility. The jail had video conferencing.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Glendora Police Department 150 S. Glendora Ave. Glendora, CA 91741 626-914-8250	10/31/14	Satisfactory	A very clean and efficiently run station.
Harbor Area Station 2175 S. John Gibson Blvd. San Pedro, CA 90731 310-726-7700	08/15/14	Satisfactory	A very clean facility. The facility was 6 years old. The arrestees were transported to 77th Street station for processing.
Hawthorne Police Department 12501 Hawthorne Blvd. Hawthorne, CA 90250 310-675-4443	09/17/14	Satisfactory	The facility was in excellent condition. The jail was staffed by two police service officers per shift. All sworn and civilian staff had been trained in the use of defibrillators.
Hermosa Beach Police Department 540 Pier Ave. Hermosa Beach, CA 90254 310-318-0300	08/15/14	Satisfactory	The facility was very clean and had no graffiti. No inmates were held on the day the inspection team visited. Only one type of meal was served: frozen food (no special diets or vegetarian meals). One defibrillator was in the station, and all personnel had been trained in its use. Pay-to-stay program offered at this facility. The staffing level seemed inadequate when the inspection team visited the facility. Only one service officer was on duty working at the front office and in the holding area (staff stated should have had a minimum of two persons working per shift).
Hollenbeck Station, LAPD 2111 E. 1st St. Los Angeles, CA 90033 323-342-4100	09/26/14	Outstanding	It was a very clean new station. The command staff, officers, and support personnel should be commended for their efforts in maintaining a well-organized, clean, and efficient station. The pride of ownership they take in their work was evident and was noted by the inspection team.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Hollywood Station LAPD 1358 Wilcox Ave. Los Angeles, CA 90028 213-485-2510	09/26/14	Satisfactory	There were video cameras monitoring each cell. Temperature display on refrigerator was not working. There was a defibrillator on-site.
Huntington Park Police Department 6542 Miles Ave. Huntington Park, CA 90255 323-584-6254	09/02/14	Satisfactory	The facility was clean. Suicide and first aid kits were visible. Facility had a defibrillator.
Inglewood Police Department 1 W. Manchester Blvd. Inglewood, CA 90301 310-412-5211	08/22/14	Satisfactory	The jail was very clean. One arrestee was in custody during the inspection. There was a defibrillator in the jail, and the jail staff had been trained in its use.
Irwindale Police Department 5050 N. Irwindale Ave. Irwindale, CA 91706 626-430-2244		Did not Inspect	Arrestees were not detained at this facility.
La Verne Police Department 2061 Third St. La Verne, CA 91750 909-596-1913	10/24/14	Satisfactory	No issues noted.
Long Beach Police Department 400 W. Broadway Long Beach, CA 90802 562-570-7260	09/19/14	Satisfactory	Defibrillator and power generator were on-site.
Manhattan Beach Police Department 420 15th St. Manhattan Beach, CA 90266 310-802-5140	09/19/14	Outstanding	This was one of the cleanest facilities the committee inspected. Video and audio recording in all locations including the holding cell (blacked-out toilet area) with an option to turn-off the recording in attorney-consultation area. This police department provides 24/7 collection boxes in lobby for unused drugs, used eyeglasses, and used batteries. It is a nice feature for local residents.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Metropolitan Detention Center 180 N. Los Angeles St. Los Angeles, CA 90012 213-356-3400	10/23/14	Satisfactory	This facility was clean and well-run. Juveniles were held only temporarily in the lobby area. There were four defibrillators per floor (one per quarter). The jail dispensary on-site had one doctor and two nurses on duty. The facility had a detention and compliance officer who keeps all LAPD facility inspection reports at this location. Staff indicated a shortage of detention officers.
Mission Hills Station, LAPD 11121 N. Sepulveda Blvd. Mission Hills, CA 91345 818-838-9800	08/22/14	Satisfactory	Staff stated staffing level was appropriate. Graffiti was noted in one cell and should be removed.
Monrovia Police Department 140 E. Lime Ave. Monrovia, CA 91016 626-256-8000	12/05/14	Outstanding	The station was well-maintained and well-run. Due to the multilanguage environment in this community, the station provided language translator personnel as needed.
Montebello Police Department 1600 Beverly Blvd. Montebello, CA 90640 323-887-1313	09/26/14	Outstanding	New station with state-of-the-art equipment. Large holding cell with big-screen TV and separate recreation area. There was a defibrillator on-site. The jail was civilian-operated and civilian-managed.
Monterey Park Police Department 320 W. Newmark Ave. Monterey Park, CA 91754 626-307-1266	09/26/14	Satisfactory	This was a very clean facility.
Newton Area Station, LAPD 3400 S. Central Ave. Los Angeles, CA 90011 323-846-6547	09/19/14	Satisfactory	The holding areas needed painting. There was no suicide kit available.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
North Hollywood Station 11640 Burbank Blvd. North Hollywood, CA 91601 323-846-6547	09/17/14	Satisfactory	The jail was utilized for pre-booking only. The arrestees stay less than three hours; then they were transported to Van Nuys jail for booking.
Northeast (LA/Eagle Rock) Station 3353 San Fernando Rd. Los Angeles, CA 90065 213-485-2566	08/29/14	Unsatisfactory	A new facility was being built on the same site. The staff expressed concerns about environmental issues. Staff believes substances in the soil were causing cancer.
Olympic Station (Korea Town) 1130 S. Vermont Ave. Los Angeles, CA 90006 213-382-9102	08/15/14	Satisfactory	This was a fairly new facility and it was in good condition. Staff was able to monitor arrestees with audio and visual equipment.
Pacific Area Station, LAPD 13212 Culver Blvd. Los Angeles, CA 90066 310-482-6334	08/15/14	Satisfactory	No issues were noted.
Palos Verdes Police Department 340 Palos Verde Dr. Palos Verdes, CA 90274 310-378-4211	09/12/14	Satisfactory	No issues were noted.
Parker Center Station 150 N. Los Angeles St. Los Angeles, CA 90012 213-485-2510		Did not inspect	The facility was closed.
Pasadena Police Department 207 N. Garfield Ave. Pasadena, CA 91101 626-744-4545	09/12/14	Satisfactory	Staff stated staffing levels were appropriate. Jail had a defibrillator and staff was trained in its use.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Pomona Police Department 490 W. Mission Blvd. Pomona, CA 91776 909-620-2130	12/15/14	Satisfactory	The jail was managed by a civilian company. Cells were very clean and well-lighted.
Rampart Station, LAPD 1401 W. 6th St. Los Angeles, CA 90017 213-484-3400	09/17/14	Satisfactory	No issues noted.
Redondo Beach Police Department 401 Diamond St. Redondo Beach, CA 90277 310-379-2477	08/15/14	Unsatisfactory	The facility was built in the 1950s. Reception area was old and unwelcoming. The holding cell was small compared to cells in other facilities. Pay-to-stay facility. Cameras had been installed but were not yet operational.
San Fernando Police Department 910 First St. San Fernando, CA 91340 818-898-1267	08/29/14	Satisfactory	There was graffiti. Visual and video checks of arrestees in cells were made and documented. The facility had a defibrillator.
San Gabriel Police Department 625 Del Mar Ave. San Gabriel, CA 91778 626-308-2828	10/10/14	Satisfactory	The facility was built in 1962 Alhambra jail was used for booking.
San Marino Police Department 2200 Huntington Dr. San Marino, CA 91107 626-300-0720	09/26/14	Satisfactory	The station had two cells that were used for storage only. This facility did not hold arrestees and it should be closed. Arrestees were booked at Pasadena Police Department.
Santa Monica Police Department 333 Olympic Dr. Santa Monica, CA 90401 323-458-8484	09/19/14	Satisfactory	This was a very clean facility. Staff stated staffing levels were appropriate. Jailers were concerned about MRSA.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Sierra Madre Police Department 242 Sierra Madre Blvd. Sierra Madre, CA 91024 626-355-1414	08/22/14	Satisfactory	This was a very small station. Arrestees were processed at the station then transported to Pasadena Police Department.
Signal Hill Police Department 2745 Walnut Ave, Signal Hill, CA 90755 562-989-7200	09/26/14	Outstanding	A fairly new station. State-of-the-art station was clean. Staff was courteous and polite.
South Gate Police Department 8620 California Ave. South Gate, CA 90280 323-563-5400	09/26/14	Satisfactory	No issues were noted.
South Pasadena Police Department 1422 Mission St. South Pasadena, CA 91030 626-403-7270	09/26/14	Satisfactory	Arrestees were transported to Pasadena Police Department. Cells were utilized for storage.
Southeast Station, LAPD (108th St. Station) 145 W. 108th St. Los Angeles, CA 90061 213-972-7828		Did not inspect	Arrestees were transported to 77th Street Station.
Topanga Station, LAPD 12501 Schoenborn St. Canoga Park, CA 91304 818-778-4800	09/09/14	Satisfactory	No issues were noted.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Torrance Police Department 3300 Civic Center Dr. Torrance, CA 90505 310-618-5631	09/19/14	Satisfactory	The facility was clean. This facility required one male and one female service officer on duty at any given time. Kitchen had stove and conventional oven for heating packaged food. Vegetarian meals were also available. Paint was peeling in the holding cell. This facility had no defibrillator.
Van Nuys Station, LAPD 6240 Sylmar Ave. Van Nuys, CA 91401 818-374-9502	09/12/14	Satisfactory	Facility had defibrillators and the staff had been trained in their use. There was graffiti on the windows.
Vernon Police Department 4305 S. Santa Fe Ave. Vernon, CA 90058 323-587-5171	08/22/14	Outstanding	The facility was small and in excellent condition. It was so clean, it would pass a white-glove inspection. It was used for pay-to-stay with hot meals available. There were video cameras in hallways and cells.
West Covina Police Department 1444 W. Garvey Ave. West Covina, CA 91790 626-939-8500	08/22/14	Satisfactory	No issues noted.
West Los Angeles Station, LAPD 1663 Butler Ave. Los Angeles, CA 90025 310-444-0702	08/22/14	Satisfactory	No issues noted.
West Valley (Reseda) Station, LAPD 19020 Vanowen St. Reseda, CA 91335 818-374-7611	09/19/14	Satisfactory	Arrestees were transported to Van Nuys Station for booking.
Whittier Police Department 7315 S. Painter Ave. Whittier, CA 90602 888-557-0383	10/10/14	Satisfactory	The department utilized contract jailers. The facility had a defibrillator within the jail. Jail personnel were trained in the use of the defibrillator.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Wilshire Station, LAPD 4861 W. Venice Blvd. Los Angeles, CA 90019 213-473-0746	09/19/14	Satisfactory	Staff stated the facility had three defibrillators that were stored unopened; now those batteries were expired. The staff was waiting for the arrival of new defibrillators.

SUMMARY OF LOS ANGELES COUNTY

SHERIFF'S DEPARTMENT LOCKUPS INSPECTED

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Alhambra Courthouse Jail 150 W. Commonwealth Ave. Alhambra, CA 91801 626-308-5209	10/10/14	Satisfactory	There were no defibrillators.
Altadena Station 780 E. Altadena Dr. Altadena, CA 91001 626-798-1131	08/15/14	Satisfactory	Small station. No overnight stays. Arrestees transported to Crescenta Valley Station.
Antelope Valley Court (North District) 42011 4th St. West Lancaster, CA 93534 661-974-7200	11/14/14	Satisfactory	Inmates were segregated by ethnicity. Some graffiti on door in the large jail cell. Two defibrillators were on-site, but not all personnel were trained on them.
Avalon Sheriff Station 215 Sumner Ave. Avalon, CA 90704 310-510-0174	10/17/14	Satisfactory	The sheriff department and courthouse were connected and share a common holding area. The facility was clean, and deputies and jail staff were courteous and forthcoming. One trustee had been working at this facility for roughly a year.
Bellflower Courthouse Jail 10025 Flower St. Bellflower, CA 90706 562-804-8053	09/05/14	Unsatisfactory	Radio dead zones exist in some areas within the courthouse. The refrigerator registered at an unsafe temperature. Staff stated the gun lockup needed to be upgraded and the sally port needed to be enhanced. Alarm systems for exit doors were not operable and need to be fixed.
Beverly Hills Courthouse Jail 9355 Burton Way Beverly Hills, CA 90210 310-288-1310		Did not inspect	The sheriff detention facility was closed.
Burbank Courthouse Jail (N. Central District) 300 E. Olive Ave. Burbank, CA 91502	08/08/14	Satisfactory	The lockup was clean.

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NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
818-557-3493			
Carson Station 21356 S. Avalon Blvd. Carson, CA 90745 310-830-1123	08/15/14	Satisfactory	The facility was clean. Staff stated staffing levels were appropriate.
Central Arraignment Courthouse Jail 429 Bauchet St. Los Angeles, CA 90012 213-974-6068	09/17/14	Satisfactory	The court does not do arraignments any longer. Arrestees were transported to other jails. The cells were not utilized.
Century Regional Detention Facility (CRDF) 11705 S. Alameda St. Lynwood, CA 90262 323-568-4500	08/21/14	Tour only	The CGJ toured this facility. The facility was clean. Inmates were observed in various classes. Meals were being prepared to be sent to various county facilities and contract municipal police agencies.
Cerritos Station 18135 Bloomfield Ave. Cerritos, CA 90703 562-860-0044	03/04/15	Did not inspect	The jail was not being used.
Compton Courthouse Jail (South Central District) 200 W. Compton Blvd. Compton, CA 90220 310-762-9100	09/26/14	Unsatisfactory	The building was very old. There were scratches throughout the facility. The walls and ceilings in the cells were in poor condition. There was low water pressure in cells and in the lock-up area. Walls and ceilings throughout the facility needed to be painted. Food for inmates was left unrefrigerated and out in the open.
Compton Sheriff's Station 301 S. Willowbrook Ave. Compton, CA 90221 310-605-6500		Did not inspect	Arrestees transported to Century Regional Detention Facility.
Crescenta Valley Station 4554 N. Briggs Ave. La Crescenta, CA 91214 818-248-3464	12/02/14	Satisfactory	This was an older facility.
Criminal Courts (Clara Shortridge Foltz) 210 W. Temple St. Los Angeles, CA 90012 213-974-6581	12/10/14	Satisfactory	There was dim lighting within the holding areas. There was graffiti in holding cells and on elevator doors. The facility was clean.
Downey Courthouse Jail 7500 Imperial Highway	08/08/14	Satisfactory	Staff stated staffing levels were appropriate. The cells were in

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Downey, CA 90242 562-803-7044			need of painting.
East Los Angeles Courthouse Jail 4848 E. Civic Center Way Los Angeles, CA 90022 323-780-2017	09/12/14	Unsatisfactory	The turn-out gear does not fit staff and had never been used. There was graffiti all over floor of holding cells. The staffing level was in flux due to court consolidation. There were no defibrillators at this facility. Graffiti needed to be removed.
East Los Angeles Station 5019 E. Third St. Los Angeles, CA 90022 323-264-4151	09/12/14	Satisfactory	No issues noted.
El Monte (Rio Hondo) Courthouse Jail 11234 E. Valley Blvd. El Monte, CA 91731 626-575-4116	08/08/14	Satisfactory	The facility was well-maintained. Staff stated staffing level was appropriate.
Glendale Courthouse Jail 600 E. Broadway Ave. Glendale, CA 91206 818-500-3524	10/17/14	Satisfactory	Packaged lunches were brought in from private vendor. Maintenance of the facility was satisfactory. There were no cameras inside the holding cells.
Industry Station 150 N. Hudson Ave. City of Industry, CA 91744 626-330-3322	03/04/15	Satisfactory	The lighting throughout was substandard. There were no sobering cells.
Inglewood Courthouse Jail One E. Regent St. Inglewood CA 90301 310-419-5132	09/26/14	Satisfactory	An old facility (built in 1976). This facility had separate video recording for courthouse and for the holding area. Pay-to-stay program offered at this facility. This courthouse was holding a drug court graduation on the day the team inspected.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Inglewood Juvenile Courthouse Jail 110 E. Regent St. Inglewood CA 90301 310-419-5132	09/26/14	Unsatisfactory	The facility was built in 1976 and had not been properly maintained (graffiti and peeled paint on the walls, and the floor tile needed to be repaired). The sally port was inadequate, having a narrow path from outside of the building to the courthouse. Packaged food for inmates was delivered and stored in a portable cooler rather than refrigerated. The health inspection was done roughly five months ago, and the facility did not pass. In case of an emergency, a deputy at the detention facility needed to call the dispatcher first before connecting to the 911 Call Center. Staff should be able to call 911 directly to save time. Facility needs to pass health inspections on a regular basis.
LAC+USC Jail Ward 2051 Marengo St. Los Angeles, CA 90033 323-409-4563 323-409-2800	09/05/14	Satisfactory	The facility was clean. Staffing seemed adequate except for the fluctuation in demand for the transportation of inmates to the general emergency area. One portable two-way video monitor for visitation was not working. Bedside visits can be arranged on a case-by-case basis.
Lakewood Sheriff Station 5130 N. Clark Ave. Lakewood, CA 90712 562-623-3500	09/14/14	Satisfactory	Staff stated staffing levels were appropriate.
Lancaster Station 501 W. Lancaster Blvd. Lancaster, CA 93534 661-948-8466	10/16/14	Satisfactory	No issues noted.
LAX Courthouse Jail 11701 S. La Cienega Blvd. Los Angeles, CA 90045 310-727-6020	09/12/14	Satisfactory	There were no defibrillators.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Lomita Station 26123 Narbonne Ave. Lomita, CA 90717 310-539-1661	09/12/14	Satisfactory	The station was clean. Staff stated staffing levels were appropriate.
Long Beach Courthouse Jail George Deukmejian Courthouse Court Services West Bureau 275 Magnolia Ave. Long Beach, CA 90802 562-590-3622	09/19/14	Satisfactory	This was a brand-new facility.
Lost Hills (Malibu Station) 27050 Agoura Rd. Calabasas, CA 91301 818-878-1808	09/02/14	Satisfactory	There were 10 trustees assigned to this facility.
Marina Del Rey Station 13851 Fiji Way Marina Del Rey, CA 90292 310-482-6000	08/29/14	Satisfactory	The facility was fairly old but clean. There were no sobering cells on-site. There were different types of meals available. Cameras had been installed but they had no recording capability. There were two defibrillators in the station and all personnel had been trained in their use. There were four trustees working at this facility full-time.
Men's Central Jail 441 Bauchet St. Los Angeles, CA 90012 213-974-4082	09/17/14	Unsatisfactory	The facility was old but was clean. The old section was built in 1963 and the new section was built in 1973. There were ongoing plumbing problems. The kitchen operation was running well and it was clean. It serviced roughly 20,000 meals per day—mainly packaged food for Central Jail and Twin Towers. A chapel on-site performs services multiple times daily. Staff stated pest control and plumbing were the major issues. The facility was overcrowded.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Mental Health Courthouse Jail 1150 S. San Fernando Rd. Los Angeles, CA 90065 323-266-2908	09/05/14	Satisfactory	Staff stated staffing levels were appropriate. It was an older facility. Ground will be broken on a new facility in 2015.
Metropolitan Traffic Courthouse Jail 1945 S. Hill St. Los Angeles, CA 90007 213-742-1884	08/15/14	Satisfactory	The metal grates in the jail elevator needed painting. The staff stated that inspections by state and local agencies had been conducted but documentation was not available.
Mira Loma Detention 45100 N. 60th St. West Lancaster, CA 93536 661-524-2799		Did not inspect	Facility was closed.
Norwalk Courthouse Jail 12720 Norwalk Blvd. Norwalk, CA 90650 562-807-7256	10/16/14	Satisfactory	Facility was clean. Staff stated staffing levels were appropriate.
Norwalk Station 12335 Civic Center Dr. Norwalk, CA 90650 562-863-8711	10/16/14	Satisfactory	The facility was well-maintained.
Palmdale Station 750 E. Avenue Q Palmdale, CA 93550 661-272-2400	09/26/14	Satisfactory	The facility was in compliance with all regulatory requirements.
Pasadena Courthouse Jail 300 E. Walnut St. Pasadena, CA 91101 626-356-5689	09/12/14	Satisfactory	The walls need painting. Court lockups were clean and well-kept.
Pico Rivera Station 6631 Passons Blvd. Pico Rivera, CA 90660 562-949-2421	08/29/14	Satisfactory	A small station. It was well-lit and clean. The floor was clean but the coating was peeling and needed refurbishing. Cameras were needed in holding cells.
Pitchess Detention Center (The East Facility) 29310 The Old Road Castaic, CA 91384 661-295-8815		Did not inspect	Facility was closed.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Pitchess Detention Center (The North Facility) 29320 The Old Road Castaic, CA 91384 661-295-8840	08/26/14	Tour only	The entire CGJ toured this facility. No issues were observed.
Pitchess Detention Center (The South Facility) 29330 The Old Road Castaic, CA 91384 662-295-8805	08/26/14	Tour only	The entire CGJ toured this facility. The CGJ observed an Education Based Incarceration Program in place.
Pitchess North County Correctional Facility (NCCF) 29340 The Old Road Castaic, CA 91384 661-295-7810	01/12/15	Outstanding	Inmates received a variety of vocational training and they can obtain certificates of completion. The print shop program used state-of-the-art equipment. Inmates received anger-management training when appropriate. Leadership had promoted good morale and ongoing training for the staff. State-of-the-art medical equipment transmits inmates' vital signs from the jail to a doctor for medical treatment.
Pomona Courthouse Jail 400 W. Mission Blvd. Pomona, CA 91766 909-802-9944	08/15/14	Satisfactory	Lockup was very clean.
San Dimas Station 270 S. Walnut Ave. San Dimas, CA 921773 909-450-2700	09/12/14	Satisfactory	The facility was very clean and well-maintained. Sobering cell floor was damaged and work order was in place. Video visitations were initiated last year as a pilot program.
San Fernando Court— North Valley District 900 Third St. San Fernando, CA 91340 818-898-2403	08/08/14	Satisfactory	Staff stated staffing levels were appropriate.
Santa Clarita Courthouse Jail 23747 W. Valencia Blvd. Valencia, CA 91355 661-255-7439	09/05/14	Satisfactory	The holding cells had a large amount of graffiti. The staff stated that sheriff's buses were not cleaned regularly.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Santa Clarita Valley Station 23740 W. Magic Mountain Parkway Valencia, CA 91355 661-255-1121	09/05/14	Satisfactory	Staff stated staffing levels were adequate. The facility was waiting for new cameras. There was graffiti in the cells. There were no defibrillators.
South Los Angeles Sheriff's Station 13210 W. Imperial Highway Los Angeles, CA 90012 323-820-6700	09/12/14	Satisfactory	This was a new facility. It was well-maintained. Staff stated staffing levels were appropriate.
Temple City Station 8838 Las Tunas Dr. Temple City, CA 91780 626-285-7171	09/05/14	Satisfactory	A clean facility. Video cameras allowed staff to monitor detainees in their cells. Staff indicated that the video equipment was old and needed to be upgraded.
Torrance Courthouse Jail 825 Maple Ave. Torrance, CA 90503 310-222-1785	08/08/14	Satisfactory	This was a clean facility. The check-in area for inmates prior to their court appearances was relatively small and cramped. The watch commander suggested this facility be equipped with portable video court arraignment (specifically for the difficult inmates with mental and health issues) to reduce transportation of inmates to and from the court.
Twin Towers Correctional Facility (Twin Towers) 450 Bauchet St. Los Angeles, CA 90012 213-893-5100	08/18/14	Tour only	The CGJ toured this facility. The captain and operations lieutenant participated in the tour. The CGJ observed that the gate to the medicine dispensing room was open and unattended.
Van Nuys Courthouse West (Northwest Judicial District) 14400 Erwin Street Mall Van Nuys, CA 91401 818-374-2511	09/12/14	Satisfactory	This was a clean facility. Staff stated staffing levels were appropriate. There were no defibrillators. No issues were noted.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Walnut/Diamond Bar Station 21695 E. Valley Blvd. Walnut, CA 91790 909-595-2264	09/12/14	Satisfactory	A well-maintained facility. The facility was operated by civilian personnel.
West Covina Courthouse Jail 1427 W. Covina Parkway West Covina, CA 91790 626-813-3239	08/22/14	Satisfactory	Staff stated staffing levels were appropriate. The facility needs a backup power generator.
West Hollywood Station 780 N. San Vicente Blvd. West Hollywood, CA 90089 310-855-8850	09/19/14	Satisfactory	Staff stated staffing levels were appropriate. There were no cameras in the cells. Defibrillators were available. There were eight trustees working at this facility.
Whittier Courthouse Jail 7339 S. Painter Ave. Whittier, CA 90602 562-567-9200		Did not inspect	Facility was closed.

SUMMARY OF LOS ANGELES COUNTY

PROBATION DEPARTMENT LOCKUPS,

JUVENILE CAMPS, AND HALLS INSPECTED

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
COURTHOUSES			
Alfred McCourtney Juvenile Justice Center 1040 W. Avenue J Lancaster, CA 93534 661-949-6503	11/14/14	Satisfactory	No issues noted.
Ed Edelman Children's Court 201 Centre Plaza Dr. #2700 Monterey Park, CA 91754 323-526-6610	10/30/14	Satisfactory	No issues noted.
LA County Kenyon-Juvenile Justice Center 7625 S. Central Ave. Los Angeles, CA 90001 323-587-8937		Did not inspect	Facility was closed.
JUVENILE HALLS			
Barry J. Nidorf Juvenile Hall (Sylmar Juvenile) 16350 Filbert St. Sylmar, CA 91342 818-364-2011	10/10/14	Satisfactory	Staff stated overtime utilized to fill positions vacant due to promotions.
Central Juvenile Hall (Eastlake Juvenile) 1605 Eastlake Ave. Los Angeles, CA 90033 323-226-8611		Did not inspect	Ongoing inspection by multiple agencies.
Los Padrinos Juvenile Hall 7285 Quill Dr. Downey, CA 90242 562-940-8681	10/10/14	Satisfactory	Inspection team observed construction in progress on issues noted by the prior grand jury. The minors appeared engaged in school activities.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
JUVENILE CAMPS			
Camp Clinton B. Afflerbaugh 6631 N. Stephens Ranch Rd. La Verne, CA 91750 909-593-4937	10/17/14	Unsatisfactory	Overall, the facility was dirty. Staff stated that staffing levels were inadequate. The first aid kit had no supplies.
Camp David Gonzales 1301 N. Las Virgenes Rd. Calabasas, CA 91302 818-222-1192	11/14/14	Outstanding	The camp housed 30 minors. Students were engaged and enthusiastic, and teacher was effective in this hands-on learning environment.
Camp Fred Miller 433 S. Encinal Canyon Rd. Malibu, CA 90265 818-889-0260	10/24/14	Satisfactory	Due to proximity of pending construction at Camp Kilpatrick next door, facility was not operating at full capacity.
Camp John Munz 42220 N. Lake Hughes Rd. Lake Hughes, CA 93532 661-724-1211	10/31/14	Satisfactory	The facility had a capacity of 85 but housed 45 minors at the time of the inspection. The restrooms needed cleaning and the basketball court needed resurfacing.
Camp Joseph Paige 6601 N. Stephen Ranch Rd. La Verne, CA 91750 909-593-4921	10/17/14	Satisfactory	The facility was well-run and organized. The staff stated that there was a staffing need.
Camp Joseph Scott (Girls Camp) 28700 N. Bouquet Canyon Rd. Santa Clarita, CA 91390 661-296-8500	09/25/14	Satisfactory	The facility was well-run. The inspection team observed that minors were engaged in the classroom. A couch in one of the dorms needed to be replaced.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Camp Glenn Rockey 1900 N. Sycamore Canyon Rd. San Dimas, CA 91773 909-599-2391	10/24/14	Unsatisfactory	On this date the inspection team observed that the dormitory floors needed sweeping and the shower area was dirty and had an odor.
	10/31/15	Satisfactory	On reinspection, previously reported issues had been corrected.
Camp Kenyon Scudder (Girls Camp) 28750 N. Bouquet Canyon Rd. Santa Clarita, CA 91390 661-296-8811	10/17/14	Satisfactory	The current population was 29. This camp was for low-risk girls. There was no light in the parking area. This created a security issue and needed to be addressed. Minors appeared to be focused in the classroom.
Camp Louis Routh 12500 Big Tujunga Canyon Rd. Tujunga, CA 91042 818-352-4407		Did not inspect	This camp was closed.
Camp Vernon Kilpatrick 427 S. Encinal Canyon Rd. Malibu, CA 90265 818-889-1353		Did not inspect	The camp was closed due to construction.
Camp William Mendenhall 42230 Lake Hughes Rd. Lake Hughes, CA 93532 661-724-1213	10/31/14	Satisfactory	The facility had a capacity of 100. It currently had a population of 52 minors. The minors appeared to be engaged in the classroom.
Challenger—Gregory Jarvis 5300 W. Ave. I Lancaster, CA 93536 661-940-4111	08/19/14	Tour only	CGJ toured this facility. Minors appeared engaged in the classroom. Vocational training was provided to the minors. Staff indicated a need for materials for vocational training.
Challenger—Ellison Onizuka 5300 W. Ave. I Lancaster, CA 93536 661-940-4144	08/19/14	Tour only	See Challenge—Gregory Jarvis comments.

NAME ADDRESS PHONE NUMBER OF FACILITY	DATE	INSPECTION RESULTS	COMMENTS
Challenger—Ronald McNair 5300 W. Ave. I Lancaster, CA 93536 661-940-4146	08/19/14	Tour only	See Challenger—Gregory Jarvis comments.
Dorothy Kirby Center 1500 S. McDonnell Ave. Los Angeles, CA 90022 323-981-4301	10/20/14	Outstanding	All minors in this facility had emotional, mental, and behavioral problems. The facility offered a co-educational program. Three agencies (Probation, Mental Health, and the Los Angeles County Office of Education) worked cooperatively to achieve an integrated therapeutic environment for the residents. Group therapy, the backbone of the treatment program, was provided weekly to cottage-living groups. The facility looked more like a school campus than like a detention center.

FINDINGS

1. During the course of the CGJ's inspection of municipal police jails. CGJ noted that Los Angeles Police Department (LAPD) had closed six jails: Devonshire, Foothill, Harbor, Southwest, Wilshire, and Southeast jails. The closure of these facilities required arresting officers to transport arrestees to a centrally located jail. This created a strain on police manpower in the field. Based on information received from LAPD, the closure of the above-mentioned jails was due to a lack of detention officers. To reopen the temporarily closed jails would require 62 additional detention officers; in addition, 75 police officer IIs currently back-fill for the vacant detention officer positions at other stations. LAPD's jail division is currently holding a detention officer academy class, and a second class was planned for June 2015.

2. At one Los Angeles County Sheriff's Department courthouse lockup inspected by the committee, deputies described the process of handling prisoners in a manner that would prevent the spread of staph bacteria called Methicillin-resistant Staphylococcus aureus (MRSA). When prisoners arrive, they are attached to a chain by individual handcuffs. Wearing gloves, the deputies detach prisoners from their handcuffs and chain. The deputies apply and clean the hardware with a specially designed disinfectant spray to kill MRSA.[1]

3. Staff at Northeast (LA/Eagle Rock) Station stated that there are potential environmental issues in the soil of the Northeast Police Station. A new facility will be built on the same site.

4. Some of the jails/holding areas the committee inspected were unsatisfactory:

> **Bell Gardens Police Department:** The inspection revealed peeling paint. There were locks on cabinets holding detainees' belongings, but there were no keys. One cell was not useable because of broken plumbing pipes.

> **Bellflower Courthouse Jail:** Radio dead zones exist in some areas within the courthouse. The refrigerator registered at an unsafe temperature. Staff stated the gun lockup needed to be upgraded and the sally port needed to be enhanced. Alarm systems for exit doors were not operable.

> **Compton Courthouse Jail:** The building was very old. There were scratches throughout the facility. The walls and ceilings in the cells were in poor condition. There was low water pressure in cells and in the lock-up area. Walls and ceilings throughout

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[1] According to research by the Mayo Clinic, MRSA is spread by skin contact. It affects healthy people in settings where skin contact is likely, such as contact sports, or groups living in crowded and unsanitary conditions.

the facility needed to be painted. Food for inmates was left unrefrigerated and out in the open.

East Los Angeles Courthouse Jail: The turn-out gear does not fit staff and had never been used. There was graffiti all over floor of holding cells. The staffing level was in flux due to court consolidation. There were no defibrillators at this facility.

Inglewood Juvenile Courthouse Jail: The facility was built in 1976 and had not been properly maintained (graffiti and peeled paint on the wall, and the floor tile needed to be repaired). The sally port was inadequate, having a narrow path from outside of the building to the courthouse. Packaged food for inmates was delivered and stored in a portable cooler rather than refrigerated. The health inspection was done roughly five months ago, and the facility did not pass. In case of an emergency, a deputy at the detention facility needed to call the dispatcher first before connecting to the 911 Call Center.

Men's Central Jail: The facility was old but was clean. The old section was built in 1963 and the new section was built in 1973. There were ongoing plumbing problems. The kitchen operation was running well and it was clean. It serviced roughly 20,000 meals per day—mainly packaged food for Central Jail and Twin Towers. A chapel on-site performs services multiple times daily. Staff stated pest control and plumbing were the major issues. The facility was overcrowded.

Redondo Beach Police Department: Cameras within the facility were installed but were not yet operational.

RECOMMENDATIONS

14.1 The Los Angeles Police Department (LAPD) should continue recruitment efforts to fill vacant detention officer positions.

14.2 LAPD management should communicate with staff at Northeast Police Station about steps being taken to ensure environmental safety at the site of the current and the proposed buildings.

14.3 The Redondo Beach Police Department should ensure that all cameras are operational within the facility.

14.4 The Los Angeles County Sheriff's Department (LASD) should communicate with the Judicial Council of California about the Bellflower Courthouse Jail building to resolve safety issues due to radio dead zones and to repair the alarm systems for exit doors. LASD should also upgrade the gun lock-up and ensure the temperature on the refrigerator meets the food safety standard.

14.5 LASD should communicate with the Judicial Council of California about repairing the Compton Courthouse holding area. LASD should ensure food for inmates is refrigerated properly.

14.6 LASD should remove graffiti in the cells at East Los Angeles Courthouse Jail and should ensure the turn-out gear fits the deputies working at this facility.

14.7 The Los Angeles County Probation Department (Probation) should repair/upgrade the Inglewood Juvenile Courthouse Jail. In addition, Probation should ensure the facility passes annual health inspections without any issues. Probation should install a refrigerator instead of using a portable cooler for storing food for juveniles. Probation should streamline the 911 emergency call processes at this facility.

14.8 The LASD should promptly resolve the ongoing plumbing and pest issues in the Men's Central Jail building without waiting to address the larger issue of overcrowding.

14.9 Probation should resolve staffing-level issues at its camps and properly maintain first-aid kits there.

REQUEST FOR RESPONSE

Recommendation Number	Responding Agency
14.1–14.2	Los Angeles Police Department
14.3	Redondo Beach Police Department
14.4–14.6, 14.8	Los Angeles County Sheriff's Department
14.7, 14.9	Los Angeles County Probation Department

ACRONYMS

CGJ Los Angeles County 2014–2015 Civil Grand Jury
LASD Los Angeles County Sheriff's Department
LAPD Los Angeles Police Department
MRSA Methicillin-Resistant Staphylococcus Aureus

COMMITTEE MEMBERS

Steve Yi, chair
John A. Rangel, vice chair
Earline C. Parker, secretary
John Acevedo
Octavio "Toby" Chavez
Jim Contreras
Jimmy Dixon
Larry Lyman
Joyce Simily
Adrian Tigmo
Gloria M. Wilson
Margaret M. Yasuda

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EDIT AND PUBLISHING COMMITTEE

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Ben Cowitt, secretary
John Acevedo, PERT chart developer
Jimmy Dixon
Earline C. Parker
Adrian Tigmo
Steve Yi, adjunct, PERT keeper
Simeon Zano

EDIT AND PUBLICATION COMMITTEE

California Penal Code Section 933 mandates the Civil Grand Jury to publish its Final Report at the end of its term of office. Each standing and investigative committee of the jury must submit its report, which has been read and approved by the entire jury, for inclusion in the Final Report.

For a more efficient workflow, the Los Angeles County 2014–2015 Civil Grand Jury combined the traditionally separate Edit and Publication committees into one committee (committee). Early in its tenure, the committee recommended to the jury a format for this Final Report, as well as methods for efficient and precise report-writing techniques.

Committee members developed timelines, along with a pictorial display of timelines known as a Program Evaluation and Review Technique chart. This ensured that deadlines were met—not only for the printing of this report but also to allow ample time for legal counsel and our supervising judge to thoroughly examine and analyze our written product.

During the year, as each investigative and standing committee submitted its report, the Edit and Publication Committee read each report to ensure that the content was unambiguous, concise, sourced, fact-checked, and best set forth the work done by each committee.

Members of the jury bore the statutory duty of delivering copies of relevant portions of the reports to "applicable" and "responsible" persons and entities before the jury's term ended.

Approximately 750 copies of this Final Report were printed and distributed. Recipients of these copies include but are not limited to the Los Angeles County Board of Supervisors, judges of the Superior Court, District Attorney, Public Defender, Los Angeles City Attorney, Los Angeles County Counsel, Los Angeles County Probation Department, Los Angeles County Sheriff's Department, police chiefs and mayors of cities throughout Los Angeles County, special districts, and public interest groups.

This Final Report is also published on the Internet for viewing by the public.

COMMITTEE MEMBERS

Dany Margolies, chair	Earline C. Parker
Ben Cowitt, secretary	Adrian Tigmo
John Acevedo, PERT chart developer	Simeon Zano
Jimmy Dixon	Steve Yi, adjunct, PERT keeper

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SOCIAL COMMITTEE

Joyce Simily, chair
Margaret M. Yasuda, vice chair
Jimmy Dixon, secretary
Ben Cowitt, treasurer
Shari E. Pearce

SOCIAL COMMITTEE

The Los Angeles County Civil Grand Jury's Social Committee organizes social events, provides the jury with beverages and kitchen supplies, and promotes camaraderie and cohesiveness among the jurors.

The 2014–2015 Social Committee established committee guidelines, which the Los Angeles County 2014–2015 Civil Grand Jury (CGJ) adopted. The committee inventoried supplies and prepared lists of supplies to be purchased. The committee established a fund for bottled water delivery, coffee, tea, sweeteners, creamers, utensils, cups, and plates. Based upon the estimated costs of these goods, each juror contributed a set amount to the fund. The committee purchased the goods as needed.

A monthly treasurer's report on expenditures was made available for the CGJ's review. Each workday, a scheduled committee member cleaned the coffee pots and coffee area. The committee instituted onsite monthly treats provided to the CGJ, as well as to special speakers as requested by the jury.

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SPEAKERS AND TOURS COMMITTEE

Larry Lyman, chair
Virgil L. Greer Jr., vice chair
Joyce Simily
Wesley C. Thompson
Gloria M. Wilson

SPEAKERS AND TOURS COMMITTEE

The Los Angeles County 2014–2015 Civil Grand Jury (CGJ) charged its Speakers and Tours Committee with the responsibility of inviting public officials to address the CGJ on their areas of expertise. The committee also arranged tours within county facilities so the CGJ could observe their physical structure, administrative staffing, and budgetary issues and thus evaluate the operation of these facilities.

The guest speakers and tours provided the CGJ with information to determine possible areas of investigation.

The tables below list the 2014–2015 Civil Grand Jury speakers and tours.

DATE	SPEAKER	TITLE
07/23/14	John Naimo Arlene Barrera Robert Smythe	• Acting Auditor-Controller, County of Los Angeles • Assistant Auditor-Controller • Division Chief, Audit
08/20/14	Jerry Powers	Chief Probation Officer, County of Los Angeles Probation Department
08/27/14	Mitchell H. Katz	Director, Los Angeles County Department of Health Services
08/27/14	Tom Travis	General Manager, Information Technology Service
09/03/14	Marvin J. Southard	Director, Los Angeles County Department of Mental Health
09/03/14	Mark Fajardo Craig R. Harvey	• Chief Medical Examiner–Coroner, County of Los Angeles Department of Medical Examiner–Coroner • Chief Coroner Investigator & Chief of Operations

09/10/14	Judy Chiasson	• Program Coordinator, Human Relations, Diversity & Equity, Los Angeles Unified School District
	Holly Priebe-Diaz	• Intervention Coordinator
09/18/14	William W. Hodgman	Assistant District Attorney, County of Los Angeles
09/23/14	Sharon Moller	Interim County Tax Assessor
09/23/14	Dean C. Logan	• Los Angeles County Registrar-Recorder/County Clerk
	Debbie Martin	• Chief Deputy
09/24/14	Max Huntsman	Inspector General, Office of the Inspector General
09/29/14	Michael D. Antonovich	• Supervisor, Fifth District, Los Angeles County Board of Supervisors
10/03/14	Philip L. Browning	Director, County of Los Angeles Department of Children and Family Services
10/07/14	Mike Feuer	Los Angeles City Attorney
11/06/14	Warren R. Asmus	Chief, Court Services Division, County of Los Angeles Sheriff's Department
11/12/14	David Yoshihara	Superintendent of Schools, San Gabriel Unified School District
11/12/14	Sandra Lyon	Superintendent, Santa Monica–Malibu Unified School District
11/19/14	Don Brann	State Trustee, Inglewood Unified School District
12/04/14	Franklin D. Pratt	Medical Director, Executive Office, County of Los Angeles Fire Department
12/18/14	Mark Ridley-Thomas	• Supervisor, Second District, Los Angeles County Board of Supervisors
	Sachi A. Hamai	• Interim Chief Executive Officer, Los Angeles County
1/13/15	Francisco Rodriguez	• Chancellor, Los Angeles Community College District
	Camille A. Goulet	• General Counsel, LA

DATE		
1/14/15	Katie Braude	Vice President, Los Angeles County Board of Education, Los Angeles County Office of Education
01/20/15	Valerie A. Munoz Jeffrey E. Elder Astrid McDuffee	• Senior Management Analyst, Public Access Defibrillator Program, Los Angeles (City) Fire Department • Battalion Chief/Paramedic, Los Angeles Fire Department • Sergeant, Safety Management Unit, Risk Management Bureau, Los Angeles Sheriff's Department
01/28/15	Rick Cole	Deputy Mayor, Budget & Innovation, City of Los Angeles
02/02/15	Jim McDonnell	Sheriff, County of Los Angeles Sheriff's Department
02/18/15	LeRoy J. Jackson	City Manager, Torrance
03/12/15	Sheila Kuehl	Supervisor, Third District, Los Angeles County Board of Supervisors

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DATE	TOUR or VISIT	LOCATION
7/31/14	Clara Shortridge Foltz Criminal Justice Center	Los Angeles
8/7/14	Twin Towers	Los Angeles
8/12/14	County Board of Supervisors meeting	Los Angeles
8/14/14	311 Call Center	Los Angeles
8/19/14	Challenger Memorial Youth Center	Lancaster
8/21/14	Century Regional Detention Facility	Lynwood
8/26/14	Pitchess Detention Center	Valencia
9/16/14	911 Call Center	Los Angeles
9/22/14	Los Angeles City Hall	Los Angeles

9/25/14	Camp Joseph Scott	Santa Clarita
10/2/14	Medical Examiner-Coroner facility	Los Angeles
10/23/14	Hyperion Treatment Plant	Playa del Rey
11/4/14	Los Angeles Harbor	San Pedro

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