

2019-2020
Los Angeles County
Civil Grand Jury



FINAL REPORT

Due to the advent of COVID-19, a traditional photograph of the 2019-2020 Los Angeles County Civil Grand Jury could not be taken in a courtroom. This snapshot of the Jury was taken at the Edmund D. Edelman Children's Courthouse while the Jury distributed holiday gifts.

2019-2020 Los Angeles County Civil Grand Jury



First Row (left to right)

Mamie Burluson, Irene Shandell-Taylor, Hind Baki, Heather Preimesberger, Nirja Kapoor, Jenalea Smith, Carolyn Cobb, Rebecca Hunter, Alice Beener, Deanne Walls, Judith Krimmel, John Palos, Gloria Wilson, Marina LaGarde, and Angela Blakes.

Second Row (left to right)

Larry Sullivan, Gordon Jefferson, Michael Padilla, Joel Thomas Floyd, Joseph Sarria, Jean Holden, LeRoy R. Titus, and Judith Whitman.

2019-2020 LOS ANGELES COUNTY CIVIL GRAND JURY

HIND BAKI

ALICE BEENER

ANGELA BLAKES

MAMIE BURLESON

CAROLYN COBB

JOEL THOMAS FLOYD

JEAN HOLDEN

REBECCA HUNTER

GORDON JEFFERSON

NIRJA KAPOOR

JUDITH KRIMMEL

MARINA LaGARDE

MICHAEL PADILLA

JOHN PALOS

HEATHER PREIMESBERGER

JOSEPH SARRIA

IRENE SHANDELL-TAYLOR

JENALEA SMITH

LARRY SULLIVAN

LeROY R. TITUS

DEANNE WALLS

JUDITH WHITMAN

GLORIA WILSON



County of Los Angeles CIVIL GRAND JURY

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To: The Residents of Los Angeles County

The origins of the modern Grand Jury can be traced to 12th century England. In America, the first Grand Jury was established in the Massachusetts Bay Colony in 1635.¹

The Los Angeles County Civil Grand Jury (Jury) has three areas of responsibility: 1) to provide civilian oversight of the governmental agencies within Los Angeles County (County), 2) to inspect jails and juvenile detention centers within the County, and 3) to investigate complaints made by individuals in the County. The Jury does not mandate; it makes recommendations. This report is the result of our investigations from July 1, 2019 to June 30, 2020.

I would like to thank Criminal Supervising Judge Sam Ohta and the Superior Court judges for giving us the opportunity to serve. Our advisors, Blaine McPhillips, Sumako McCallum, and Rourke Stacy, from County Counsel, provided valuable legal advice. Many Los Angeles County officials and employees provided information and conducted tours. Grand Jury staff Mark Hoffman, Waymond Yee, and Natalie Rascon were always ready to help. I would also like to thank the jurors who served the County with unfailing courtesy, a cooperative spirit, passion, and good humor. I am privileged to have had the opportunity to work with such a dedicated group.

The COVID-19 pandemic presented challenges to the Jury, as it did to County departments and agencies. We worked remotely to finish the report. We especially appreciated the efforts of the staff and County Counsel in assisting Jury members during this time. The report was completed in a shortened time frame, and the discussion between the jurors was limited to electronic communication.

I encourage all interested and qualified residents of Los Angeles County to serve as members of a future Civil Grand Jury.

The 2019-2020 Los Angeles County Civil Grand Jury submits this report to Judge Ohta and the residents of Los Angeles County.

Respectfully,

A handwritten signature in cursive script that reads "J. Krimmel".

Judith Krimmel, Foreperson
2019-2020 Los Angeles County Civil Grand Jury

¹ http://www.lassencourt.ca.gov/general_info/grandjury.shtml (accessed 5/18/20)

INTRODUCTION

LOS ANGELES COUNTY CIVIL GRAND JURY

The 2019-2020 Los Angeles County Civil Grand Jury served from July 1, 2019 to June 30, 2020. Because of the COVID-19 Coronavirus epidemic, we were required to work from home, which was quite a challenge.

The following provides a broad overview of the Civil Grand Jury, its history, what it is and how it functions.

HISTORY

The grand jury system has its historical roots in the old English grand jury system, the purpose of which was to protect citizens from the arbitrary power of the crown. The American system continues to retain the goal of protecting residents from abuse by local government.

DEFINITIONS

Section 888 of the California Penal Code provides that a civil grand jury be comprised of the required number of citizens charged and sworn to investigate county matters of civil concern. Based upon its population, the required number of Civil Grand Jurors for Los Angeles County is 23.

FUNCTIONS

The Civil Grand Jury functions as an independent body. All matters discussed are kept private and confidential. It is the responsibility of the Civil Grand Jury to investigate certain aspects of county and local government to ensure they are being operated honestly and efficiently.

The Civil Grand Jury is mandated by law to respond to letters of complaints by citizens, and to inquire into the conditions of public detention facilities.

REQUIREMENTS TO BECOME A CIVIL GRAND JUROR

In order to be selected as a Civil Grand Juror, an individual:

1. Must be a citizen of the United States, 18 years of age or older, and a resident of the State of California and Los Angeles County for at least one year immediately prior to selection
2. Must not be serving as a trial juror in any California court.
3. Cannot have been discharged as a grand juror in any California court within one year of the beginning date of service
4. Cannot have been convicted of malfeasance in office or any felony or other high crime
5. Must possess sufficient knowledge of the English language
6. Must be in possession of his or her natural faculties, be of ordinary intelligence, sound judgment and good character

TERM OF SERVICE

Every July 1, 23 citizens of Los Angeles County are sworn as Civil Grand Jurors to serve for a period of twelve months. Civil Grand Jury duty is a full time job, with each Civil Grand Jury establishing its own work schedule. Everyone who is nominated to serve must be fully cognizant of the time involved. Each prospective nominee should thoughtfully weigh any and all personal and business obligations before accepting the nomination.

The Superior Court judges nominate persons representing the cultural, ethnic, and diverse life experience of residents of Los Angeles County, so that the Civil Grand Jury reflects the many interests and concerns of the citizens. Following the nominations, the selection process for Civil Grand Jurors involves a random choice of prospective jurors and alternates.

COMPENSATION

A Civil Grand Juror receives \$60 for each day's attendance, plus mileage at the current available rates, and free parking. If a Civil Grand Juror chooses to use public transportation to sessions of the Grand Jury, he or she will be reimbursed for the cost of that transportation.

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

Los Angeles Superior Court
Civil Grand Jury Coordinator
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Eleventh Floor – Room 11-506
Los Angeles, CA 90012
Telephone (213) 628-7914
<https://www/grandjuryco.la.ca.us>

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INVESTIGATIVE COMMITTEES



2019-2020
Los Angeles County
Civil Grand Jury

A DIET FOR LANDFILLS: Cutting Down on Food Waste



**2019-2020
Los Angeles County
Civil Grand Jury**

A DIET FOR LANDFILLS: Cutting Down on Food Waste

EXECUTIVE SUMMARY

"Cutting food waste is a delicious way of saving money, helping to feed the world and protect the planet."

--Tristram Stuart, Environmentalist¹

Food does not belong in the garbage. When edible, it can and should be consumed (Appendix 1 and 2). Food waste is the largest portion of the “organic waste” stream taken to landfills every year, instead of being separated and recycled for secondary use.² Diverting organic waste from landfills will significantly reduce methane gas emissions, which have a negative impact on public health and contribute to climate change.³

This Committee investigated how Los Angeles County (County) disposes of its waste, and more specifically, how it addresses one of its own diversion goals: reducing waste sent to landfills by 80% by the year 2025,⁴ with a 75% reduction in the organic waste sent there.⁵

Organic waste--which also includes green/yard waste, nonhazardous wood waste, and food-soiled paper⁶--makes up the largest portion of the garbage going to landfills.⁷ The State of California has mandated that all commercially-generated organic waste must be diverted from landfills, and recycled.⁸

According to the County sustainability plan:⁹

“Most important to the growth of organics recycling is proper source separation of waste. Any contaminated waste streams provide difficulties to waste management and oftentimes deem waste non-recyclable. It is critical that all LA County residents are educated on waste separation.”

¹ <https://www.azquotes.com/quote/1504986> (accessed 4/20/20)

² 2018 Countywide Organic Waste Management Plan Annual Report (published December 2019), <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> Page 8 (accessed on 4/16/20)

³ <https://www.epa.gov/sustainable-management-food/reducing-impact-wasted-food-feeding-soil-and-composting> (accessed 4/14/20)

⁴ https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Page 1 (accessed 10/22/19)

⁵ “Los Angeles Countywide Sustainability Plan”, <https://ourcountyla.lacounty.gov/strategies/strategy-9d?goal=836>

⁶ *ibid*

⁷ https://www.salon.com/2018/12/15/already-a-climate-change-leader-california-takes-on-food-waste_partner/

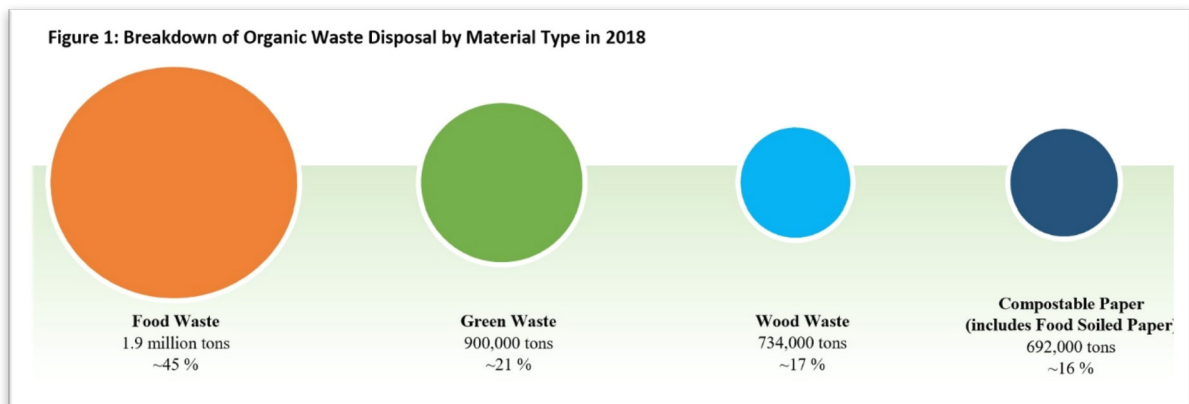
⁸ <https://www.calrecycle.ca.gov/Recycle/Commercial/Organics/>

⁹ “Our County” Los Angeles Countywide Sustainability Plan, <https://ourcountyla.lacounty.gov/strategies/strategy-9d?goal=836>

This separation of organic waste is an important component in sustaining an effective recycling program. Once organic waste is properly separated (both from the rest of the garbage, and by whether it's green or food waste), it can be processed through composting or anaerobic digestion.¹⁰

Within the County, the latest estimate shows that 1.9 million tons of food waste is being sent to landfills each year,¹¹ with a per day estimate of 4,000 to 6,000 tons.¹² In order for that to change, this Committee found that an adequate framework at the grassroots level is needed. We discovered a labyrinth of ways that food waste continues to end up in landfills, with many roadblocks standing in the way of fully implementing the State mandate.

In addition, those residents, schools, and businesses committed to appropriate food waste separation and recycling are often left to their own devices, unless their waste hauler or jurisdiction offers this service. The Committee identified several opportunities for supportive public policies that can incentivize and create avenues to increase food waste recycling and organic waste diversion rates.



*2018 Countywide Organic Waste Management Plan Annual Report
(see footnote 11)*

¹⁰ *ibid.* Compost: The product, rich in nutrients, results from the decomposition of organic material. Anaerobic Digestion: Organic matter, such as food waste or sewage, is broken down to produce biogas and biofertilizer.
<https://ourcountyla.lacounty.gov/strategies/strategy-9d?goal=836> and <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf> Page 206 (Appendix IV)

¹¹ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> 2018 Countywide Organic Waste Management Plan Annual Report, Page 9

¹² <https://www.sgvtribune.com/2016/07/30/your-food-waste-is-clogging-up-californias-landfills-heres-how-recycling-could-fix-it/> (accessed 9/12/19)

BACKGROUND

“People put their trash out, and I like to joke that they think the trash fairies picked it up . . . they don’t know where it went . . . they just want it gone.”

--waste management expert¹³

Critical mass in the need for more effective waste management has been building for years in the County. The year 2019 provided this Committee with two urgent reasons to make changes when it comes to food waste separating and recycling.

1. Recycle Markets Collapse, Sending More Waste to Landfills

- In 2017, China announced it would no longer accept most of the mixed paper and plastics shipped from the United States and other countries.¹⁴
- Chinese officials pointed to “contamination”¹⁵ as one of the reasons they were not willing to take America’s shipments.¹⁶ All of a sudden, more material is being landfilled instead of recycled, negatively impacting the County’s diversion rates.¹⁷
- A City of Los Angeles official told this Committee that the result of the China policy change is this: previously, the City received \$1 million per year for the recyclable materials it collected; now, the City pays \$5 million per year in order to have it processed.¹⁸
- Landfills in the County will eventually reach capacity (Appendix 3).
- **County officials are looking to organics recycling as a solution.**¹⁹

2. State Mandates Big Changes in Organics Recycling

- The mission of the California Department of Resources Recycling and Recovery (CalRecycle) includes increasing “the diversion of organic materials

¹³ Per Committee interview on 1/7/20

¹⁴ China National Sword Policy, https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Page 1 (accessed 10/22/19)

¹⁵ “Recycling contamination is a significant issue. Contamination happens when items are placed in the incorrect system/bin. If recyclables are placed in the appropriate recycling bin, but contain food remnants, the food can contaminate the bin and its contents. Therefore, all the bin’s content would need to be landfilled.” Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019 https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Page 6

¹⁶ <https://e360.yale.edu/features/piling-up-how-chinas-ban-on-importing-waste-has-stalled-global-recycling> (accessed 2/20/20)

¹⁷ Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019 https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Executive Summary, Page 1

¹⁸ Interview was conducted on 2/27/20

¹⁹ Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019 https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Page 1

away from landfills and toward the production of value-added products such as compost, fertilizers, and biofuels.”²⁰

- Assembly Bill 1826 (Mandatory Commercial Organics Recycling) required the following, as of January 1, 2019:²¹ all businesses and multi-family dwellings with five units or more, generating four or more cubic yards of solid waste per week,²² must separate and recycle their organic materials.
- As of January 1, 2020, Assembly Bill 1594 requires green waste to be diverted from landfills for recycling in order to meet diversion goals.²³ Otherwise, green waste in landfills would be considered “disposal.” Landfills use green waste as Alternative Daily Cover,²⁴ part of operating a landfill.
- Failure to comply will subject the jurisdiction (whether County or a city) to fines of up to \$10,000 per day.²⁵

METHODOLOGY

1. Visited the following:

- ✓ landfills
- ✓ anaerobic digesters
- ✓ Materials Recovery Facilities (MRF, pronounced “murfs”)
- ✓ compost facilities

2. Interviewed waste management experts, including:

- ✓ County Department of Public Works officials
- ✓ municipal public works officials
- ✓ state officials
- ✓ federal officials
- ✓ waste haulers
- ✓ engineers
- ✓ academicians
- ✓ atmospheric scientists
- ✓ food policy experts
- ✓ business owners
- ✓ large facility managers

²⁰ <https://www.calrecycle.ca.gov/Organics/>

²¹ <https://www.calrecycle.ca.gov/recycle/commercial/organics/>

²² Waste of about 24 large trash bags: <https://wasteindustries.com/commercial/dumpster/4yardtrash>

²³ <https://www.cawrecycles.org/ab-1594-williams-compostable-organics-management>

²⁴ <https://www.calrecycle.ca.gov/LGCentral/Basics/ADCBasic>

²⁵ <https://www.calrecycle.ca.gov/LGCentral/Reporting/Biennial/>

- ✓ teachers and public education officials
 - ✓ non-profit organizations dealing with edible food recovery
3. Conducted in-person interviews, site visits, phone interviews, and research into a number of the 88 cities in the County to assess food waste collection services available to businesses, residents or both
 4. Conducted on-site visits to the trash areas of some buildings in the County that generate a large amount of food waste
 5. Researched cities in the United States and in other countries that are separating and recycling food waste

RESULTS OF INVESTIGATION

“In the year 2019, waste management should be more of a priority. We have the conversion technologies available: anaerobic digestion, thermal conversion, etc. . . . there isn’t any reason to throw anything in a landfill.”

--County waste management expert²⁶

Landfills

- Landfills are complex operations, with liners, rainwater collection, ground monitoring, and gas collection²⁷ (Appendix 4 “Anatomy of a Landfill”).²⁸
- “Landfills in California are the biggest belchers of methane,” the potent Greenhouse Gas (GHG) that contributes to climate change, according to a 2019 study by research scientists at the Jet Propulsion Laboratory in Pasadena, CA.²⁹ Researchers used an airborne imaging spectrometer to show that 41 percent of emissions in the atmosphere came from landfills, while the dairy, oil & gas industries contributed 26 percent each.³⁰
- Methane, as described in the Countywide Sustainability Plan, “. . . is released . . . by the decay of organic waste in landfills.”³¹

²⁶ Per Committee interview 11/19/19

²⁷ https://www.sfwma.org/wp-content/uploads/2011/11/Anatomy_of_a_Landfill.pdf (click on Anatomy of a Landfill; accessed on 5/13/20)

²⁸ The illustration was a poster the Committee saw displayed in the lobby area of the Environmental Health Protection Branch of the County Public Health Department on 2/19/20

²⁹ <https://www.sciencenews.org/article/california-landfills-are-belching-high-levels-climate-warming-methane> (accessed 1/14/20), study published in the magazine Nature, Nov. 6, 2019

³⁰ *ibid*

³¹ <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf> Page 213 (Appendix IV) (accessed 9/13/19)

- Landfill managers showed us their onsite gas-to-energy system, which captures methane and converts it into electricity that can be used by the facility or sold. Several landfill operators expressed concern that their gas-to-energy operation depends on the organic waste brought to the landfill.
- Gas capture at landfills creates electricity and revenue for the landfill operator, but also has economic and environmental disadvantages.³² State officials report that even the best-managed landfills only capture 50% to 80% of the methane gas generated.³³
- Even closed landfills in the County may need to be managed for decades.³⁴ The South Coast Air Quality Management District held community meetings in the fall of 2019 to alert residents in East Los Angeles about Cogen Landfill, closed in 1959, which was now, 60 years later, showing elevated gas emissions.³⁵ The County is planning to build a system for managing the remaining methane gas emissions.³⁶
- Per CalRecycle: “Diverting organic waste from landfills to compost facilities and anaerobic digestion facilities, along with implementing food recovery programs, will significantly reduce methane emissions from landfills, many of which are located in or near disadvantaged communities. Reducing these emissions will have beneficial impacts on climate and public health and will result in avoided social costs. Social costs estimate the health and environmental damage that is avoided by reducing GHGs [Greenhouse Gases], as opposed to representing the cost of achieving the GHG reductions.”³⁷
- According to County officials, the demand for organic waste processing capacity is currently being handled by existing facilities located both in and out of the County.³⁸ However, looking to the future, County officials said there is a shortfall when it comes to food waste recycling infrastructure, in particular,

³² <https://www.wastedive.com/news/disputed-ground-the-future-of-landfill-gas-to-energy/557706/>

³³ CalRecycle, “Proposed Regulation for Short-Lived Climate Pollutants: Organic Waste Methane Emissions” Page 11 (document provided to Committee by County official on 12/2/19) https://www.google.com/url?client=internal-element-cse&cx=017557373779849962485:erv3s56gka0&q=https://www.calrecycle.ca.gov/docs/cr/laws/rulemaking/slcp/impactassessmnt.pdf&sa=U&ved=2ahUKewjzkd7nj_3pAhWkZjQIHQo2D18QFjABegQICRAB&usg=AOvVaw3wpNngocnTPeO9PaPSWsbG

³⁴ <https://pw.lacounty.gov/pmd1/easternhilllandfill/> (accessed 2/20/20)

³⁵ <https://pw.lacounty.gov/pmd1/easternhilllandfill/docs/City-Terrace-Community-Meeting-10.29.19.pdf>

³⁶ *ibid*

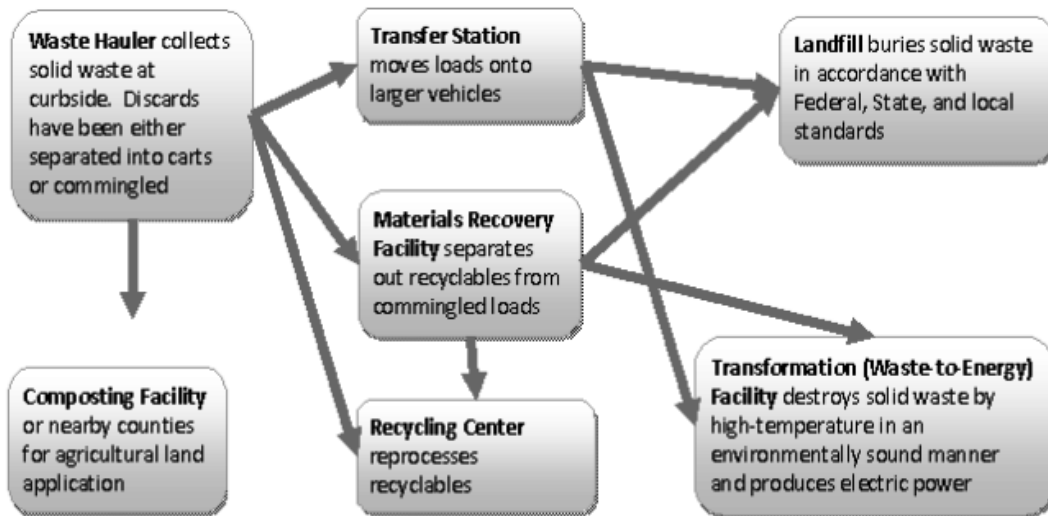
³⁷ CalRecycle, “Proposed Regulation for Short-Lived Climate Pollutants: Organic Waste Methane Emissions” Page 37 (document provided to Committee by County official on 12/2/19) https://www.google.com/url?client=internal-element-cse&cx=017557373779849962485:erv3s56gka0&q=https://www.calrecycle.ca.gov/docs/cr/laws/rulemaking/slcp/impactassessmnt.pdf&sa=U&ved=2ahUKewiP0pqbmv3pAhX2CzQIHWASARgQFjAAegQIBRAB&usg=AOvVaw0p_Lv9liayvzUCkKqB45u

³⁸ <https://pw.lacounty.gov/epd/swims/ShowDoc.aspx?id=8693&hp=yes&type=PDF> 2018 Countywide Organic Waste Management Plan Annual Report, Page 1

and more facilities need to be built in Los Angeles County, rather than continuing to rely on out-of-County sources as has been the custom.³⁹

- Landfills we visited had a constant flow of trucks bringing in waste from throughout the County; “tipping fees” were displayed at each front gate, letting the waste hauler know the cost per ton for the material that was being brought for disposal.⁴⁰ A 2019 study by Harvard Law School⁴¹ pointed out that banning organics from landfills can lead to a reduction in landfill hauling and tipping costs.⁴²

Where solid waste goes in Los Angeles County⁴³



Waste Hauler

- ◇ The County Department of Public Works serves the 125 unincorporated areas, and has contracts with 30 authorized waste haulers, including such companies

³⁹ ibid

⁴⁰ https://www.lacsd.org/services/solidwaste/tipping_fees.asp

⁴¹ <https://wastedfood.cetonline.org/wp-content/uploads/2019/07/Harvard-Law-School-FLPC-Center-for-EcoTechnology-CET-Organic-Waste-Bans-Toolkit.pdf>, Pages 20-21 (accessed 11/4/19)

⁴² ibid

⁴³ <https://dpw.lacounty.gov/epd/swims/Help/faq.aspx> About Solid Waste, #2, “Where does our solid waste go?”

as Athens Services,⁴⁴ NASA Services,⁴⁵ Waste Management⁴⁶ and Waste Resources.⁴⁷

- ◇ Some waste-hauling companies own or operate landfills in the County or in nearby counties and take material to that landfill.
- ◇ Most of the 88 cities in the County have a contract with a single waste hauling company; a small number provide their own municipally staffed waste collection services for residential or both residential and commercial.⁴⁸
- ◇ In 2016, the City of Los Angeles created 11 franchise zones and awarded exclusive contracts to seven waste haulers to handle the waste for commercial and multifamily properties.⁴⁹
- ◇ Most communities don't offer a food waste collection service; instead, most offer one for yard and garden waste.⁵⁰ In a throwback to the City of Los Angeles' ranching days, the City offers curbside collection of horse manure to its residential horse owners.⁵¹
- ◇ There are more avenues in place for systematic collection of yard/green waste (Appendix 5).
- ◇ **Only 4% of the County's organic waste recycling infrastructure is able to accept food waste.**⁵²

Transfer Station/Materials Recovery Facility

- ◇ These are facilities that receive unprocessed waste, temporarily store it, and transport it off-site to another facility.⁵³ Some of the facilities also sort and separate, by hand, or by use of machinery, items that can be recycled or composted.⁵⁴
- ◇ Out of 20 transfer stations in the County, **only eight** are designated as having capacity to receive separated food waste.⁵⁵

⁴⁴ <https://athensservices.com/>

⁴⁵ <http://nasaservices.com/>

⁴⁶ <https://www.wm.com/us/en/mybusiness>

⁴⁷ www.wasteresources.com

⁴⁸ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> LA County Countywide Organic Waste Management Plan March 2018, Page 42

⁴⁹ <https://labusinessjournal.com/news/2016/dec/09/l-council-approves-huge-trash-franchise-system/> (accessed 10/20/19)

⁵⁰ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> LA County Countywide Organic Waste Management Plan March 2018, Page 38

⁵¹ https://www.lacitiesan.org/san/faces/home/portal/s-lsh-wwd/s-lsh-wwd-s/s-lsh-wwd-s-c/s-lsh-wwd-s-c-hmc?_afLoop=9961970215956670&_afWindowMode=0&_afWindowId=null&_adf.ctrl-state=f6dfvef8p_1#!%40%40%3F_afWindowId%3Dnull%26_afLoop%3D9961970215956670%26_afWindowMode%3D0%26_6_adf.ctrl-state%3Df6dfvef8p_5 (accessed 5/13/20)

⁵² <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> LA County Countywide Organic Waste Management Plan March 2018, Page 32, (accessed 5/8/20)

⁵³ https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019, Page 50

⁵⁴ https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019, Page 48

⁵⁵ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> LA County Countywide Organic Waste Management Plan March 2018, Table 4A-1 (accessed 5/8/20)

Composting Facility

- ◇ There are eight composting facilities and 12 facilities called “chip and grind”; all of them process green waste, not food waste.⁵⁶

Waste-to-Energy Facility

- ◇ The County lists three facilities as providing Anaerobic Digestion, a process by which organic matter, such as food waste or sewage, is broken down in the absence of oxygen to produce biogas and biofertilizer.⁵⁷ Only two process food waste: the Joint Water Pollution Control Plant in Carson, and the Kroger Co (Ralphs/Food4Less) facility in Compton which recycles food waste from its own stores (around 300, from Bakersfield to San Diego).

This Committee found a patchwork system of managing food waste, whether generated from businesses or residents. A consultant hired by the County to examine the changes needed in order to build a strong organic recycling program identified 11 ways the County can do things differently,⁵⁸ including:

- Getting elected officials more involved in supporting and endorsing change
- Reducing amount of food waste at the source (Appendix 6)
- Building more capacity at nine anaerobic digestion facilities that can process food waste
- Simplifying the permitting process to increase food waste processing
- Creating incentives to start diversion; offer subsidies; modify contracts
- Adopting ordinances for single family residences and apartment buildings with less than five units, with a process that quantifies, monitors and enforces
- Emphasize education and public outreach⁵⁹

“Los Angeles County is close to the largest agricultural production center in the world and has many viable markets for organic materials . . . There is strong statewide policy, financial incentives to assist in the development of facilities, and state incentives for the marketing and sales of the by-products of organic waste recycling (like compost and mulch) . . . However, the biggest disincentive may be the status quo, which is less costly to rate-payers and provides for significant revenue for collection and disposal companies.”⁶⁰

⁵⁶ Ibid, Table 4A-1

⁵⁷ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> 2018 Countywide Organic Waste Management Plan Annual Report, Appendix B, Table 1B

⁵⁸ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> LA County Countywide Organic Waste Management Plan March 2018, Page 39

⁵⁹ ibid

⁶⁰ ibid, Page 49

“...at the end of the day, public agencies ultimately control solid waste and how it is handled. Cities and counties are already sending clear signals to their service-provider haulers on what types of facilities and programs they need to meet new legislative mandates.”⁶¹

Food Waste Recycling Examples Throughout the County

- In the unincorporated areas of the County, a few businesses currently subscribe to food waste collection services, including four supermarkets that are enrolled in the County’s pilot food waste diversion program.⁶²
- The County’s Department of Public Works headquarters in Alhambra serves as a good model for other cafeterias: food waste generated at the employee cafeteria is separated from other trash, composted in special containers outside the cafeteria, with the resulting compost used to provide nutrient-rich cover to the onsite garden (Appendix 7). Good signage and ongoing employee training are vital to this process.
- For those businesses separating food waste and having arranged its pickup by their waste hauler, the food waste is taken to the Puente Hills Materials Recovery Facility (MRF). The Committee observed that this was a small pile in a corner of the massive facility (Appendix 8). Food waste material arrives from restaurants, grocery stores, and other businesses from the following cities: Arcadia, Baldwin Park, Gardena, Glendale, Industry, La Verne, Long Beach, Los Angeles, Pasadena, Pomona, San Dimas, and Santa Fe Springs. In addition, some commercial businesses in the unincorporated communities of Hacienda Heights and Rowland Heights have made arrangements to have food waste processed at this facility, according to an official at the Sanitation Districts of Los Angeles County (the Districts).⁶³
- At the Puente Hills MRF, a bio separator turns the food waste pile into a type of “slurry” that will then be taken to the Districts’ wastewater treatment plant in Carson.⁶⁴ Digesters at the Carson plant use sewage material to turn the food waste slurry into a biogas that provides electricity to the plant, and provides compressed natural gas (CNG) for vehicles that pull up to fuel.⁶⁵

⁶¹ *ibid*, Page 49

⁶² https://dpw.lacounty.gov/epd/tf/isw/isw_2019_09.pdf Page 3 (accessed 3/23/20)

⁶³ <https://www.lacsd.org/aboutus/default.asp>

⁶⁴ <https://www.biocycle.net/2019/12/04/sanitation-districts-gear-food-waste-codigestion/>

⁶⁵ *ibid*

- **City of Los Angeles**--A City official mentioned several pilot programs that deal specifically with food waste:⁶⁶
 - some food service employees at LAX have been trained to separate food waste from the trash⁶⁷
 - 522 homes in the Westchester area have been given special garbage disposals (In-Sink Pilot) that can break down certain food waste for processing at the Hyperion Water Reclamation Plant⁶⁸
 - an upcoming pilot planned for 18,000 homes, that will allow food waste to be placed in the green bin for weekly curbside pickup⁶⁹

- **Manhattan Beach**--Since 2015, the city has offered food waste curbside pickup and recycling to all its businesses and residents, at no extra cost to them.
 - The city contracts with Waste Management for its waste hauling needs. Food waste is taken to the company's CORE food waste recycling facility in Orange and turned into "slurry."
 - The material is then transported to the wastewater treatment plant in Carson.
 - Manhattan Beach residents are billed in a Pay-As-You-Throw system,⁷⁰ where 100% of the cost is dependent on the weight of the grey-color bin, which is for regular trash.⁷¹

- **Culver City**--The city uses its own city staff for waste collection,⁷² and contracts with Athens Services for the food waste that is placed in the green bins, along with yard waste to be recycled at its composting facility in Victorville (American Organics), according to a city official.⁷³
 - Once a year, Athens brings Culver City 20 tons of the compost material and the city gives most of it away to residents as a gift for gardens.⁷⁴
 - "It is the best-smelling stuff you can imagine, it is so earthy and high-end as a nutrient for the soil," one city official told us. "Our gardeners love it."

⁶⁶ Per Committee interview on 2/27/20

⁶⁷ <https://www.lawa.org/en/lawa-sustainability/sustainability-elements-material-resource-management> (accessed 3/2/20)

⁶⁸ https://www.lacitysan.org/san/faces/home/portal/s-lsh-wwd/s-lsh-wwd-s/s-lsh-wwd-s-o/s-lsh-wwd-s-o-isp.jsessionid=2bZ0gJ_enNejz3sx4nR_7yAVHcBXLbRq6WYPusobejfpXtBx7VDe!-839466798!-945519779?_adf.ctrl-state=iheptuwke_1&_afLoop=10334715382636628&_afWindowMode=0&_afWindowId=null#!%40%40%3F_afWindowId%3Dnull%26_afLoop%3D10334715382636628%26_afWindowMode%3D0%26_adf.ctrl-state%3Diheptuwke_5 (accessed 3/6/20)

⁶⁹ https://www.lacitysan.org/san/faces/wcnav_externalId/s-lsh-wwd-s-o-cyfwf (accessed 10/6/19)

⁷⁰ <https://patch.com/california/manhattanbeach/city-approves-pay-as-you-throw-trash-rates>

⁷¹ https://tbrnews.com/news/manhattan-beach-food-waste-program-recycled-million-pounds-since/article_bcc4a38a-ac25-11e6-a470-1376873e5c29.html (accessed 9/25/19)

⁷² <https://wasteadvantagemag.com/from-metal-to-plastic-culver-city-ca-makes-the-move-to-more-durable-containers/>

⁷³ Committee interview on 10/22/19

⁷⁴ *ibid*

- **Claremont**--The city offers its businesses a free food waste recycling program, and hired a new driver to pick up food waste from about 65 businesses that have signed up.⁷⁵
 - The food waste (food scraps, vegetable trimmings, plate scrapings, and spoiled food) is taken to a Burrtec Industries facility in Fontana for recycling.⁷⁶
 - The city is working on expanding the food waste pickup in 2021 to all residents.⁷⁷

- **Redondo Beach**--The city contracts with Athens Services for waste disposal,⁷⁸ which offers businesses a food scrap collection program, where food waste can be placed in the green bin, along with yard waste.⁷⁹
 - “A recycling program can reduce your trash service and save you money,” according to the city’s website.⁸⁰

Food Waste Recycling in the United States and Around the World

- As of 2016, at least 198 communities in the United States offer curbside food waste pickup.⁸¹ These include cities such as:
 - ✓ **Seattle**--offers residents and businesses curbside food waste collection
 - ✓ **New York City**--offers certain businesses curbside food waste collection
 - ✓ **San Francisco**--in 1996, became the first city in the nation to establish a large-scale food composting program for businesses and residents.⁸²
 - ✓ **Santa Barbara**--offers businesses and residents food waste pickup, with a fee reduction if less trash goes to the landfill⁸³
 - ✓ **Portland**--offers curbside food waste pickup and yard waste that can be combined in the green bin

- **Alameda County**⁸⁴ offers food waste curbside collection in all of its 14 cities (including Berkeley and Oakland) and six unincorporated areas⁸⁵

⁷⁵ Committee interview with city staff member on 1/2/20

⁷⁶ Per Committee interview on 1/2/20

⁷⁷ <https://business.claremontchamber.org/blog/claremont-chamber-chatter-2371/post/organics-newsletter-article-city-of-claremont-6317> (accessed 9/13/19)

⁷⁸ <https://athensservices.com/residential-services/city-of-redondo-beach/>

⁷⁹ <https://www.redondo.org/news/displaynews.asp?NewsID=2084&TargetID=9> (accessed 10/4/19)

⁸⁰ *ibid*

⁸¹ <https://www.biocycle.net/2015/01/15/residential-food-waste-collection-in-the-u-s-2/> (accessed Jan. 8, 2020)

⁸² www.nrdc.org/resources/san-francisco-composting, published on 10/24/17, (accessed on 10/30/19)

⁸³ <https://www.santabarbaraca.gov/services/recycling/business/bins.asp> (accessed 9/27/19)

⁸⁴ <https://www.biocycle.net/2015/01/15/residential-food-waste-collection-in-the-u-s-2/>

⁸⁵ <https://dusp.mit.edu/sites/dusp.mit.edu/files/attachments/project/Municipal%20Curbside%20Compostables%20Collection%20%20What%20Works%20and%20Why.pdf> Pages 8, 11, 53-56

- Dozens of municipalities have formalized weekly drop-off programs for residential food scraps at central locations, including:
 - ✓ **Fort Worth**⁸⁶
 - ✓ **Washington D.C.**⁸⁷
 - ✓ **Buffalo**⁸⁸
 - ✓ **Orlando**⁸⁹
- **Sweden** banned organic waste from landfills in 2005; less than 1% of household waste goes to landfills; waste-to-energy infrastructure turns food waste and organic waste into biogas that runs more than 200 city buses, as well as garbage collection trucks.⁹⁰
- **South Korea** has had a Pay-As-You-Throw type system of charging households for waste collection since 2013.⁹¹ Food waste has been banned from landfills since 2005; Seoul's 10 million residents separate their food waste. These policies have led Seoul's food waste to decrease by 10%, or by more than 300 tons a day.⁹²

Schools in Los Angeles County

- Every school in the 80 school districts in the County has excess edible food and food scraps going to landfills, and County health officials have developed strategies that can help.⁹³ Cal Recycle also encourages each school district to work with its contracted waste hauling company to implement organics recycling on campus.⁹⁴
- The Los Angeles Unified School District (LAUSD), the second-largest school district in the country,⁹⁵ has a waste hauling contract with Republic Services.⁹⁶ This Committee could not find a provision for systematic food waste separation/recycling; the only two bins observed at randomly selected schools were a large blue dumpster and a black dumpster in parking lots.

⁸⁶ <https://fortworthtexas.gov/solidwaste/compost/>

⁸⁷ <https://zerowaste.dc.gov/page/food-yard-waste-residents#:~:text=Food Waste Drop-Off District residents, How to Compost at Home>

⁸⁸ <https://wasteadvantagemag.com/buffalo-ny-offers-food-scrap-recycling-program/#:~:text=The City of Buffalo is,be safely recycled into compost.>

⁸⁹ <https://www.orlando.gov/Initiatives/Food-Waste-Drop-Off>

⁹⁰ <https://www.nytimes.com/2018/09/21/climate/sweden-garbage-used-for-fuel.html> (accessed 1/15/20)

⁹¹ <https://www.theguardian.com/lifeandstyle/2014/mar/27/food-waste-around-world> (accessed 5/7/20)

⁹² <https://www.pbs.org/newshour/show/policies-helped-south-koreas-capital-decrease-food-waste> (5/4/20)

⁹³ http://publichealth.lacounty.gov/eh/docs/LACFRI_ShareTablesFoodDonationsInSchools.pdf Page 5

⁹⁴ <https://www.calrecycle.ca.gov/reducewaste/schools>

⁹⁵ <https://achieve.lausd.net/about#:~:text=Second largest in the nation,,School District Board of Education.>

⁹⁶ <https://home.lausd.net/apps/news/article/322535> (accessed 5/10/20)

- **LAUSD throws away 600 tons of food waste each week, at a cost of at least \$100,000.**⁹⁷ In 2017, Gov. Jerry Brown signed a law that allows campuses to collect unopened items and untouched fruit and donate them to food banks.⁹⁸ In addition, there is a program called Share Table (Appendix 6) where unwanted items can be safely offered to those who want them.
- In Los Angeles County, an estimated two million people face food insecurity.⁹⁹
- Education officials interviewed by this Committee spoke about some LAUSD schools, where children as young as preschool-age learn about separating food waste, and teachers and volunteer parents use a compost bin onsite in order to “feed” the school garden.¹⁰⁰ However, several education officials stated that many schools do not recycle food waste, and the dumpsters are only for trash and recyclables.
- Aside from a school garden increasing healthy eating habits in children,¹⁰¹ the care and maintenance of a garden teaches students about food waste and composting. A County official told this Committee that a garden on every campus would need institutional support from top leadership in order to be sustained.¹⁰²
- A County health education official expressed frustration that nutrition education is getting short shrift at schools and recounted a health insurance executive stating: “We keep seeing kids with Type II diabetes, who don’t know the difference between a protein and a carbohydrate.”¹⁰³
- A survey sent to all school districts by the County Department of Public Health in 2019 to assess food waste on the 2,206 campuses in the County got a 50% response rate, according to a County health official.¹⁰⁴ A preliminary look at the results showed a wide variety of recommended strategies being used to reduce food waste: from “Offer vs. Serve,” to using the Share Table idea.¹⁰⁵ Only 3% of schools reported composting food scraps onsite or offsite, according to the County health official.

⁹⁷ <https://www.latimes.com/local/lanow/la-me-edu-school-food-waste-law-20170928-story.html> (accessed 5/10/20)

⁹⁸ *ibid*

⁹⁹ <https://www.lafoodbank.org/about/hunger-in-la/> (accessed 9/20/19)

¹⁰⁰ Committee interview on 2/25/20

¹⁰¹ <https://www.heart.org/en/professional/educator/teaching-gardens>

¹⁰² Committee interview on 2/25/20

¹⁰³ *ibid*

¹⁰⁴ Committee interview on 1/3/20

¹⁰⁵ <http://publichealth.lacounty.gov/eh/LACFRI/>

- The County Department of Public Works offers free consultations and materials in a School Garden Program,¹⁰⁶ and has installed gardens at Fishburn Elementary School in Maywood and McKinley Elementary School in San Gabriel.¹⁰⁷

Obstacles for those who want to recycle food waste

- Even when restaurants WANT to separate and recycle food waste, they are thwarted: the waste hauler takes it to a landfill anyway (Sweetgreen example)¹⁰⁸
- Cafeterias located in some buildings owned and/or managed by the State (case in point, the cafeteria on the ground floor of the Clara Shortridge Foltz Criminal Justice Center in Downtown Los Angeles)¹⁰⁹ do not have any visible mechanism for separating/recycling food waste, according to numerous Committee visits per week over a period of several months. According to an interview with a cafeteria employee on November 15, 2019, the only product recycled is cooking oil.
- The Committee also interviewed a waste expert familiar with the workings of the Clara Shortridge Foltz building who said food waste collected from the cafeteria, as well as waste that ends up in the large dumpsters in the loading dock area of the building, is probably going to a landfill.¹¹⁰ “There is just so much contamination in the bins,” the expert told our Committee. “It’s cheaper and easier for companies just to take it to a landfill. All staff would need training about separating in order for organics recycling to work.” Committee members visited the loading dock area on October 15, 2019, and observed seven large dumpsters, most filled with trash bags that appeared to be unsorted, and blue recycling-designated dumpsters empty and off to the side.
- The expert, who is also familiar with waste collection in the Downtown Los Angeles area, told our Committee that all large companies and agencies in the area are encouraged to recycle food waste, but few do. Waste hauling companies that collect trash have to pay to dump the trash, and they “have to pay more to dump organics, so there needs to be more of an incentive” to get properly-sorted waste to its proper destination.¹¹¹

¹⁰⁶ <https://dpw.lacounty.gov/epd/sg/school.cfm>

¹⁰⁷ https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019, Page 19

¹⁰⁸ <https://www.latimes.com/business/technology/story/2020-01-15/sweetgreen-green-image>

¹⁰⁹ Per Committee interview on 10/15/19, where the “LunchStop Weekly Menu” was provided to cafeteria patrons at the Clara Shortridge Foltz Criminal Justice Center

¹¹⁰ Committee interview on 10/15/19

¹¹¹ *ibid*

- This Committee identified a food vendor company called LunchStop,¹¹² which offers franchisees the opportunity to operate employee and other types of cafeterias¹¹³ in the County. Some are in courthouses (such as the one in Pasadena¹¹⁴ and the one at the Edmund D. Edelman Children’s Court¹¹⁵) with no visible food waste recycling option that our Committee could determine.
- While many courthouses in Los Angeles County are under the jurisdiction of the State (Judicial Council of California), most cafeterias in these buildings are inspected by the County Department of Public Health.¹¹⁶
- Even in some buildings or facilities where the County has jurisdiction, the cafeteria vendor does not appear to offer food waste separation/recycling, e.g., at the cafeteria operated by a LunchStop franchisee in the Hall of Administration,¹¹⁷ where the County Board of Supervisors meets. Our Committee also learned that there is no separation/recycling of food waste at the Hollywood Bowl,¹¹⁸ where the County has contracts with other food vendors.¹¹⁹
- Some employees at businesses that have special bins throughout the store (Target, Costco, etc.) with special signage to collect food waste told this Committee that those bags are thrown into the regular trash bin in the back.¹²⁰
- For some managers of large facilities in the City of Los Angeles, there seems to be no cost savings in taking on the issue of food waste. In fact, there is an added cost for the trouble of separating out food waste and training staff, several managers told this Committee.¹²¹
- During the course of our investigation, the Committee found that for those who do not live in a city that offers food waste recycling options, residents are left either to do backyard composting themselves, or throw food waste in the trash.

¹¹² <http://www.lunchstop.com/>

¹¹³ <http://file.lacounty.gov/SDSInter/bos/supdocs/117393.pdf>

¹¹⁴ <https://www.pasadenastarnews.com/2011/07/20/pasadena-courthouse-cafeteria-reopens-after-six-year-hiatus/> ; This link demonstrates that LunchStop was still operating in the Pasadena Courthouse in 2020:

http://www.decadeonline.com/results.phtml?agency=pas&violsortfield=TB_CORE_INSPECTION_VIOL.ENTERED_BY&violortorder=DESC&forceresults=1&forcefac=0&offset=0&businessname=LunchStop&businessstreet=&city=&zip=&facilityid=&FTS=&soundslike=&sort=FACILITY_NAME

¹¹⁵ <http://file.lacounty.gov/SDSInter/bos/supdocs/117393.pdf>

¹¹⁶ <https://ehservices.publichealth.lacounty.gov/ezsearch>

¹¹⁷ Per Committee visit and interview with cafeteria employee on 11/15/19

¹¹⁸ Per Committee interview with County official on 2/19/20

¹¹⁹ Our Committee found the vendors of Sodexo/Compass and the Lucques Group. <https://www.reuters.com/article/us-sodexo-centerplate-idUSKBN1DF0S2> <https://thelucquesgroup.com/hollywood-bowl.html> Committee concluded that Sodexo was still one of the vendors, based on the 2019 Public Health Department inspection list:

<https://ehservices.publichealth.lacounty.gov/ezsearch>

¹²⁰ Per Committee interview with employees on 11/6/19, and on 11/6/19 and 11/9/19 visits to a Costco and Target

¹²¹ Per Committee interviews/visits to large facilities on 11/27/19, 12/16/19, and 2/13/20

- In the city of Los Angeles, for residents, it doesn't matter how much trash you generate, the cost is the same, according to the bimonthly bill many of our Jury members receive every month. Residents are charged a flat Solid Resources Fee (SRF) that is applied to the City's Clean Water, Solid Resources, and Watershed Protection.¹²² The fee funds the collection of solid waste, landfill costs, and a numerous list of associated costs. "Since the Solid Resources Fee funds more than just refuse collection, the fee is still applied—even if your dwelling produces little, or no, refuse waste,"¹²³ according to the City's LA Sanitation website.
- A City official stated, "it's hard for people to separate food waste; it can be smelly; where do you keep it, etc. We're working on a good way to do it. We have pilot programs."¹²⁴
- This Committee found strong interest from residents and businesses interviewed. For those residents who are already committed to food waste separation and recycling (whether from their single-family house, or apartment), the only option our Committee found was LA Compost:¹²⁵
 - a nonprofit organization that has a drop-off booth at several weekly farmer's markets
 - relies on volunteers and donations
 - operates several hubs throughout the City where residents can drop off their food waste¹²⁶
 - in January of 2020, before the Covid-19 Pandemic, only eight of the 32 hubs were open due to growing demand, and not enough capacity¹²⁷
 - during the pandemic, LA Compost continued accepting food waste drop-offs at one of the 26 community gardens throughout the City, and volunteers said that every Sunday, there was a constant stream of people

¹²² https://www.lacitysan.org/san/faces/home/portal/s-lsh-au/s-lsh-au-r/s-lsh-au-r-b.jsessionid=uynsAdj5Ie5pC1htNKKGWExRuZ0qern6N_Mv-lZPs-8bGx0gKmq!-839466798!-945519779?_afzLoop=8682239760179039&_afzWindowMode=0&_afzWindowId=Ed19IWET&_adf.ctrl-state=197i51z7vh_1#!%40%40%3F_afzWindowId%3DEd19IWET%26_afzLoop%3D8682239760179039%26_afzWindowMode%3D0%26_adf.ctrl-state%3D197i51z7vh_5 (click on "About Us" and then "Understanding Rates")

¹²³ *ibid*

¹²⁴ Per Committee interview on 2/27/20

¹²⁵ www.lacompost.org

¹²⁶ <https://www.lacompost.org/faq>

¹²⁷ <https://www.kcrw.com/news/shows/greater-la/the-challenges-of-composting-in-la/composting-in-la-isnt-as-easy-as-it-sounds>

- Many college campuses in the County have ongoing sustainability initiatives:
 - Cal State Northridge--dining services staff collects kitchen plant food waste and uses it for composting in its garden on campus.¹²⁸
 - Occidental College in Eagle Rock--students have begun composting programs for food waste, but continue to find it challenging to sustain the program as students graduate.¹²⁹ In 2016, the campus contracted with waste hauling company Athens Services to have food waste taken to the company's composting facility in Victorville.¹³⁰
 - Students whose home cities, like Seattle, have curbside compost pickup programs express surprise that fellow students are not as diligent about food separation/recycling.¹³¹

- The County's Department of Public Works has identified nearly 200 facilities where organic waste should be separated and recycled, from cafeteria kitchen food prep areas ("back of house"); cafeteria dining areas, lunch rooms, employee workstations, landscaping.¹³² Educational material has been provided, and compliance is encouraged, according to County officials.¹³³ However, County officials said they don't know how many of the identified entities are meeting the mandate, which requires organic waste recycling as of January 1, 2019,¹³⁴ and that more action may be forthcoming once the State outlines regulations around the \$10,000 fine per day. A random check by our Committee calling and visiting a few of the facilities, in conjunction with our conversations with waste haulers, leads us to believe that there is room for improvement in implementing organic waste recycling in these facilities.

¹²⁸ <https://www.csun.edu/sustainability/sustainable-garden-education-center>

¹²⁹ <https://www.theoccidentalnews.com/features/2018/03/27/good-waste-composting-efforts-campus/2892421> (accessed 11/3/19)

¹³⁰ <https://www.theoccidentalnews.com/news/2016/01/01/college-looking-to-further-expand-composting-program/2880886>

¹³¹ <https://www.theoccidentalnews.com/news/2018/03/20/student-led-compost-initiative-begins-braun-hall/2891999> (accessed 2/17/20)

¹³² https://dpw.lacounty.gov/epd/organics/pdf/AB1826Memo_2018.pdf

¹³³ Per Committee interviews on 10/7/19 and 11/19/19

¹³⁴ https://dpw.lacounty.gov/epd/organics/pdf/AB1826Memo_2018.pdf Page 2

COVID-19

The pandemic provides an opportunity to reimagine how things can be, and our Committee was pleased to see the word “waste” in the mix in an article published on May 13, 2020, in the *Los Angeles Times*:¹³⁵

Gov. Gavin Newsom appointed Tom Steyer, a billionaire former hedge fund manager turned climate change activist, to co-chair his Task Force on Business and Jobs Recovery. Twenty state lawmakers signed a letter last month to Steyer and Newsom’s chief of staff, Ann O’Leary, urging the governor’s office to consider recovery investments that prioritize “clean economy job creation.”

The letter reads, “We know the clean economy — transportation, housing, energy, water, manufacturing, **waste**, and natural and working lands — is one of the most cost-effective, resilient job creation sectors economy-wide.”

RECOMMENDATIONS

This Committee recommends a public education campaign around food waste that creates drop-off food waste centers in more areas of the County and provides financial incentives, as well as County-owned facilities “leading by example” in recycling food waste—all of which require *a little help from our friends*.¹³⁶

We recommend:

- 1.1 Each of the 88 cities, and the County’s unincorporated areas, should establish a weekly food waste drop-off center. The center can be at a farmer’s market, such as the one held each Thursday near Los Angeles City Hall, or at another appropriate site. City and County officials can arrange for the food waste collected to be taken to a nearby facility for recycling, or can establish contracts with organizations such as the Los Angeles Community Garden Council or landscaping companies for composting.
- 1.2 County officials should initiate programs using composting technology (such as Compostology¹³⁷ or Earth Cube¹³⁸) that can compact food waste and can be easily installed in offices and schools.¹³⁹

¹³⁵ <https://www.latimes.com/environment/story/2020-05-13/half-million-clean-energy-job-losses-amid-coronavirus>

¹³⁶ From the Beatles song “With a Little Help From My Friends.”

¹³⁷ <https://www.compostology.us/about> (accessed 9/26/19)

¹³⁸ <http://compostingtechnology.com/in-vessel-composting-systems/earth-cube/>

¹³⁹ <https://www.biocycle.net/2015/03/31/school-district-rolls-out-food-waste-reduction/> (accessed 10/12/19)

- 1.3 County and city officials should create an incentive program for residents and businesses to separate food waste. This could be in the form of a gift card to a local grocery store/farmer's market, or a discount on a solid waste fee. For example, in the city of Santa Barbara, 150 businesses (restaurants, grocery stores, coffee shops, etc.) have signed up for the city's *Foodscraps* program, and can save several hundred dollars a month off their trash collection fee.¹⁴⁰
- 1.4 County officials should work with community colleges and workforce training programs, to increase classes about food waste recycling and careers in waste management that focus on diversion and conversion technologies.
- 1.5 County officials should create a garden/compost program at Pitchess Detention Center in Castaic and investigate the option of a garden at some or all of the juvenile detention facilities.
- 1.6 The County Department of Public Health should develop a program to train its 300 food inspectors as "ambassadors" when they are in the field. The inspectors need to be armed with the Food DROP brochure,¹⁴¹ as well as information about how that establishment can safely separate and recycle any food waste. (This recommendation is also for Long Beach and Pasadena, which have their own Public Health departments.)
- 1.7 The County Department of Public Health should take the lead in creating a food waste education component as part of its permit process required for all outdoor public events that will be serving food. Department officials can work with the event manager ahead of time to plan for excess edible food donation, and for how food waste will be collected and separated. (This recommendation is also for Long Beach and Pasadena, which have their own Public Health departments.)
- 1.8 County officials should modify contracts with food vendor companies that are inside County facilities, such as the Hollywood Bowl, the Arboretum, the Los Angeles County Museum of Art, and cafeterias located at County hospitals, to include food waste separation and recycling. Especially at the Hollywood Bowl, which draws more than 17,000 people¹⁴² for most of its summer concert events, has several food options onsite,¹⁴³ and traditionally draws large pre-concert picknicking crowds, implementing a food waste recycling program can be part of a public education campaign.

¹⁴⁰<https://www.santabarbaraca.gov/services/recycling/business/foodscrap.asp#:~:text=About%20The%20Program,like%20your%20recycling%20and%20trash>. (accessed 2/17/20)

¹⁴¹ <https://pw.lacounty.gov/epd/sbr/food-drop.aspx>

¹⁴² https://en.wikipedia.org/wiki/Hollywood_Bowl

¹⁴³ <https://www.hollywoodbowl.com/visit/when-youre-here>

- 1.9 The County Board of Supervisors should require that the vendor operating the Hall of Administration cafeteria institute procedures to separate food waste, both in the food prep area, and in the dining room.
- 1.10 The City of Los Angeles should partner with LA Compost to expand that organization's footprint in the city to increase its capacity to collect and compost food waste.
- 1.11 The City of Los Angeles should work with its 99 Neighborhood Councils to increase public education around food waste separation/recycling programs.
- 1.12 All 80 school districts located in the County should work with local public works and health department officials to create a garden and compost program in every school,¹⁴⁴ and monitor edible food recovery efforts.¹⁴⁵
- 1.13 All 80 school districts should develop a garden/compost program that can be available for students in the myriad after-school daycare options available on campus (LACER, After the Bell, STAR, etc.).
- 1.14 Elected officials in the County and cities should adopt the 11 suggestions in the March 2018 Countywide Organics Waste Management Plan¹⁴⁶ and express support for the need to increase capacity and site and build new facilities to handle organic waste.

¹⁴⁴ www.ecocycle.org (accessed 5/2/20)

¹⁴⁵ <https://www.ecocycle.org/files/School%20Compost%20Programs%20Pathways%20to%20Success.pdf> "School Compost Programs: Pathways to Success" (accessed 4/3/20)

¹⁴⁶ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> LA County Countywide Organic Waste Management Plan March 2018, Page 39

REQUIRED RESPONSES

Responses are required from:

Recommendation	Responding Agency
1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8, 1.9, 1.14	County Board of Supervisors
1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8, 1.9, 1.14	Chief Executive Officer Sachi Hamai
1.1, 1.2, 1.3, 1.4, 1.5, 1.7, 1.8, 1.9, 1.12, 1.14	County Department of Public Works
1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8, 1.9, 1.10, 1.11, 1.12, 1.13, 1.14	County Chief Sustainability Office
1.1, 1.3, 1.8, 1.14	Mayors of 88 cities
1.5	County Department of Probation
1.6, 1.7, 1.8, 1.9, 1.12, 1.13	County Department of Public Health
1.6, 1.7	Long Beach Department of Health and Human Services
1.6, 1.7	Pasadena Public Health Department
1.6, 1.7, 1.8, 1.9, 1.12, 1.13	County Department of Environmental Health
1.14	Internal Services Department
1.8	County Parks and Recreation Department
1.1, 1.3, 1.8, 1.10, 1.11, 1.14	Mayor of City of Los Angeles
1.12, 1.13	Superintendents of all 80 school districts
1.12, 1.13	Los Angeles County Office of Education

COMMITTEE MEMBERS

Hind Baki, Chair

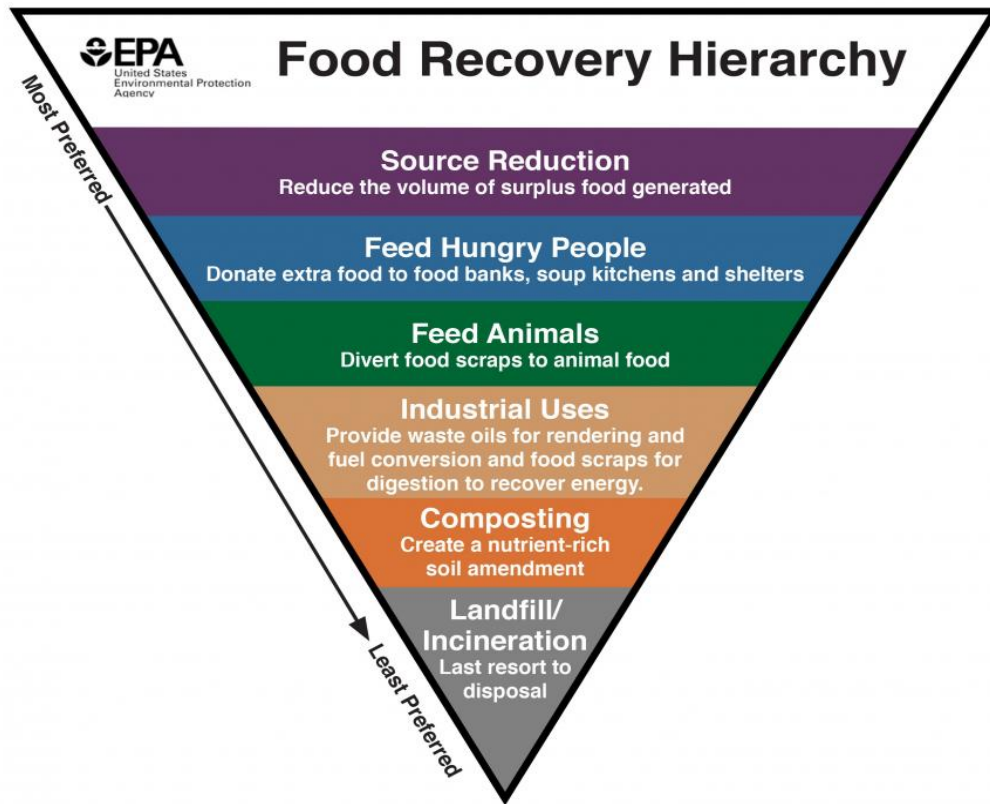
Nirja Kapoor

John Palos

Jenalea Smith

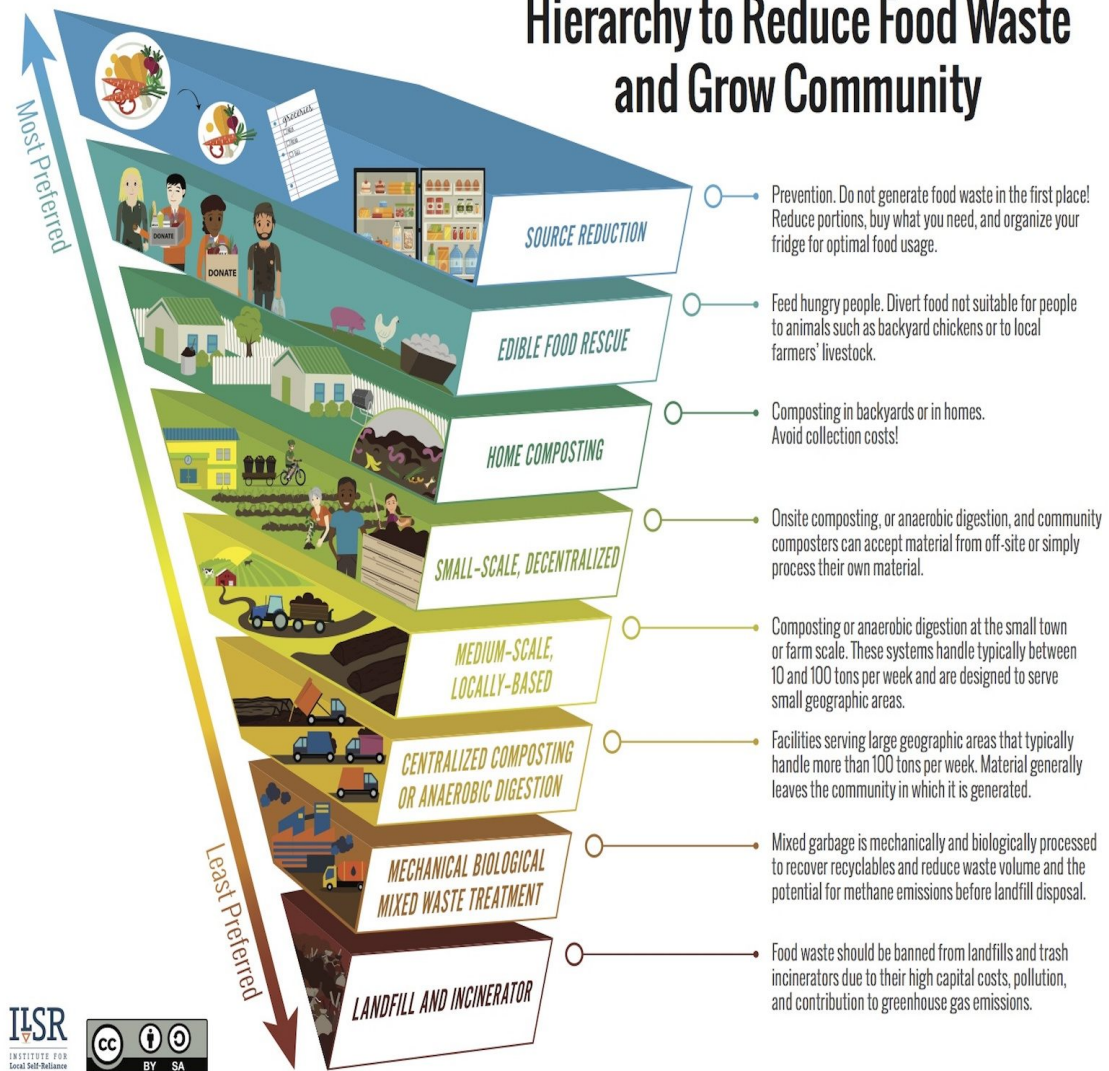
Judith Whitman

APPENDIX 1¹⁴⁷



¹⁴⁷ <https://www.epa.gov/sustainable-management-food/food-recovery-hierarchy>

Hierarchy to Reduce Food Waste and Grow Community



¹⁴⁸ <https://ilsr.org/food-waste-hierarchy/>

APPENDIX 3¹⁴⁹


Active Landfills in Los Angeles County

Landfill Site	Owner	Operator	End of Operation
Antelope Valley Recycling and Disposal Facility	Waste Management, Inc.	Waste Management, Inc.	2042
Azusa Land Reclamation (Inert)	Azusa Land Reclamation Co., Inc.	Waste Management, Inc.	January 2025
Burbank Landfill #3	City of Burbank	City of Burbank Department of Public Works	January 2053
Calabasas Landfill	County of Los Angeles	Los Angeles County Sanitation Districts	September 2025
Lancaster Landfill & Recycling Center	Waste Management, Inc.	Waste Management, Inc.	March 2044
Pebbly Beach Landfill (Avalon)	City of Avalon	CR&R Environmental Services	July 2028
San Clemente Island Landfill	U.S. Navy	U.S. Navy	January 2032
Savage Canyon Landfill	City of Whittier	City of Whittier Public Works Department ¹⁵⁰	December 2048
Scholl Canyon Landfill	Co-Owned by City of Glendale and Los Angeles County Sanitation Districts	Los Angeles County Sanitation Districts	December 2024
Sunshine Canyon Landfill	Republic Services, Inc./BFI	Republic Services, Inc./BFI	February 2037

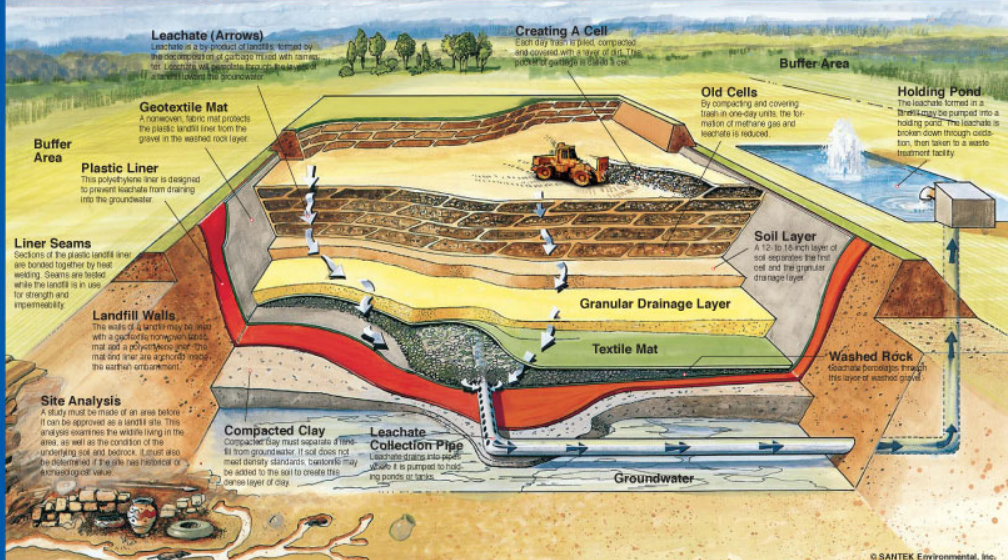
¹⁴⁹ http://www.publichealth.lacounty.gov/eh/EP/solid_waste/facilitieslandfill.htm?func=1&Landfill=landfill (accessed 1/31/20); <https://dpw.lacounty.gov/epd/swims/OnlineServices/search-solid-waste-sites-esri.aspx> (accessed 2/5/20)

¹⁵⁰ <https://www.cityofwhittier.org/government/public-works/trash/landfill-services>

Anatomy of a Landfill



603.876.5767 • 400 S. Main St. • Concord, NH 03301
www.santek.com • info@santek.com



Leachate (Arrows)
Leachate is a by-product of landfills, formed by the decomposition of garbage mixed with water. Leachate will penetrate through the waste in a landfill and the groundwater.

Geotextile Mat
A nonwoven fabric mat protects the plastic landfill liner from the gravel in the washed rock layer.

Buffer Area
This polyethylene liner is designed to prevent leachate from draining into the groundwater.

Liner Seams
Sections of the plastic landfill liner are bonded together by heat welding. Seams are tested while the landfill is in use for strength and impermeability.

Landfill Walls
The walls of a landfill are lined with a geotextile nonwoven fabric mat and a polyethylene liner. This mat and liner are anchored into the earthen embankment.

Site Analysis
A study must be made of an area before it can be approved as a landfill site. This analysis examines the wastes being used in the area, as well as the condition of the underlying soil and bedrock. Leachate also be determined if the site has historical or archeological value.

Compacted Clay
Compacted clay must separate a new fill from groundwater. If soil does not meet density standards, bauxite may be added to the soil to create this dense layer of clay.

Leachate Collection Pipes
Leachate drains into pipes where it is pumped to holding ponds or tanks.

Groundwater

Creating A Cell
Each day trash is piled, compacted and covered with a layer of soil. The pocket of garbage is 10 to 15 feet high.

Old Cells
By compacting and covering trash in one-day units, the formation of methane gas and leachate is reduced.

Soil Layer
A 10- to 14-inch layer of soil separates the first cell and the granular drainage layer.

Granular Drainage Layer

Textile Mat

Washed Rock
Leachate permeates through this layer of washed gravel.


Holding Pond
The leachate formed in a landfill may be pumped into a holding pond. The leachate is broken down through oxidation, then taken to a waste treatment facility.

© SANTEK Environmental, Inc.

Building A Landfill

Each landfill is designed individually to meet the needs of the community and environment at a selected site.

A basic landfill is a pit surrounded by an earthen embankment. This embankment is bordered by a buffer area, where dirt may be removed to cover trash within the pit. Demolition waste, inert materials such as wood and concrete, may be buried in this buffer area.



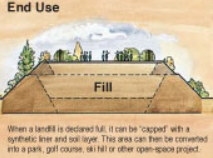
Buffer Area
Earthen Embankment
Municipal solid waste is buried inside pit.

Original Embankment 1

New Embankment 2

When garbage has reached the top of the embankment, a new series of embankments may be constructed. This new area can now be filled with new garbage.

End Use



When a landfill is declared full, it can be "capped" with a synthetic liner and soil layer. This area can then be converted into a park, golf course, ball field or other open-space project.

Landfill Managers and Constructors for Local Governments

¹⁵¹ https://www.sfwma.org/wp-content/uploads/2011/11/Anatomy_of_a_Landfill.pdf

APPENDIX 5

Green Waste Pick-up and Recycling options available in County Unincorporated Areas (CUC)

- The County’s Department of Public Works oversees the waste hauler agreements for the 125 unincorporated areas,¹⁵² which include Altadena, Hacienda Heights, and Marina Del Rey. About 1 million people live in those areas; the “Mayor” of each area is the corresponding member of the County Board of Supervisors.¹⁵³
- Many franchise waste haulers offer separate collection and recycling services for green waste.¹⁵⁴ Some waste haulers offer one solid waste bin for mixed refuse for commercial clients. The mixed waste is hauled to a material recovery facility where some things may be diverted from a landfill, unless there is too much contamination.¹⁵⁵
- Landscapers can deliver green waste generated from their operation to processing facilities that specifically recycle green waste. Currently, there are over 100 facilities in Los Angeles County and nearby counties that accept green waste generated in Los Angeles County.¹⁵⁶
- In 2018, Public Works consultants visited over 70 multi-family complexes and found that only a few generated more than 1 cubic yard of green landscape waste.¹⁵⁷
- The various waste haulers serving residents in the CUC are required to provide three separate bins: one for trash, one for recyclables, and one for green waste.¹⁵⁸

Green Waste Pick-up and Recycling Options Available for City of Los Angeles

- The State’s most populous city, Los Angeles, manages its waste through the LA Sanitation Department.¹⁵⁹ For approximately 80,000 businesses and multi-family complexes, the City of Los Angeles is divided into service areas and assigned a waste hauler under the RecycLA program.¹⁶⁰ The program assigns seven waste haulers to 11 zones in the City.¹⁶¹

¹⁵² <https://dpw.lacounty.gov/epd/swims/News/WasteHauler/>

¹⁵³ <https://lacounty.gov/government/about-la-county/unincorporated-areas/>

¹⁵⁴ <https://pw.lacounty.gov/epd/swims/docs/pdf/faq/Commercial%20Waste%20Franchise%20System%20FAQ%20for%20Waste%20Haulers.pdf>

¹⁵⁵ https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019, Page 47-48

¹⁵⁶ www.dpw.lacounty.gov/Epd/Tf/lsw/lsw

¹⁵⁷ *ibid*

¹⁵⁸ <https://pw.lacounty.gov/epd/swims/News/swims-more-links.aspx?id=4#> LA County Countywide Organic Waste Management Plan March 2018, Executive Summary xi

¹⁵⁹ www.lacitysan.org

¹⁶⁰ https://www.lacitysan.org/san/faces/home/portal/s-lsh-wwd/s-lsh-wwd-s/s-lsh-wwd-s-zwlaf/s-lsh-wwd-s-zwlaf-au?_adf.ctrl-state=3z2x730v8_5&_afLoop=11962272467624951#!

¹⁶¹ <https://www.waste360.com/commercial/los-angeles-bpw-award-11-franchise-zones-seven-waste-haulers>

- Green waste is taken to Griffith Park, where it's mixed with zoo doo (collected from herbivores at the adjacent Los Angeles Zoo) and biosolids (sewage products).¹⁶² The Griffith Park Composting Facility makes a final compost product that is used throughout the park, and for the City's Free Mulch Give-Away Program.
- The mulch produced by the City is registered and trademarked as Topgro ®; the City gives its Department of Recreation and Parks half the compost created, and the rest is sold to private entities such as landscape companies.¹⁶³
- Residential customers in the City are provided three bins for separating items for trash day:¹⁶⁴ one for trash, one for recyclables, one for green waste (no food waste can be placed in this bin as it would contaminate the green waste); an extra bin for horse manure is provided for a nominal fee.¹⁶⁵

¹⁶² [https://www.lacitysan.org/san/faces/home/portal/s-lsh-wwd/s-lsh-wwd-s/s-lsh-wwd-s-gw/s-lsh-wwd-s-gw-gpcf#::~:~:text=The Griffith Park Composting Facility,trimmings from acres of landscaping.](https://www.lacitysan.org/san/faces/home/portal/s-lsh-wwd/s-lsh-wwd-s/s-lsh-wwd-s-gw/s-lsh-wwd-s-gw-gpcf#::~:~:text=The+Griffith+Park+Composting+Facility,trimmings+from+acres+of+landscaping)

¹⁶³ https://www.lacitysan.org/san/faces/home/portal/s-lsh-wwd/s-lsh-wwd-s/s-lsh-wwd-s-gw/s-lsh-wwd-s-gw-faq?_adf.ctrl-state=3z2x730v8_758&_afLoop=11962739376231226#!

¹⁶⁴ https://www.lacitysan.org/san/faces/home?_adf.ctrl-state=3z2x730v8_758&_afLoop=11962955571838333#! Scroll down to "What Goes in Each Bin"

¹⁶⁵ *ibid*

APPENDIX 6

Edible Food Recovery

- In 2018, the County Department of Public Works launched the Food Donation and Recovery Outreach Program Food DROP website (www.FoodDROPLA.com) to provide resources for businesses in the unincorporated communities to safely donate excess edible food and reduce food waste. In addition to federal Good Samaritan laws that can provide legal protection, donating edible food can possibly provide a tax deduction.¹⁶⁶
- In 2018, the County’s Smart Business Recycling Consultants visited over 130 large food service establishments to survey how they currently manage organics and recyclables and to connect these businesses with local charities to donate edible excess food. Twenty-six businesses indicated that they donate edible food.¹⁶⁷
- Organizations like Food Forward¹⁶⁸ last year collected 26 million pounds of edible food from various companies.¹⁶⁹ The organization’s four 26-foot trucks pick up produce that otherwise would go to waste and distribute the bounty to agencies serving the needy from Santa Barbara to the California-Mexico border. Staff pick up excess produce from the largest produce market in the United States, located in Downtown Los Angeles, and nearby produce houses, as well as farmer’s markets. Volunteer teams also are sent to pick residents’ backyard fruit and distribute to food pantries.
- Companies like Imperfect Produce¹⁷⁰ ship boxes of imperfect-looking fruits and vegetables, and packaged food that has been rejected for cosmetic reasons.
- There are many websites available to help residents who want to reduce food waste in their kitchens
 - ✓ www.savethefood.com
 - ✓ www.cawrecycles.org (Californians Against Waste)
- For the K-12 school environment in Los Angeles County, the County Department of Public Health has developed resources to help each campus reduce food waste.
 - ✓ <http://publichealth.lacounty.gov/eh/LACFRI/>

¹⁶⁶ www.FoodDROPLA.com

¹⁶⁷ https://dpw.lacounty.gov/epd/tf/isw/isw_2019_09.pdf Page 3

¹⁶⁸ www.foodforward.org

¹⁶⁹ <https://www.dailynews.com/2019/06/20/this-new-produce-depot-is-a-game-changer-for-north-hollywood-based-food-forward/> (accessed 2/23/20)

¹⁷⁰ www.imperfectfoods.com (accessed 9/25/19)

APPENDIX 7¹⁷¹

Food Waste Recycling: County Department of Public Works Headquarters¹⁷²

County Department of Public Works Headquarters in Alhambra: Photos of the employee cafeteria signage, showing food waste separation, and serving as a model for other County facilities.



The Department reported that, in 2018, its food waste reduction practices in the cafeteria prevented over 300 pounds of food waste from being generated, and did not generate any leftover food for donation.

In addition, almost 18,000 pounds of food waste was collected from the cafeteria kitchen, dining area, break rooms, and special events and sent to be recycled at an anaerobic digestion facility. An additional 1,200 pounds of food waste from the cafeteria kitchen was composted on site in the worm bins (see picture below).



¹⁷¹ https://dpw.lacounty.gov/epd/Roadmap/PDF/annual_report_2019.pdf
Roadmap to a Sustainable Waste Management Future Annual Progress Report 2019, Page 37

¹⁷² All photos in Appendix 7 were taken by members of the 2019-2020 Los Angeles County Civil Grand Jury on 3/11/20



The food waste separated in the cafeteria is then brought to special worm-composting bins onsite. Worm composting is using worms to recycle food scraps and other organic material into a valuable soil amendment called vermicompost. Worms eat food scraps, which become compost as they pass through the worm's body.¹⁷³



The compost is then used at the onsite garden, which grows vegetables that can be offered to employees or cafeteria cooks.

¹⁷³ <http://compost.css.cornell.edu/worms/basics.html> (accessed 5/3/20)

APPENDIX 8

Food Waste Transfer and Processing: Puente Hills Materials Recovery Facility¹⁷⁴



A line of trucks bringing various types of separated waste such as cardboard and bottles/cans for recycling. The smallest pile below is the food waste pile.



¹⁷⁴ All photos in Appendix 8 were taken by members of the 2019-2020 Los Angeles County Civil Grand Jury on 10/15/19

Bail Reform in the County of Los Angeles



**2019-2020
Los Angeles County
Civil Grand Jury**

Bail Reform in the County of Los Angeles

EXECUTIVE SUMMARY

Los Angeles County Superior Court (Court) uses a bail schedule¹ to determine the amount required for an arrestee to avoid incarceration. This Committee, Bail Reform in Los Angeles County, through interviews, research, and site visits, investigated the application of the current bail schedule. The Committee determined that the current bail schedule is a disadvantage to low-income arrestees, creating a fundamental lack of equity in the application of bail.² The purpose of this report is to clarify and qualify needed reforms so that the bail system can be seen as a fair reflection of the socio-economic abilities of the population.

BACKGROUND

Los Angeles County (County) is the second largest metropolitan area in the United States. It has a population of approximately 10 million people, making it the most populous County in United States.³

According to data collected in 2019, about 44% of 17,070 arrestees housed in County jails are awaiting trial.⁴ When calculated, this translates to about 7,511 arrestees held per day in jail. Not only has this caused severe overcrowding in the jails,⁵ but data shows that should the bail schedule be adjusted and reformed, many who cannot afford bail, but are determined by the court as eligible for bail and are not a threat to public, would not be incarcerated.⁶

“Bail is a set of pre-trial decisions that are imposed on a suspect to ensure that they comply with the judicial process. Bail is the conditional release of a defendant with a promise to appear in court when required.”⁷

Between 2012 and 2016, more than \$19 billion in bail was levied on individuals arrested by LAPD (Los Angeles Police Department) for felonies and misdemeanors. Of this, \$17.5 million in cash went into the courts and more than \$193 million in non-refundable bail bond deposits went to bond agents.⁸ Of the total bail collected, nearly \$4 billion was accessed for each of the years in the study, of all these amounts of bail

¹ <https://www.lacourt.org/division/criminal/pdf/misd.pdf> and <https://www.lacourt.org/division/criminal/pdf/felony.pdf> (accessed June 13, 2020)

² <https://www.latimes.com/opinion/editorials/la-ed-bail-reform-20180622-story.html> (accessed June 1, 2020)

³ https://en.wikipedia.org/wiki/Los_Angeles_County,_California (accessed June 14, 2020)

⁴ <https://www.laalmnac.com/crime/cr25b.php> (accessed June 1, 2020)

⁵ *ibid*

⁶ BAIL REFORM - file.lacounty.gov Page 1 (accessed June 1, 2020)

⁷ https://en.wikipedia.org/wiki/pre-trial_release_program (accessed June 1, 2020)

⁸ <https://newsroom.ucla.edu/releases/ucla-bail-study-finds-price-of-freedom-too-high-for-poor-l-a-families> (accessed June 13, 2020)

70% was unpaid, meaning that nearly a quarter million people remained in custody before arraignment or trial.⁹

For several decades, the County has used a bail schedule determined by the State of California (State).¹⁰ Under the law, bail is set based on the offense and/or flight risk.¹¹ If an individual is unable to pay the bail amount in full, he/she may use the services of a bail bondsman, who typically charges a 10% non-refundable fee.¹²

High profile cases from across the country are challenging contemporary bail practices.¹³ “A pretrial system without money bail is not a utopian fantasy. For decades, Washington, D.C., has operated an effective system with almost no bail money.”¹⁴

The Bail Project¹⁵ is one of the community groups challenging the money bail system in the County. “The Bail Project is an unprecedented effort to combat mass incarceration at the front end of the system. We pay bail for people in need, reuniting families and restoring the presumption of innocence. Because bail is returned at the end of a case, donations to the Bail Project can be recycled and reused to pay bail two to three times per year, maximizing the impact of every dollar. One hundred percent of online donations are used to bring people home.”¹⁶

In 2018 the California Legislature passed SB 10, which would have repealed existing laws regarding bail and provided for a pretrial risk assessment to determine conditions of release under certain circumstances.¹⁷ This bill was due to take effect in October 2019, but the bail bond community gathered enough signatures to have it placed as a referendum on the ballot in the upcoming November 2020 election.¹⁸

Women who are no threat to anyone are incarcerated in the County’s violent jails for weeks while awaiting trial simply because they can’t afford bail.¹⁹ Another 40% of the women held are part of the new realignment population and are convicted of non-violent, non-serious, non-sexual offenses.²⁰ Advocates argue imprisonment exacerbates mental and medical health problems, breaks up families, and takes away vital economic and emotional support from entire communities.²¹

⁹ *ibid*

¹⁰ Per County District Attorney’s Office representative, October 23, 2019

¹¹ *ibid*

¹² <https://www.latimes.com/politics/la-pol-sac-skelton-california-bail-system-20170116-story.html> (accessed June 1, 2020)

¹³ <https://www.latimes.com/opinion/op-ed/la-oe-levenson-cash-bail-california-supreme-court-humphrey-20190614-story.html> (accessed June 1, 2020)

¹⁴ <https://harvardlawreview.org/2018/02/bail-reform-and-risk-assessment-the-cautionary-tale-of-federal-sentencing/>

<https://www.dcbart.org/about-the-bar/news/dc-no-bail-release.cfm> (accessed June 1, 2020)

¹⁵ <https://bailproject.org/after-cash-bail/> (accessed June 1, 2020)

¹⁶ <https://www.detroitjustice.org/the-bail-project> (accessed June 1, 2020)

¹⁷ https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201720180SB10 (accessed June 1, 2020)

¹⁸ <https://www.latimes.com/politics/la-pol-ca-bail-overhaul-referendum-20190116-story.html> (accessed June 1, 2020)

¹⁹ <https://www.laprogressive.com/la-county-womens-jail/> (accessed June 1, 2020)

²⁰ *ibid*

²¹ *ibid*

In 2018, police in California made a total of 1,091,694 arrests for felony, misdemeanor and status offenses, with 246,199 arrests in the County.²² “Prosecutors have long driven these inequities. Without procedural safeguards in place, they have secured pretrial detention almost automatically by asking for unattainable bail amounts. This is often a pernicious tactic to coerce guilty pleas from people understandably desperate to secure their freedom; prosecutors argue for high bail because a defendant is too dangerous to let out, only to then accept a plea deal that results in immediate release.”²³

METHODOLOGY

The Committee’s investigative procedure consisted of interviews, research, and site visits:

1. The Compton Superior Court
2. Re-Entry Probation Department
3. Los Angeles Police Department
4. County District Attorneys’ Office
5. Los Angeles Central Library
6. Clara Shortridge Foltz Superior Court, Criminal Arraignment Court
7. Researched numerous websites, newspapers, journal articles, and books
8. Bail reform pilot program experts
9. County employees
10. Community groups
11. Interview with a Superior Court Judge
12. Interview with two County magistrates

RESULTS OF INVESTIGATION

Throughout the United States, there are a variety of assessment tools employed by stakeholders to determine who should qualify for pre-trial release. By employing two of these tools, one that would help judicial officers in pre-trial decision making at the time of arrest, and the other a dynamic needs assessment at arraignment, Los Angeles County is making a concerted effort to limit the amount of individuals who are in custody prior to trial.²⁴

The Court in conjunction with the County Probation Department is incorporating two actuarial assessment tools into their pretrial policies and practices.²⁵ Officials at the County’s Probation Department have stated that, regardless of the outcome

²² <https://openjustice.doj.ca.gov/exploration/crime-statistics/arrests> (accessed June 15, 2020)

²³ <http://sfpublicdefender.org/news/2018/04/californias-district-attorneys-must-work-to-end-money-bail/> (accessed June 14, 2020)

²⁴ <http://file.lacounty.gov/SDSInter/bos/supdocs/143740.pdf> (accessed June 1, 2020)

²⁵ <http://file.lacounty.gov/SDSInter/bos/supdocs/143740.pdf> (accessed June 1, 2020)

of the referendum on SB 10 this coming November, it will employ two different assessments for determining pre-trial release.²⁶

As part of a one-year pilot program, the County is attempting to ensure appearances at court hearings and other mandatory appointments of those out on bail by using text message reminders. Supporters expect the program to also prevent technical violations that typically prompt bench warrants and often land violators in jail.²⁷

THE BAIL-BOND INDUSTRY

Bail was created as a form of release. The theory was that if someone was arrested, and a judge set a specified amount of cash bail that the accused could pay, it would give the person an incentive to appear in court as the bail money is refunded.²⁸ But the theory doesn't fit the reality of what cash bail has become.²⁹

The bail-bond industry is under pressure as more and more states move to wipe out cash bail and financial firms look for an exit from controversial profit center in the criminal-justice system.³⁰ Major financial firms have abandoned the bail bond industry, amid falling revenues from activists and an uncertain political environment.³¹

Critics of the current bail money state that “the courts' reliance on bail has the effect of jailing poor defendants, even if they committed minor crimes and are unlikely to attempt to flee justice, while allowing wealthier defendants to go regardless of the risk they pose to public safety.”³² A few days in jail for a low-wage worker could mean the loss of a job and being pushed further into poverty.³³ Jail also jeopardizes employment, interferes with schooling, affects ability to obtain housing, and has consequences for the family and community.³⁴ “For many families, a \$1,000 cash bail may as well be a million.”³⁵ According to critics of the bail industry, the current bail system has people living on the margins, and struggling with daily economic insecurity, are forced to choose between paying for their freedom and the basic needs of their families like food and shelter.³⁶

²⁶ Conversation with LA County Probation Dept. Date? (accessed June 1, 2020)

²⁷ <https://www.nbclosangeles.com/news/local/la-county-to-use-text-messages-to-ensure-court-appearances/2361626/#:~:text=LA%20County%20To%20Use%20Text%20Messages%20To%20Ensure%20Court%20Appearances,-By%20City%20News&text=Los%20Angeles%20County%20plans%20to,the%20Board%20of%20Supervisors%20Tuesday> (accessed June 13, 2020)

²⁸ <https://msmagazine.com/2019/08/13/women-dont-belong-in-the-criminal-justice-system/> (accessed June 13, 2020)

²⁹ *ibid*

³⁰ <https://thecrimereport.org/2020/02/24/bail-bond-industry-under-pressure-amid-policy-changes/> (accessed June 14, 2020)

³¹ *ibid*

³² <https://www.washingtonpost.com/news/wonk/wp/2015/02/13/how-bail-punishes-the-poor-for-their-poverty/> (accessed June 13, 2020)

³³ *ibid*

³⁴ *ibid*

³⁵ <https://msmagazine.com/2019/08/13/women-dont-belong-in-the-criminal-justice-system/> (accessed June 13, 2020)

³⁶ *ibid*

“The image that bail is a surefire means of protection for society against habitual criminals or fugitives from justice is largely a fiction. Among the most common misconceptions is that a criminal defendant as a species are all potential absconders kept in check only by the prospects of forfeiting their bail money.”³⁷ Statistics on failure to appear “are often spotty, but those that are available, suggests it’s nowhere as big of a problem as it is portrayed.”³⁸

SB 10, the pending no-money bail initiative before the voters on November 2020, was in an uphill battle, though in its early stage, a poll conducted for the LA Times by the UC Berkeley Institute of Government Studies, found that 39% of likely voters would keep SB 10 in place, against 32% who would reinstate cash bail and 29% who are undecided.”³⁹

On December 19, 2019, a new poll stated: “Fifty percent of likely voters will support a proposal to end cash bail in the state and replace it with a risk-based system, according to a new poll conducted by KQED by Change Research. The online poll of 1565 likely voters conducted Dec 6-10.”⁴⁰

BAIL REFORM AND HUMAN RIGHTS

The Vera Institute of Justice concluded that in the County, “most detention decisions are not based on an informed assessment of whether an individual poses a danger to society or is likely to return to court. Instead the decision is based on whether the arrestee has enough money to meet bail. Judicial officers have reported that they tend to default to the bail schedule because they are not provided with sufficient facts about a defendant to make an informed decision.”⁴¹

CORONAVIRUS – COVID-19

The jails house mostly men and women who are awaiting trial and cannot post bail.⁴² Due to COVID-19 the California Judicial Council temporarily issued a Zero Bail Order for all misdemeanors and low-level felonies to avoid COVID-19 spreading through the jails.⁴³ Although this order has been lifted, judges still have flexibility to grant zero bail.⁴⁴

³⁷ <https://www.latimes.com/business/story/2019-10-04/hiltzik-bail-industry-eradication> (accessed June 7, 2020)

³⁸ *ibid*

³⁹ *ibid*

⁴⁰ <https://www.kqed.org/news/11792245/california-voters-support-ending-cash-bail-new-poll-shows> (accessed 6/12/2020)

⁴¹ https://www.vera.org/downloads/Publications/los-angeles-county-jail-overcrowding-reduction-project-final-report/legacy_downloads/LA_County_Jail_Overcrowding_Reduction_Report.pdf

⁴² <https://www.latimes.com/politics/la-pol-sac-bail-reform-analysis-20170609-htmstory.html> (accessed June 7, 2020)

⁴³ <https://www.latimes.com/california/story/2020-06-10/california-judges-zero-bail-coronavirus-judicial-council> (accessed June 12, 2020)

⁴⁴ *ibid*

COMMENDATIONS

This Committee interviewed the three judicial officials of the County's Bail Reform Program. The Judges shared how the County has been a pioneer in instituting reform.⁴⁵ This Committee greatly appreciates the three hours they spent with us. The meeting was exceptionally informative and an unusual allocation of their time to this Committee.

The Committee would also like to commend the County and all the stakeholders for their progressive effort on bail reform.

RECOMMENDATIONS

- 2.1 The Los Angeles District Attorney's office, City Attorney's office, and Probation Department to consider supporting the elimination of the bail system, and to investigate alternatives to the bail system.

REQUIRED RESPONSE

California Penal Code Sections 933 (C) and 933.05 require a written response to all recommendations contained in this report. Responses should be made no later than 90 days after the Civil Grand Jury publishes its report and files it with clerk of the County. Responses should be made in accord with Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2019- 2020 Civil Grand Jury must be submitted on or before September 30, 2020 to:

Presiding Judge
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleven-floor-Room11-506
Los Angeles, CA 90012

⁴⁵ Per conversation with Judge Ohta. March 5, 2020

RESPONDING AGENCIES

Responses are required from:

RECOMMENDATION NUMBER	RESPONDING PARTY
2.1	Los Angeles County District Attorney's Office
2.1	Los Angeles County Probation Department
2.1	Los Angeles City Attorney's Office

ACRONYMS

ACRONYMS	DEFINITIONS
AB10	Assembly Bill 10
BOS	Board of Supervisors
COUNTY	County of Los Angeles
COURT	Los Angeles Superior Court
LAPD	Los Angeles Police Department
STATE	State of California

COMMITTEE MEMBERS

Mamie Burleson, Co-Chair
Joseph Sarria, Co-Chair
Angela Blakes, Secretary
Jean Holden
Nirja Kapoor
Irene Shandell-Taylor
Gloria Wilson

APPENDICES ATTACHED:

- The Superior Court of California, County of Los Angeles, 2019 Felony Bail Schedule
- 2018 Pretrial Services Informational Notice
- Los Angeles County Probation Department, Bail Division, Bail Deviation Program Informational Notice
- bailproject.org Informational Notice

The Superior Court of California, County of Los Angeles
2019 Felony Bail Schedule

2019

FELONY BAIL SCHEDULE



SUPERIOR COURT OF CALIFORNIA
COUNTY OF LOS ANGELES

LOS ANGELES COUNTY Felony Bail Schedule

HOW TO USE THIS BAIL SCHEDULE

(1) The purpose of this bail schedule is to fix an amount upon which a person who is arrested without a warrant may be released from custody prior to appearance in court. At and after a defendant's first appearance, pursuant to Penal Code section 1269b(b), the amount of bail, if any is allowed, shall lie with the sound discretion of the judicial officer before whom the defendant appeared, and may be greater or less than the amount set forth in this schedule, subject to the provisions of Penal Code section 1275. This schedule may also be used by a magistrate in fixing bail pursuant to Penal Code section 815a at the time an arrest warrant is issued, the amount of which lies with the sound discretion of the magistrate.

(2) Bail for an offense pursuant to this schedule shall be the sum of the amount specifically listed for the offense (pages 5-22), and the amounts listed for all applicable enhancements and prior convictions (page 23). If an offense is not specifically listed in this schedule, bail should be set according to the following schedule based on the maximum state prison term applicable to the offense:

TOP TERM 3 YEARS	20,000	TOP TERM 11 YEARS	65,000
TOP TERM 4 YEARS	25,000	TOP TERM 12 YEARS	70,000
TOP TERM 5 YEARS	30,000	TOP TERM 13 YEARS	75,000
TOP TERM 6 YEARS	35,000	TOP TERM 14 YEARS	80,000
TOP TERM 7 YEARS	40,000	TOP TERM 15 YEARS	90,000
TOP TERM 8 YEARS	45,000	TOP TERM 16 YEARS	100,000
TOP TERM 9 YEARS	50,000	ALL LIFE SENTENCES	1,000,000
TOP TERM 10 YEARS	55,000		

(3) When a defendant is booked for or charged with two or more offenses, bail shall be the amount computed under this schedule for the charge having the highest bail, including applicable amounts for enhancements and prior convictions except: (1) where the offenses are committed against separate victims or on separate dates, or (2) where separate sex acts are committed on the same victim and each may be punished separately (including circumstances enumerated in Penal Code sections 667.6(c) and (d)). In addition, amounts for enhancements and prior convictions shall each be added one time per person arrested, per defendant, or per case.

(4) The Bail Deviation Program is available to process all bail increase and decrease requests for persons who have been arrested (other than pursuant to an arrest warrant) but not arraigned. All requests to increase or decrease bail should be called in at (213) 351-0373 or (800) 773-5151. The Program's hours of operation are 6:30 a.m. to 1:30 a.m.

(5) Penal Code Section 1270.1 prohibits the release of an arrestee on bail in an amount OTHER THAN THAT SET FORTH IN THIS BAIL SCHEDULE prior to a hearing in *open court* for:

- (a) Violent felonies as described in P.C. Section 667.5(c), but not 460(a);
- (b) Serious felonies as described in P.C. Section 1192.7(c) (including those listed in P.C. Section 1192.8);

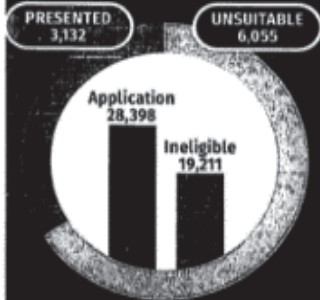
PENAL CODE

PENAL CODE SECTION	OFFENSE	PRESUMPTIVE BAIL
32	ACCESSORIES The greater of ½ the amount for the principal offense or.....	20,000
67	BRIBERY OF STATE EXECUTIVE OFFICER.....	25,000
67.5	BRIBERY OF PUBLIC OFFICER OR EMPLOYEE (If theft or thing given or offered would be grand theft).....	20,000
68	BRIBE, SOLICITING BY PUBLIC OFFICER OR EMPLOYEE.....	25,000
69	RESISTING ARREST/THREATENING EXECUTIVE OFFICER.....	25,000
76	THREATS TO THE LIFE OF AN OFFICIAL OR JUDGE.....	100,000
92, 93	BRIBE, OFFERING, ACCEPTING BY JUDGE, JUROR, REFEREE.....	100,000
113	MANUFACTURING OR SELLING FALSE CITIZENSHIP OR RESIDENT ALIEN DOCUMENTS.....	75,000
114	USING FALSE DOCUMENTS TO CONCEAL TRUE CITIZENSHIP.....	50,000
115	OFFERING FORGED/FALSE DOCUMENTS FOR FILING.....	35,000
115.1	CAMPAIGN VIOLATIONS.....	50,000
118	PERJURY.....	25,000
127	SUBORNATION OF PERJURY.....	25,000
136.1	PREVENTING, DISSUADING WITNESS FROM ATTENDANCE, TESTIFYING.....	100,000
137(a),(b)	INFLUENCING TESTIMONY.....	100,000
141(b)	FILING OF FALSE EVIDENCE BY POLICE.....	50,000
141(c)	FILING OF FALSE EVIDENCE BY PROSECUTING ATTORNEY.....	50,000
149	ASSAULT BY OFFICER UNDER COLOR OF AUTHORITY.....	35,000
165	BRIBERY OF COUNCILMAN, SUPERVISOR, etc.....	25,000
182	CONSPIRACY.....	Same as substantive offense
187	MURDER - with special circumstance.....	NOT BAILABLE
	All other murders.....	2,000,000
191.5	VEHICULAR MANSLAUGHTER	
191.5(a)	DUI with gross negligence.....	100,000
191.5(b)	DUI without gross negligence.....	50,000
192(a)	MANSLAUGHTER – Voluntary.....	100,000
192(b)	MANSLAUGHTER – Involuntary.....	25,000

2018 Pretrial Services Informational Notice

2018 Pretrial Services

Bail Deviation

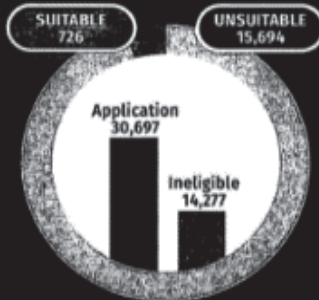


Released
679

Successful
623

Unsuccessful
56

Own Recognizance

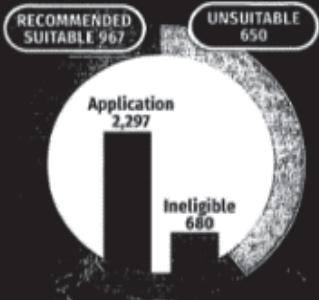


Released
373

Successful
303

Unsuccessful
71

Electronic Monitoring



Released
768

Successful
686

Unsuccessful
82

Los Angeles County Probation Department, Bail Division

Bail Deviation Program Informational Notice

THIS IS A FREE SERVICE

BAIL REVIEW

Have your bail reviewed by the Bail Commissioner.

**You May Qualify for a bail reduction or
a release on your own promise to appear.**

COLLECT: 213-351-0311

TOLL FREE: 1-800-773-5151

HOURS: 6:30AM-Midnight YEAR ROUND

**You do not qualify if you are booked ONLY for a
BENCH or ARREST WARRANT, a FEDERAL CHARGE,
VIOLATION OF PAROLE, VIOLATION OF PROBATION
or VIOLATION OF A RESTRAINING ORDER**

**Los Angeles County Probation Department
Pretrial Services Division - Bail Deviation Program**

bailproject.org Informational Notice

Fast Facts

- 1 Pre-trial detention, fueled by unaffordable cash bail, accounts for nearly **100%** of all jail growth in America in the past 20 years.


- 2 **450,000 people** sleep in jail cells across America every night, simply because they can't afford bail.
- 3 Black and brown people account for **more than 50%** of the pretrial population nationwide and up to **90%** in some jurisdictions.


- 4 Women are the fastest-growing incarcerated population in America, and nearly **25% of them** are in pretrial detention.


- 5 People held in jail before trial are **30% more likely to plead guilty**, and those detained for the entire pretrial period are **4x more likely to receive a jail sentence.**


- 6 Pretrial detention can have a devastating impact on a person's life. About 1/3 of sexual assault by jail staff happens in the first 24 hours. Over 40% of jail deaths occur within the first week.


- 7 Taxpayers spend an estimated **\$14 billion annually** incarcerating people before trial, with collateral costs estimated to be as high as **\$140 billion** each year.



bailproject.org    

Can Technology Eliminate Police Pursuits?



2019-2020
Los Angeles County
Civil Grand Jury

Can Technology Eliminate Police Pursuits?

Can Technology Eliminate Police Pursuits?

EXECUTIVE SUMMARY

The 2019-2020 Los Angeles County Civil Grand Jury (Jury) “Can Technology Eliminate Police Pursuits?” Committee (Committee) focused its investigation on the necessity for Los Angeles City (City) and Los Angeles County (County) law enforcement to engage in high speed police pursuits. As part of this investigation, the Committee focused review on the policy, mission, and training of the Los Angeles Police Department (LAPD), and Los Angeles County Sheriff’s Department (LASD) in these areas, as well as, alternative technological solutions. The 2016-2017 Los Angeles County Civil Grand Jury made a series of recommendations in its Final Report. Therefore, we have sought to reexamine those areas, as well as the training, staffing, and funding of LAPD and LASD.

The Committee’s tour of the Emergency Vehicle Operations Center (EVOC), at the Los Angeles County Fairgrounds in Pomona (Fairgrounds), found that the site had been used continuously for 35 years by the LASD.¹ The site was shared with the LAPD, until they relocated to the Edward M. Davis Training Center in 1998.² The multi-use of the Pomona Training Center made it difficult for the LASD to train cadets throughout the year without impacting the operations of the Fairgrounds. Any updates had to be approved by Fairground officials.³

During this Committee’s tours of the LAPD and the LASD the Committee recognized that both agencies are using aging equipment, they are understaffed, and underfunded. The LASD budget has taken funds from the Special Emergency Training Fund of \$922,000, and from the Biscailuz running track refurbishment fund of \$4,078,000 and transferred the money to the construction of the EVOC site at Pitchess Detention Center (Pitchess).⁴

From 1980 through 2014, at least 371 police officers were killed in vehicle chases, according to a *USA Today* analysis of the USDOT database of fatal vehicle crashes and records of officers’ deaths maintained by two private police memorial groups.⁵

BACKGROUND

The National Highway Traffic Safety Administration (NHTSA) estimates that about 360 people are killed annually and many more are seriously injured as a result of police pursuits. This number includes suspects, police officers and by-standers alike.⁶

¹ <https://lasd.org/approval-of-the-pitchess-emergency-vehicle-operations-center-project> (accessed 5/23/20)

² <https://www.latimes.com/archives/la-xpm-1998-Oct-27-me-36530-story.html> accessed 6/13/20)

³ Per tour information from escort Deputy on 8-5-19

⁴ <file.lacounty.gov/SDSInter/bos/supdocs/143628.pdf> p. 10-11/11 (accessed 6/1/20)

⁵ <https://www.usatoday.com/story/news/2015/07/30/police-pursuits-fatal-injuries/30187827/> (accessed 6/17/20)

⁶ <https://policeandsecuritynews.com/2017/09/15/vehicle-pursuit-technology/> (accessed 6/17/20)

In the last two decades, hand thrown spike strips have become a popular way to end pursuits. As of 2011, 26 officers have lost their lives in accidents as a result of their usage, according to a Federal Bureau of Investigation (FBI) Bulletin.⁷

High speed police pursuits are dangerous to the public and officers involved. Pursuits require extensive training and supportive infrastructure, both on the ground and in the air. The Jury reviewed the EVOC and Aero facilities' procedures, training and equipment for both the LAPD and LASD, with special emphasis on the area of police pursuits.

METHODOLOGY

This Committee investigated police pursuits in the County through conversations and interviews with law enforcement officials. It also interviewed several police and sheriff's departments personally and online. Additionally, the Committee researched police and sheriff's department publications and newspapers, and received information provided by the officers.

The Committee toured the following:

- The EVOC facilities of the LASD
- The Edward M. Davis Training Facility of the LAPD
- The training academies taught by LAPD and LASD
- The LASD heliport (Long Beach, CA)⁸ and the LAPD heliport⁹ (downtown LA), focusing on their support of vehicle pursuits
- The Los Angeles County Department of Public Works (DPW) to review the contract related to the construction for the new EVOC at Pitchess

⁷ <https://leb.fbi.gov/bulletin-highlights/additional-highlights/bulletin-alert-deployment-of-spike-strips> (accessed 6/1/20)

⁸ <http://www.policehelicopterpilot.com/los-angeles-sheriff-air-ops> (accessed 6/1/20)

⁹ http://lapdonline.org/air_support_division (accessed 6/1/20)

RESULTS OF INVESTIGATION

HELICOPTERS



LASD – Long Beach



LAPD –Heliport LA

Description	LASD ¹⁰	LAPD ¹¹
Helicopters		
Eurocopter AS350	14	14
Bell 206 Jet Rangers		2
Bell 412		1 (SWAT)
Eurocopter AS332	3	
Hughes/Schweizer S-300C	3	
Fixed Wing Airplane	1	1
Pilots	21 ¹²	32 ¹³
Technical Flight Officer	17	26

In 2011, the County Board of Supervisors (BOS) approved the purchase of 12 replacement helicopters and two additional helicopters to be used by the LASD.¹⁴ Due

¹⁰ LASD representative. Personal interview. Aug 15, 2019

¹¹ LAPD representative. Personal interview. Feb 6, 2020

¹² Information from LASD officer, this number does not include 2 Lieutenants and 9 Sergeants that can operate helicopters nor any open and unfilled pilot or TFO positions

¹³ Information from LAPD this number does not include 2 Sergeant Pilots (nor the two open and unfilled pilot positions).

¹⁴ <http://www.policehelicopterpilot.com/los-angeles-sheriff-air-ops> (p. 2/11) (accessed 5/27/20)

to the helicopters being the same age, they are now requiring additional maintenance.¹⁵ Aging equipment requires the mechanics to work excessive overtime.¹⁶

Air support is vital to the mission of both the LAPD and the LASD, not only for support in police pursuits but in many other police functions.¹⁷ Part 1 Crimes (life threatening) are reduced when a helicopter is overhead.¹⁸ The number of arrests associated with radio calls is three times higher with the involvement of aircrews.¹⁹ The citizens of the County accept helicopter patrols as a necessary part of the police system and strongly favor their continuation.²⁰ Ground based officers universally support a strong airborne law enforcement program within the department.²¹

During our site visit to both the LAPD and LASD Aero office facilities, this Committee found both in excellent condition. Both facilities are governed by the Federal Aviation Administration (FAA) regulations which specify the number of hours a pilot can be airborne at one time.²² Accordingly, the crew is airborne for three hours, and must rest and refuel over a two hour period.²³

The LASD has adequate staff to have two helicopters on patrol, and one on standby.²⁴ Since the LASD is responsible for covering 4,084 square miles of territory,²⁵ only two helicopters on patrol at a time are not sufficient for adequate coverage, particular in the Lancaster/Palmdale area. The LASD should hire one more air crew, which means eight more staff to have a third helicopter on patrol.²⁶ LASD helicopters, Eurocopter AS350, requires a staff of 1 Pilot and 1 Technical Field Officer. The Super Puma Rescue helicopter requires a staff of 2 pilots and 3 SWAT medics.²⁷

Members of this Committee rode in two separate LASD helicopters. During the ride-along, they observed the culmination of a police pursuit. However, a suspect was not located from air. After circling for 20 minutes, the search was terminated.

The LAPD has three helicopters airborne at any given time covering an area of 498 square miles.²⁸ Pilots fly for 2 ½ hours and are on the ground for 2 ½ hours for a rest period and then fly for another 2 ½ hours.²⁹

¹⁵ LASD representative. Personnel interview Aug 15, 2019.

¹⁶ LASD representative. Personnel interview Aug 15, 2019.

¹⁷ Personal interview. LAPD interview date 12/19/19 LASD interview date 8/16/19

¹⁸ https://www.lapdonline.org/counter_terrorism_and_criminal_intelligence_bureau/content_basic_view/1179 (accessed 6/13/20)

¹⁹ *ibid*

²⁰ *ibid*

²¹ *ibid*

²² Information received from LASD escorting officer during on site visit (8/15/19)

²³ *ibid*

²⁴ Information received from LAPD escorting officer on site visit 8-16-19

²⁵ https://www.lasd.org/about_us.html (accessed

²⁶ Information received from LASD escorting officer on site visit 8-16-19

²⁷ Information received from LASD escorting officer on site visit 8-16-19

²⁸ Information received from LAPD escorting officer on site visit

²⁹ *ibid*

HELICOPTER REPAIR FACILITIES

The information in the chart below was obtained through the tour



LASD Repair Facility



LAPD Repair Facility

Description	LASD	LAPD
Location of Facility	Long Beach Airport	Van Nuys Airport
Facility Type	Airplane Hanger	Airplane Hanger
Age of facility	Unknown	Unknown
Condition of Facility	Recently leased an old Long Beach Airport hangar. Electrical wiring is faulty and in need of repairs.	Facility is well maintained, appears to be newer in age than LASD's facility, and has adequate storage areas and floor space.

The Committee toured both the LAPD, and LASD Office repair facilities for the helicopters. Both facilities were impressive.

The repair facilities for both LAPD and LASD are responsible for the maintenance and repair of their respective unit's helicopters. All helicopter mechanics must be certified.

The LASD repair facility is located at Long Beach Airport,³⁰ onsite with the helicopter base. The Committee toured this facility as well.

³⁰ <https://policehelicopterpilot.com/los-angeles-sheriff-air-ops> (accessed 6/1/20)

The gentlemen who escorted the Committee through the LAPD repair facility located in Van Nuys³¹ stated the helicopters are ferried out to the repair facility from their downtown Los Angeles base.

TRAINING FACILITIES³²

The information in the chart below was obtained through the tours

Description	LAPD	LAPD	LASD	LASD	LASD (Proposed)
Training Facility	Edward M. Davis Training Center & EVOC	Ahmanson Training Center	Biscailuz Center	EVOC	EVOC
Location	Granada Hills	Westchester	Los Angeles	Pomona (Fairgrounds)	Pitchess
Training Peace Officer Standards and Training (P.O.S.T.)	Standard P.O.S.T. Requirements EVOC for vehicles & motorcycles	Standard P.O.S.T. Requirements	Standard P.O.S.T. Requirements Continuing Professional Training (CPT1) ³³ Continuing Professional Training (CPT2) ³⁴	Standard P.O.S.T. Requirements EVOC for motor vehicles and motorcycles	EVOC Unknown of other training available
Situation Training	Situation Simulator Village ³⁵	Two Rooms for entry training. Room #1 designed for Domestic Violence and room #2 for Homicide Investigation	Situation Simulator Village	Not Applicable	No mention. But a Situation Simulator Village would greatly facilitate training.

³¹ http://www.lapdonline.org/air_support_division (accessed 6/1/20)

³² LAPD Davis tour 10/22/19, LAPD Ahmanson tour 10/18/19, LASD Biscailuz 8/19/19 and LASD Pomona 8/5/19

³³ <https://post.ca.gov/Commission-Procedure-D-2-Continuing-Professional-Training-and-Perishable-Skills> (accessed 6/17/20)

³⁴ *ibid*

³⁵ <https://clui.org/newsletter/summer-2004/first-responder-training-sites#> (Page 2/9) (accessed 6-13-20)

Description	LAPD	LAPD	LASD	LASD	LASD (Proposed)
Driving simulators	Large room with multiple video screens	No mention	No mention	Simulators present, but room is very small and hot.	No mention. But a video training room would greatly facilitate training.

Both Departments meet the training requirements of P.O.S.T.³⁶

The LASD Biscailuz Training Center

During the Committee’s tour, our law enforcement escort officer stated the Center teaches and drills its officers on Active Shooter Program training. School officers’ have 40 hours of active shooter training and 16 hours of lone active shooter response training.³⁷

Instructors at Biscailuz also instruct recruits in active scenario training.³⁸ Simulators are available, however, the instructors’ preference is to use an actual building for the training due to authenticity.³⁹ Live weapon training is conducted at Pitchess.⁴⁰ Pursuit training is held at EVOC in Pomona.⁴¹

Westchester Police Academy (The Ahmanson Recruit Training Center)

The Committee toured the LAPD’s Westchester Police Academy and were allowed to observe instruction in several classes conducted for the cadets. One class we observed involved domestic violence scenarios. The instructors allowed the Committee to watch a video being shown to the cadets, that provided synopsis of “what not to do situations,” because it showed the results of a careless approach to a domestic violence call.

The Committee observed two rooms within the Westchester training facility that are reserved for scenario training. The first room is designed to simulate a Domestic Violence encounter. The scenario illustrates the proper approach to a domestic violence call, and proper separation of the individuals involved. The second room is

³⁶ <https://ca.gov/basic-training-academies> (6/1/20)
³⁷ Information received from escort officer (8-15-19)
³⁸ Personal interview LASD. August 19, 2019
³⁹ Information received from escort officer (8-19-19)
⁴⁰ ibid
⁴¹ ibid

designed to train a first responder to a homicide scene, including a mannequin for the victim. Responding as a first responder to a homicide scene is vitally important to the training of the law enforcement officers. The officer needs to be able to approach the scene without contaminating any evidence left by the suspect.

While conducting the tour we were informed by our escort that the station did not have any Wi-Fi available for the recruits or officers to access.

EMERGENCY VEHICLE OPERATION CENTERS



LASD – Pomona EVOC

LAPD – Davis Training Center

The chart below reflects the differences between the two current EVOC training centers, along with the proposed new EVOC at the Pitchess for the LASD. The information in the chart below was obtained through the tours.

Description	LASD	LAPD	LASD (Proposed)
EVOC Location	Pomona, CA (Fairgrounds)	Granada Hills, CA	Pitchess
Area Covered	Ground Lease & Operating Agreement to expire 2042 ⁴²	44 acres (land owned by Department of Water and Power (DWP)	44.5 acres (land owned by the County)
Availability	Training is unable to be continuous due to various activities on the Fairgrounds. The trainees lose 2-3 months training access	Continuous	Continuous
Track Information	Track is outlined with yellow paint lines, but does have stop signs, etc. Although there are turns, the roadway is basically flat	Oval Track is 4.4 miles. Track is asphalted, has curves, inclines and resembles freeway/street driving	Vehicle driving/training track, collision avoidance and pursuit track, and track appurtenances
Slide Pit	Fire hose operated by a trustee spraying the area with water. Water is not recycled and is allowed to evaporate.	Slide pit is dedicated to area using Rainbird© sprinklers. Water is drained to the edge of the pit and then recycled back into the sprinklers	No mention of water saving devices being installed.
Vehicles	Crown Victoria, SUVs and Motorcycles	BMWs, SUVs and Motorcycles	

⁴² <http://file.lacounty.gov/SDSInter/bos/supdocs/39051.pdf>, p. 2 (accessed 6/17/20)

The LASD EVOC training takes place at the 135 acre training site within the main parking lot at the Fairplex.⁴³ The LASD loses 2-3 months training annually due to the Los Angeles County Fair and the National Hot Rod Association, which are the longest and largest events. The facility is unable to provide training while those events are occurring.⁴⁴ Smaller events are becoming more regular and more often, adding down time and additional work on the part of the Training Officers.⁴⁵ Training Officers must remove all the equipment, such as K-rails, tires that serve as boundary markers on the track, plus any other property, from the Fairgrounds on Friday evening and replace them on the following Monday morning.⁴⁶

The Committee has become aware that Capital Project #87024 was originally initiated in 2008 with one million dollars set aside to move the EVOC from Pomona to Pitchess.⁴⁷ The Committee understands that there were environmental problems with using the selected property at Pitchess.⁴⁸ Contractors did not bid on the contract due to these environmental unknowns.⁴⁹ Apparently a Mitigated Negative Declarations was resolved with this property.⁵⁰

On March 11, 2020, we met with members of the DPW to discuss the construction of the new location of the EVOC.

The current relocation contract has recently been awarded to Sully Miller for design and construction of the EVOC.⁵¹ Funding for the project was achieved by transferring funds from Biscailuz running track refurbishment project (\$4,078,000) and allocated funding from the LASD (\$922,000) special training fund.⁵² On February 4, 2020, BOS adopted the construction contract issued for the EVOC.⁵³ Completion date of the proposed EVOC is 2022.⁵⁴

DPW's plan includes a skid pan, high speed track, pursuit track area, and a collision avoidance track area to practice avoiding other vehicles or objects in emergency situations.⁵⁵ Adequate parking is available for both the training vehicles, instructors and attendees.

The Committee, upon review of the information received from DPW, realized Pitchess was going to provide EVOC training only.⁵⁶ Unlike LAPD Davis EVOC, there was no plan for a Situation Simulator Village.

⁴³ <http://file.lacounty.gov/SDSInter/bos/supdocs/39051.pdf> p. 2 (accessed 6/17/20)

⁴⁴ *ibid*

⁴⁵ Per information from LASD EVOC deputy, Pomona. August 5, 2019

⁴⁶ *ibid*

⁴⁷ <http://file.lacounty.gov/SDSInter/bos/supdocs/39051.pdf> p. 1 (accessed 6/14/20)

⁴⁸ per information from LASD EVOC deputy, Pomona August 5, 2019

⁴⁹ *ibid*

⁵⁰ *ibid*

⁵¹ <http://file.lacounty.gov/SDSInter/bos/supdocs/143628.pdf> p. 1/11 (accessed 6/1/20)

⁵² *ibid* p. 2/11 and p. 10-11/11

⁵³ <http://file.lacounty.gov/SDSInter/bos/supdocs/143628.pdf> p. 1/11 (accessed 6/1/20)

⁵⁴ information provided by DPW on site visit 3-11-20

⁵⁵ per information from DPW on site visit 3-11-20

⁵⁶ information received from Department of Public Works. March 11, 2020

PURSUITS

The LAPD, LASD and California Highway Patrol (CHP) all have different guidelines regarding police pursuits, which are outlined below. Therefore, throughout the County there is no uniformity amongst the agencies as to what activities rise to the level of initiating a pursuit. The California Commission on P.O.S.T. requirements under Penal Code section 13519.8⁵⁷ was promulgated to establish guidelines and training for law enforcement's response to vehicle pursuits. Subsequently, Senate Bill 719 (SB 719)⁵⁸ was passed and it expanded Penal Code section 13519.8 and Vehicle Code section 17004.7 to include annual training and requirements for peace officers on pursuit policy and guidelines.

CHP policy states,⁵⁹ “A pursuit is authorized to be initiated in order to apprehend a violator of the law who refuses to yield to the officer's lawful direction to do so. Officers shall clearly indicate their intent to stop the vehicle and arrest the subject. Unless a greater hazard would result, a pursuit should not be undertaken if the subject(s) can be identified to the point where later apprehension can be accomplished. A pursuit should not be initiated if the dangers of pursuing or continuing the pursuit are too great. If the driver of the vehicle fails to stop as required, officers are authorized to continue following until the violator voluntarily stops, until relieved from the pursuit, until the circumstances warrant legal intervention (forcible stop), or until the pursuit is voluntarily discontinued.”

LASD pursuits policies can be found in the Pursuit Evaluation Audit conducted in June 2018 which stated that according to the Manual of Policy and Procedures, section 5-09/210.02, a pursuit may be initiated under the following conditions:

- With a known or suspected serious felony suspect
- A confirmed Grand Theft
- Vehicle or misdemeanor suspects
 - ☐ Only in the following circumstances:
 - When a suspect is observed displaying a firearm in an assaultive manner reasonably contemporaneous to the initiation of the pursuit
 - When there is reasonable suspicion the suspect is driving under the influence of drugs or alcohol or otherwise impaired, or
 - When the suspect's driving is so flagrantly reckless that he presents a clear and present danger to others, and failure to apprehend would likely pose an imminent and life threatening danger to the public.⁶⁰

⁵⁷ https://lasd.org/pdfjs/audit_reports/Veh%20Pursuit%20Rpt%20Signatures%20Removed.pdf p. 2-3 (accessed 6/1/20)

⁵⁸ https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201520160SB719 (accessed 6/1/20)

⁵⁹ information received from CHP officer on site visit (2/13/2020)

⁶⁰ <https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill> p. 8 (accessed 6/1/20)

Section 5-09/210.10 states that the deputy initiating a pursuit is the primary unit and shall, in all cases, immediately provide the station/unit watch commander with the following information through the Sheriff Communications Center (SCC):⁶¹

- Location, speed and direction of travel
- The specific reason for the pursuit, including known laws violated
- Vehicle description, including license number, if known
- Number of occupants
- Traffic conditions, including any hazardous driving by the suspect

LAPD

Pursuit Policy is covered under the Department pursuit policy comprised of Manual Volume 1/555, Volume 3/201 and Volume 4/205. Refer to all listed Manual Volumes and Sections for policy, procedures, and administrative review of the Department Pursuit Policy.

Book 1, Section 555.10: Initiation of a Vehicle Pursuit.⁶²

- Officers shall not initiate a pursuit based only:
 - On an infraction, misdemeanor evading (including failure to yield) or
 - Reckless driving in response to enforcement action by Department personnel or if
 - Felony has occurred, is occurring or is about to occur, employees may pursue a suspect vehicle
- Unmarked units shall not engage in a pursuit
- When a unit goes in pursuit:
 - It shall advise Communications Division that it is “in pursuit”
 - Give the unit’s identification
 - Location
 - A description of the pursued vehicle
 - Suspects direction taken
 - Reason for pursuit⁶³

Control of Pursuit - The Communications Division will be responsible for requesting and assigning to the pursuit a back-up unit, an air unit and an available uniformed supervisor in close proximity to the pursuit.⁶⁴ Once an aero unit has arrived, the aero unit becomes the lead. All other vehicles are to back off.⁶⁵

⁶¹ https://lasd.org/pdfjs/audit_reports/Veh%20Pursuit%20Rpt%20Signatures%20Removed.pdf p.10/28 (accessed 6/16/20)

⁶² http://lapdonline.org/lapd_manual/volume_1.htm Section 555.10 (accessed 6/16/20)

⁶³ http://lapdonline.org/lapd_manual/volume_4.htm 205.01 (accessed 6/14/20)

⁶⁴ *ibid*

⁶⁵ *ibid*

Below is a chart showing the questions this Committee asked all three law enforcement agencies and the Los Angeles Fire Department (LAFD). The Los Angeles Fire Department was contacted to confirm any calls regarding injuries as a result of vehicle pursuits. Only the CHP responded. The LAPD and LAFD employees said their computer system did not link with the LAPD or LASD so they were unable to provide the information. The Committee could not continue the search due to the shut down by COVID-19.

Questions Asked	CHP ⁶⁶	LASD ⁶⁷	LAPD ⁶⁸	LAFD ⁶⁹
Number of pursuits in LA County	1,330			-
Number of pursuits involving multi-agencies	208			-
Number of suspects that voluntarily stopped	325			-
Number of pursuits by one agency	153			-
Number of law enforcement vehicles involved in collision	5			-
Number of vehicles abandoned by the suspect who then fled on foot	94			-
Number of bystanders who sustained injuries	55			-
Number of law enforcement officers who sustained injuries	6			-
Number of pursuits voluntarily terminated by officers	258			-
Number of pursuits stopped by PIT, spike strips, etc.	76			-
Number of apprehensions made	772			-
Number of non-apprehensions made	552			-

When this Committee requested data regarding police pursuits from all four departments, we were unable to obtain the information due to lack of integration and communication. This was especially true of the Fire Departments.

Since we were unable to access the vehicle pursuit information from LAPD, LASD, LAFD and the Los Angeles City Fire Department (LACFD), along with the City's IT

⁶⁶ high Ranking CHP Officer, field support officer provided this statistical data on 2/13/2020.

⁶⁷ unable to receive information due to COVID-19 virus outbreak

⁶⁸ unable to receive information due to COVID-19 virus outbreak

⁶⁹ attempted to get information from the Fire Department, however, their system is not interlinked with the Police or Sheriff's Office that would produce the answers to questions provided. Contacted only to confirm any injuries sustained during a police pursuit.

Division, they need to research and confirm that their present electronic systems can meet the demands of the growing fields of technology. All four Departments should integrate their communication system so that critical information can be accessed and shared by all.⁷⁰

ALTERNATIVES TO POLICE PURSUITS

Most newly manufactured vehicles all contain some type of tracking system. Rather than initiating a high speed pursuit, law enforcement officers are able to safely track the vehicle to chop shops, which is illegal vehicle dismantling, and to loaded overseas containers at the ports, and possibly recover multiple stolen vehicles.

This Committee concludes that lives can be saved and injuries can be avoided if alternative methods are used to locate vehicles, instead of pursuing vehicles on congested streets and freeways. Lost lives can never be replaced.

The Committee has researched various options to assist in stopping vehicles being pursued by law enforcement. Below is a list reflecting this information:

- ✓ Crookhook⁷¹ is a device attached to the front of a police unit and deploys a large two prong hook to disable the vehicle by elevating the rear traction tires.
- ✓ LoJack⁷² OnStar⁷³ and Hum⁷⁴, are services that are capable of locating and recovering stolen vehicles. The system is integrated with law enforcement. LoJack, OnStar and Hum, will activate vehicle locator, even if the registered owner is not a subscriber of the vehicle recovery system.
- ✓ Nighthawk Remote Tire Deflation Device⁷⁵ is a new generation of spike strip. Nighthawk is a battery operated, remote controlled, retractable spike strip. The Nighthawk weighs 30 pounds and can be deployed in 2 seconds. The dual button remotely operates up to a 100 feet, while deploying the spikes and allows the officer to retract the spikes into the strip in 2 seconds. This allows the officer to be at a safe distance away from the deployed Nighthawk Remote Tire Deflation Device.
- ✓ StarChase⁷⁶ is a pursuit reduction technology that contains a miniature GPS module encased in a tracking projectile/tag and a launcher mounted on a police vehicle. This device uses compressed air to fire the projectile, and if the fired module misses the suspect vehicle it would become an airborne missile not stopping until it hit something. This device would be more useful in rural

⁷⁰ Cumulative information acquired during various onsite visits with stations and departments.

⁷¹ <https://www.getcrookhook.com/> (accessed 6/1/20)

⁷² <https://www.lojack.com/> (accessed 6/1/20)

⁷³ <https://www.onstar.com> (accessed 6/16/20)

⁷⁴ <https://www.hum.com> (accessed 6/16/20)

⁷⁵ <https://psemc.com/products/nighthawk-police-stop-sticks/> (accessed 6/1/20)

⁷⁶ <https://starchase.com/> (accessed 6/1/20)

areas, but not necessarily in crowded Los Angeles traffic. This Committee has learned that Tustin, California, Police Department is using StarChase© to assist in tracking the vehicles.⁷⁷

- ✓ StopStick, Ltd©⁷⁸ is a tire-deflation device, ends high-speed pursuits quickly and safely. It is effective, reliable and has the reputation of being light, easy-to-deploy and safe-to-handle.

Other stolen vehicle tracking systems offered directly by automakers as part of their Telematic systems include:

BMW Assist Ltd©⁷⁹ - four years free (model-year 2007 and newer)

Toyota Safety Connect©⁸⁰ - included on select 2010 Toyota and Lexus models

SC. Lexus Enform©⁸¹ - has additional features such as push-button live operator assistance.

Mercedes-Benz TeleAid©⁸² - Offered by Hughes Telematics

NissanConnect©⁸³ - NissanConnect© will cease tracking after 14 days, or as soon as the vehicle has been located. Once the vehicle's location is known and will advise law enforcement authorities of its location.

The use of any of the Telematic Systems will locate a vehicle, which could locate “chop shops,” which make their money by stripping the vehicle and selling the parts.

LAPD Commercial Crimes Division, Burglary and Auto Theft Section, in collaboration with Southeast Area Detectives, located a “chop shop” which resulted in the arrest of one person.⁸⁴

BolaWrap 100 is the newest introduction of a non-lethal device. The LAPD has been working with the Las Vegas-based company, Wrap Technologies, for a year to modify the devices to add lasers and change the color to green to signify it is a non-lethal device. The LAPD lasers are also green. The BolaWrap 100 is an alternative non-lethal device, it is not the answer for all incidents.

The hand-held device sounds like a gun when it deploys at 640 feet per second, an eight foot tether to entangle someone between 10 and 25 feet away. Barbs, much like a small treble fishing hook, attached to each end of the tether grab hold of the person as it wraps around their body. There is a green laser spot that is used to aim the tether.

⁷⁷ Information received during conversation with Tustin Police Department via telephone (9/16/19)

⁷⁸ <https://stopstick.com/products/stop-stick> (accessed 6/1/20)

⁷⁹ <https://www.edmunds.com/car-technology-evaluating-stolen-vehicle-recovery-systems.html> (accessed 6/1/20)

⁸⁰ *ibid*

⁸¹ *ibid*

⁸² *ibid*

⁸³ <https://www.nissanusa.com/connect/features-apps/stolen-vehicle-locator.html> (accessed 6/17/20)

⁸⁴ http://lapdonline.org/july_2019/news_view/65738 (accessed 6/1/20)

The barbs create a “very small puncture” when the tether wraps around a person and could cause pain if a person tries to pull the cords off.⁸⁵

The LAPD is currently training officers in the use of the BolaWrap for testing in the law enforcement environment.⁸⁶ Proper use of the BolaWrap 100 could restrain a fleeing suspect and assistance with a safer arrest.⁸⁷

After a police pursuit the BolaWrap 100 can be used to safely restrain a fleeing suspect in a non-lethal manner.

High speed chases are a danger. Should they be used? Having reviewed the above devices, it appears that none of them will work in all cases. Many of them will not work at all in Los Angeles. However, the question is not *when* should there be a high speed police pursuit, but should there be high speed police pursuits *at all*.

Based on our investigation, the Committee has concluded that in the County, if a pursuit is necessary, it should be handled whenever possible by helicopters. If not the helicopters, then by vehicle location devices which are installed in newer vehicles. If neither of those avenues are available, then the reason for the chase becomes paramount.

The Washington Post reported a study from the International Association of Chiefs of Police (IACP) and the National Institute of Justice, which found that 91% of all high speed chases are in response to non-violent crimes. After analyzing over 8,000 high speed chases in IACP’s database, it found that 42% of the cases involved a traffic infraction. Stolen vehicles were involved in 18% of the cases, and in 15%, a suspected drunk driver.⁸⁸

None of these stated reasons for a high speed chase rise to the level where people’s lives and property should be put in danger in order to apprehend a suspect. On the ground, high speed police chases should be conducted only under very limited and extreme circumstances, such as a hostage in the car or someone in the vehicle has a weapon that is being brandished.⁸⁹

In 1998, the Supreme Court ruled that police could not be sued in federal court for deaths and/or injuries sustained as a result of a high speed chase, even if it is reckless.⁹⁰ California passed California Vehicle Code section 17004.7, which provides immunity for law enforcement in case of an injury to or death of an innocent bystander(s).⁹¹

⁸⁵ <https://www.streichers.com/wrap-technologies-bolawrap-100> (accessed 6/26/20)

⁸⁶ Observed the training of officers in the use of the BolaWrap 100 (1-30-20)

⁸⁷ <https://BlueSheepdog.com/2018/11/02/bolawrap-100-lasso-gun-police-lethal-device> (accessed 6/16/20)

⁸⁸ <https://www.washingtonpost.com/news/wonk/wp/2015/07/25/why-police-shouldnt-chase-criminals> (accessed 6/14/20)

⁸⁹ Comment made by officer while on-site tour that some officers enjoy the pursuit/chase

⁹⁰ <https://www.latimes.com/archives/la-xpm-1998-may-27-mn-53889-story.html> (accessed 6/16/20)

⁹¹ https://leginfo.ca.gov/faces/codes_displaySection.xhtml?lawCode=VEH§ionNum=17004.7 (accessed 6/16/20)

Civil libertarians had urged the court to restrain police pursuits as a danger to the public. Two years prior to the Supreme Court making its ruling on this case, the American Civil Liberties Union of Southern California denounced the pursuit policies followed by the LAPD and the LASD.⁹²

Ramona Ripston, the ACLU's executive director stated "This decision absolves the police from any liability for deaths of innocent persons killed as a result of a reckless police chase."⁹³

On the ground, high speed, police pursuits are an anachronism from an earlier time. Today there are many other ways to apprehend a suspect, discussed in the report above. Even if no other way is available, these chases should be eliminated because of the unacceptable risk of death, injury, or property damage.

COMMENDATIONS

This Committee commends:

- We commend the communications and interworking between the patrol officers and the helicopter crew during our ride-along with LASD
- This committee wants to extend a heartfelt thanks to everyone we met and the individuals who escorted us through our tours

⁹² <https://www.latimes.com/archives/la-xpm-1998-may-27-mn-53889-story.html> (accessed 6/16/20)

⁹³ *ibid*

RECOMMENDATIONS

- 3.1 LASD will not pursue vehicles reported stolen that are equipped with vehicle recovery systems
- 3.2 LAPD will not pursue vehicle reported stolen that are equipped with vehicle recovery systems
- 3.3 LASD shall update currently Spike Strip used and logistically equip some patrol vehicles with safer “Nighthawk Remote Tire Deflation Device©.”
- 3.4 LAPD shall update currently used Spike Strip and logistically equip some patrol vehicles with safer “Nighthawk Remote Tire Deflation Device©.”
- 3.5 LASD should hire an additional air crew, which means eight more staff to man a third helicopter on patrol, in the Lancaster/Palmdale area
- 3.6 LASD replacement of helicopters needed as the Eurocopters A350 has reached its life expectancy⁹⁴
- 3.7 LAPD confirm that all law enforcement officers have maintained the mandated CPT1 and CPT2 courses⁹⁵
- 3.8 LASD confirm that all law enforcement officers have maintained the mandated CPT1 and CPT2 courses
- 3.9 LAPD install Wi-Fi at the LAPD Ahmanson Training Center for assistance with cadet training
- 3.10 LASD follow the lead of the LAPD and implement the use of the BolaWrap 100 restrain technology

⁹⁴ <https://post.ca.gov/regular-basic-course> (accessed 6/1/20)

⁹⁵ *ibid*

REQUIRED RESPONSES

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
3.1, 3.3, 3.5, 3.6, 3.8, 3.10	County of Los Angeles Chief Executive Officer
3.1, 3.3, 3.5, 3.6, 3.8, 3.10	Board of Supervisors
3.1, 3.3, 3.5, 3.6, 3.8, 3.10	County of Los Angeles Sheriff's Department
3.2, 3.4, 3.7, 3.9	Los Angeles Police Department
3.2, 3.4, 3.7, 3.9	Los Angeles City Council

ACRONYMS

ACRONYMS	DEFINITIONS
AMOC	Air Mobility Operations Center
BOS	Board of Supervisors
JURY	Civil Grand Jury
CBP	Customs and Border Protection
CHP	California Highway Patrol
CITY	Los Angeles City
COUNTY	Los Angeles County
DOJ	Department of Justice (U.S.)
DPW	Los Angeles County Department of Public Works
EVOC	Emergency Vehicle Operations Center
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
IACP	International Association of Chiefs of Police
JPL	Jet Propulsion Laboratory
LACCGJ	Los Angeles County Civil Grand Jury

ACRONYMS	DEFINITIONS
LACoFD	Los Angeles County Fire Department
LAFD	Los Angeles City Fire Department
LAPD	Los Angeles Police Department
LASD	Los Angeles Sheriff's Department
NHTSA	National Highway Traffic Safety Administration
PC	Penal Code
PITCHESS	Pitchess Detention Center
P.O.S.T	Peace Officer Standards and Training
VC	Vehicle Code
USDOT	U.S. Department of Transportation
WLA	West Los Angeles Community College

COMMITTEE MEMBERS

Alice Beener, Chairperson
 Deanne Walls, Co-Chair
 John Palos
 Jenalea Smith

Children: Not For Sale



Children: Not For Sale

2019-2020
Los Angeles County
Civil Grand Jury

Children: Not For Sale

EXECUTIVE SUMMARY

“Human trafficking is the world’s fastest growing criminal enterprise, valued to be an estimated \$32 billion-a-year global industry. After drug trafficking, human trafficking is the world’s most profitable criminal enterprise.”¹ Given the seriousness of this global problem and its impact on the children of Los Angeles County, the Children: Not For Sale Committee (Committee) determined that it was important to investigate and assess programs directed at reducing child sex trafficking and identifying those that are most successful. Numerous sources told the Committee that certain children are especially vulnerable to being pulled into child sex trafficking, including children in the foster care system, runaways, and children recruited through social media platforms. Law enforcement in the Pomona Police Department (PPD), when interviewed by this committee said,

“Pimps think of the girls as, ‘your vagina is an ATM’.”

Members of this Committee accompanied, as a Figueroa-route ride-along, Los Angeles Police Department (LAPD) Human Trafficking Task Force and were informed that the ongoing percentage of minors being trafficked is (95% girls and 5% boys).²

BACKGROUND

As our society begins to acknowledge that children who are trafficked are victims rather than criminals, changes are being made including no longer identifying these victims as “child prostitutes.” With the passage of California AB 22,³ prostitution for minors was not decriminalized. However, the bill does specify that trafficking minors is a crime and certain terms of imprisonment apply. Despite this bill, a youth could still be charged with solicitation.

As of 2016, with the passage of SB 1322, prostitution was decriminalized for individuals under 18. Children trapped in human trafficking are now considered victims and are to be treated as such. Criminals have found the high profitability of trafficking our children; they can be sold over and over again and the supply is never ending.

¹ <https://oag.ca.gov/human-trafficking> (accessed 6/10/20)

² LAPD Sex Trafficking Task Force Ride-Along. 5 Dec, 2019

³ http://www.leginfo.ca.gov/pub/05-06/bill/asm/ab_0001-0050/ab_22_bill_20050921_chaptered.pdf (accessed 6/13/20)

“SB 1322 is important because it recognizes these children as serial rape victims who must be treated with care. These children need specialized treatment for months and even years after they are recovered in order to address the trauma associated with their exploitation as well as the years of abuse they often endured prior to trafficking,” said Frank Mecca, CWDA Executive Director. “For too long, child sex trafficking victims in California have been seen and treated as criminals, often arrested and taken to jail for prostitution, which only exacerbates their trauma.”⁴

AB 1227 was signed and went into effect in 2017. It requires public schools to include instruction about identifying, understanding, reporting, and avoiding human and child sex exploitation.

California has three of the top 13 high-intensity areas in the United States for sex trafficking of minors: Los Angeles, San Diego, and San Francisco.⁵ Between 2013 and 2018, almost 3,000 child welfare referrals were made regarding youth being potential victims of human trafficking.⁶ Youth of color are disproportionately the highest numbers: 71% African American, 18% Latinx, and 10% White. The populations in the County are 7.4% African American, 61.6% Latinx and 16.9% White.⁷

“John” is a term used to identify those who hire a child or adult for sex. In past years, the johns⁸ were not arrested, but the victims, formerly called “child prostitutes,” were. In recent years, the State of California changed the laws regarding the youth who have been sexually exploited. “In 2014, the California legislature passed SB 855, which clarified that Commercially Sexually Exploited Children (CSEC) and youth are victims of child abuse under the law and thus may be served by the child welfare rather than the juvenile justice system.”⁹

This investigative committee, through personal and site interviews, teleconferencing and research, learned from law enforcement agencies that they are training staff in ways to help officers recognize children who may be trafficked. The Department of Children and Family Services (DCFS) works closely with the police and sheriff’s departments in addressing the victim’s needs, and arranging a safe shelter.¹⁰ For many

⁴ <https://www.cwda.org/press-release/governor-makes-it-clear-child-sex-trafficking-victims-are-not-criminals>
https://youthlaw.org/wp-content/uploads/2018/11/CSEC-Research-Report_Placement-Exp-Svcs-Reed_Nycl_Cal-State.pdf

⁵ Dierkhising, C.B. Walker, Brown K., Acekerman-Brimberg, M., & Newcombe. A. (2018). *Commercially Sexually Exploited Girls and Young Women Involved in Child Welfare and Juvenile Justice in Los Angeles County: An Exploration and Evaluation of Placement Experiences and Services Received*. National Center for Youth Law: California State University, Los Angeles. https://youthlaw.org/wp-content/uploads/2018/11/CSEC-Research-Report_Placement-Exp-Svcs-Reed_NCYL_Cal-State.pdf (accessed 6/13/20)

⁶ *ibid*

⁷ *ibid*

⁸ *ibid*

⁹ *ibid*

¹⁰ Guymon, Michelle. “Sex Trafficking and Exploitation in America: Child Welfare’s Role in Prevention and Intervention.” 11 July, 2013. Senate Committee on Finance. Los Angeles County, Law Enforcement First Responder Protocol for Commercially Sexually Exploited Children (CSEC) (2015) © 2015. County of Los Angeles. All rights reserved. Page 24. (accessed 9 June 2020)

of the children, it is extremely difficult for them (even though they are victims) to leave their trafficker. Often a trafficker is the only person who has shown the child “love” and “acceptance.”¹¹ According to Opal Singleton from Million Kids, “...the relationship between a child victim and a trafficker mimics Stockholm Syndrome.”¹²

It is not uncommon for the child sex trafficker to brand (tattoo) a victim whether or not the child agrees. These can include identifying barcodes, trafficker’s name, or dollar signs with a bag of money near the victim’s groin area.¹³

A member of the Los Angeles Police Department (LAPD) stated, “It lets the other pimps know that this is their property.”

The County, often working with community-based organizations, has programs in place that provide support for children seeking to leave this life.¹⁴ The Coalition to Abolish Slavery and Trafficking (CAST) works directly with the Los Angeles Human Trafficking Task Force (LAHTTF) in partnership with the Los Angeles County Sheriff’s Department (LASD). The Director of CAST shared they have “...served clients ranging younger than one to age 68.”¹⁵

“The use of children in the commercial sex trade is prohibited both by US law and by statute in most countries around the world.”¹⁶ The Federal Trafficking Victims Protection Act of 2000 defines sex trafficking as, “the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for the purpose of a commercial sex act, in which the commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age.”¹⁷

Children who are victims of trafficking experience devastating consequences. It affects them in prolonged physical and psychological trauma, drug addiction, diseases including HIV/AIDS, unplanned pregnancies, isolation, and in extreme cases, death.¹⁸ Recent research reveals a significant majority of children have endured sexual abuse prior to being trafficked.¹⁹ Many of these children suffer from fear of abandonment, mental illness, lack of social support, poverty, emotional distress, learning and physical disabilities, to name a few.²⁰ Runaway and homeless youth are also particularly vulnerable.²¹

¹¹ <http://www.upworthy.com/sex-trafficking-of-youth-still-happens-today-here-s-why-it-s-difficult-to-escape> (accessed 9 June 2020)

¹² https://en.wikipedia.org/wiki/Stockholm_syndrome (accessed 5/30/20)

¹³ Sidner, Sara. “Old marks of slavery is being used on sex trafficking victims. 14 March 2017. <http://cnn.com/2015/08/31/us/sex-trafficking-branding/index.html>

¹⁴ Diversion program in Los Angeles County for adolescents is “Saving Innocence.”

¹⁵ La Chapelle, Leigh. “Re: Interview questions.” E-mail to the Jury. 21 April, 2020.

¹⁶ <https://2009-2017.state.gov/j/tip/what/index.htm>

¹⁷ <https://humantraffickinghotline.org/what-human-trafficking/federal-law> (accessed 3/3/20)

¹⁸ <https://aspe.hhs.gov/system/files/pdf/75186/ib.pdf>

¹⁹

<https://www.fcasv.org/sites/default/files/Child%20Physical%20and%20Sexual%20Abuse%20as%20a%20Common%20Factor%20for%20Domestic%20Minor%20Sex%20Trafficking%20Taryn%20Mastrea.pdf> (accessed 9 June 2020)

²⁰ https://en.wikipedia.org/wiki/Child_sex_slaveshttps://

²¹ <https://rhyclearinghouse.acf.hhs.gov/blog/runaway-prevention-human-trafficking-prevention>

California State Assembly Member Rob Bonta, who introduced AB 1227,²² the Human Trafficking Prevention Education and Training Act, stated:

“Human trafficking is one of the fastest growing crimes in California and the nation. Exploiters prey on vulnerable children regardless of age, race, gender, economics, or religion. Our bill will provide vital information to arm students and instructors with the tools to combat this horrific plague.”²³

This was signed and went into effect requiring public schools to offer age-appropriate curriculum that will comply with state standards and provide a holistic view of the problem.

METHODOLOGY

This Committee investigated child sex trafficking in Los Angeles County through conversations with County officials, and County personnel. The Committee also interviewed teachers, social workers, police departments, and survivors. The Committee also conducted conference calls, investigative research, and interviews with:

- Los Angeles Police Department Human Trafficking Unit
- Michelle Guymon, Probation Director Child Sex Trafficking Unit – worked with CSEC to start the STAR Court (Succeeding Through Achievement and Resilience)
- Department of Children and Family Services (DCFS). If a child is detained for soliciting, and there is not an outstanding warrant, DCFS takes responsibility for the child
- Staff member to Los Angeles City Council President Nury Martinez. Nury Martinez is responsible for establishing anti-trafficking programs in her district
- Director, Los Angeles Unified School District (LAUSD)
- Superintendent, LAUSD
- Ride-Along, LAPD Human Trafficking Task Force. Night ride through Figueroa Corridor, aka “the tracks”²⁴
- Deputy District Attorney, Sex Crimes Division, Human Sex Trafficking Section: Members of the Los Angeles County District Attorney’s Office charged with prosecuting traffickers
- Sex Trafficking Survivor of Saving Innocence²⁵ first abused at **three**, exploited at age **eight** (touched by adults in exchange for groceries), and trafficked at **fourteen**

²² https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB1227 (accessed 13 May 2020)

²³ <https://a18.asmdc.org/press-releases/bonta-authors-human-trafficking-curriculum-bill> (accessed 5/13/20)

²⁴ <https://www.lamag.com/longform/gone-dash-girls/> (accessed 9 June, 2020)

²⁵ An example of a community based program providing support for CSEC in Los Angeles County is Saving Innocence <https://savinginnocence.org>

- Professor of Urban Studies and Planning, California State University Northridge (CSUN).²⁶
- Compton Unified School District (CUSD)
- Long Beach Unified School District (LBUSD)
- Pomona Police Department (PPD)
- John School Founder (Prostitution Diversion Program aka PDP)
- Pomona Unified School District (PUSD)
- Human Trafficking Symposium Riverside
- Professor of Criminal Justice La Sierra University
- Lancaster Sheriff's Department
- Attended Prostitution Diversion Program, "John School"
- Opal Singleton, President and CEO Million Kids
- Lancaster Unified School District (LUSD)
- Ride-Along with Pomona Police Department Human Trafficking Task Force
- STAR Court
- *Journey Out*²⁷
- *Cherished*²⁸
- *Restorative Diversion Services*
- Professor of Analytics, Data Science and Research, Loma Linda University
- Professor of University of Southern California, (USC) Gould School of Law

RESULTS OF INVESTIGATION

Children in our County are being recruited and sexually exploited, resulting in serious mental, sexual, physical and emotional damage. These scars can remain for life, affecting them in every fundamental way.

"A pimp or exploiter preys on this vulnerability. Statistics say that one in three teens will be recruited by a pimp within 48 hours of leaving home and becoming homeless. He may pose as a boyfriend or parental figure, offering to provide food, shelter, clothes, security, even love. Later, after that emotional bond has been established, she is forced to engage in commercial sexual acts or face brutal physical violence."²⁹

Most children come from poverty and have been sexually abused.³⁰ A County Probation Officer said, "Studies show that virtually all exploited children have suffered, physical or emotional abuse and that the majority have had involvement with the child welfare system."³¹ This was confirmed by a former officer of LAPD vice

²⁶ <https://csun.edu/> (accessed 4/26/20)

²⁷ <https://journeyout.org/> (accessed 9 June 2020)

²⁸ <https://cherishedla.org/> (accessed 9 June 2020)

²⁹ Guymon, Michelle. "Sex Trafficking and Exploitation in America: Child Welfare's Role in Prevention and Intervention." 11 June, 2013. Senate Committee on Finance <https://finance.senate.gov/imo/media/doc/89766.pdf/p.10> (accessed 9 June 2020)

³⁰ Per committee interview with Michelle Guymon (6 November 2019)

³¹ Per committee interview with Michelle Guymon (6 November 2019)

department, who stated that 99% of victims came from families where they have experienced abuse physically, mentally, emotionally, and sexually and/or there was drug and alcohol addiction in the home.³²

Michelle Guymon recently told the Committee that with Covid-19 the numbers of child victims who have been trafficked has increased dramatically. The families that were in poverty are now experiencing a different dynamic of poverty:

“A victim can make \$50, and that can make a difference between some groceries and NO food for her family.”³³

With the proliferation of social media platforms (over 60 as of this writing),³⁴ and countless in-game chat rooms, it is nearly impossible for parents, educators, and guardians to fully monitor their child’s online activity. The child can access these platforms and chat rooms via their smartphones and available personal computers.

Predators regularly stalk social media and chat rooms in an attempt to connect with a child victim. They may make up a fake online persona (called catfishing), establish a relationship, and then manipulate the young victim in a multitude of ways.³⁵ Here are two common examples:

Scenario 1:

The predator, often using a false photo, entices a young victim into a “relationship,” and coerces sexually explicit digital media (photos and videos) from the child. He then posts on the Dark Web³⁶ where pedophiles pay for access. The predator blackmails his victim by telling her that he will either post the photos, or tell someone unless she sends more. Regardless, he will again post and sell on the Dark Web. This is called **Sextortion**.³⁷

The Dark Web cannot be found via standard browser search engines, and requires access to a browser called Tor.³⁸ If law enforcement finds the digital media on the Dark Web, they will be unable to decrypt the account from which the trafficker is posting. Law enforcement has said that the traffickers are quicker and faster with evolving IT capacities and clearly have greater funding.³⁹

³² Per Committee interview with retired LAPD Vice Officer- April 2020

³³ Phone conversation with Michelle Guymon (12 May 2020)

³⁴ <http://influencemarketinghub.com/social-media-sites/> (accessed 4/26/20)

³⁵ Singleton, Opal. “Advanced Human Trafficking Symposium: The Role of Evolving Technologies.” Riverside, CA. 11 Jan. 2020.

³⁶ <http://www.csoonline.com/article/32497565/what-is-the-dark-web-how-to-access-it-and-what-youll-find.html> (accessed 4/26/20)

³⁷ <http://www.pittsburghcatholic.org/columns/when-children-are-at-risk-of-sextortion-73805387?profile=1020> (accessed 6/9/20)

³⁸ Per teleconference with Professor of Computer Science, March 13, 2020

³⁹ <https://www.globalcenturion.org> (accessed 4/26/20)

Scenario 2:

The predator, again with a fake identity, arranges to meet the victim. They meet, and the predator entices her to go with him. She is then trafficked by the predator and/or sold to gangs. When a child is sold to a gang, as part of the process of control, **the child is gang raped, videotaped and forced to watch the video.**⁴⁰

If the situation comes to the attention of law enforcement, they will attempt to track down the predator from the IP address on the device in which the victim received the predator's messages. This could be an electronic device, social media platform, or the chat-room used to contact the victim. If a predator is savvy, the contact will be made via encrypted IP address, which poses a challenge for law enforcement.⁴¹

Studies show that 85% of children sleep with their phones. Between 11 PM and 5 AM, over 42 million sexual predators, gangs, and/or traffickers are combing the internet for photos that children have posted.⁴²

Pornography has exploded on the internet with videos of extreme acts of children being sexually exploited. According to THORN, an international organization educating the world to the dangers of sexual exploitation of children, there were 20 million videos available in 2017. In 2018, this number had grown to over 45 million. The United States is one of the largest producers and consumers of digital media featuring child sexual abuse. This from only twelve companies. These are videos of extreme acts of children being sexually abused. One in six who are trafficked is under the age of twelve, and the median age is fifteen. Two out of three have had an experience with the foster care system. **There are cases of children being forced into this life as a toddler.**⁴³

Police Departments within the County of Los Angeles together with County agencies/departments and community based organizations coordinate efforts to implement the Los Angeles County First Responder Protocol. From the handbook:

“The Protocol outlines a coordinated response to serve CSEC from identification through the first 72 hours of contact. The goal of the Protocol is to identify and respond to CSEC expeditiously using a victim-centered strengths-based approach. It focuses on building relationships with youth from the outset, understanding where the child is in his/her stage of exploitation, and avoiding arrest and detention.”⁴⁴

⁴⁰ Confirmed by Opal Singleton and Professor at La Sierra University.

⁴¹ <https://www.dhs.gov/blue-campaign/online-safety>

⁴² Four committee members attend the Human Trafficking Symposium, sponsored by Opal Singleton, CEO and President of “Million Kids.” 11 January 2020.

⁴³ <https://www.thorn.org/about-our-fight-against-sexual-exploitation-of-children/> (assessed 10 June, 2020)

⁴⁴ <https://youthlaw.org/wp-content/uploads/2015/06/Los-Angeles-County-Law-Enforcement-First-Responder-Protocol.pdf> (accessed 5/6/20)

As part of this investigation, the Committee interviewed, researched and obtained information from various entities working directly with youth who are being, or at risk of being, exploited. Below is a summary of the information obtained.

Pomona Police Department – Pomona is a geographic hub for Riverside County, San Bernardino County, and the channel to and from Las Vegas. The Holt Avenue corridor is the most active sex solicitation area within the Pomona hub. Five public high schools are clustered along Holt Avenue with constant exposure to sex solicitation. In addition, there is active recruitment of high school students for the purpose of trafficking them. Further west on Holt Avenue, there are three more schools that again place the children in a potentially dangerous situation when going to and from school. Members of this committee joined a ride-along with two Pomona Police Department Officers to observe the activities along Holt Avenue. It was pointed out to us how vulnerable the youth are and adding crossing guards on Holt Avenue would be very beneficial. The Pomona Police Department has ongoing programs to educate children on the risk of being on the street, with an enhancement of this effort due to COVID-19.⁴⁵

Los Angeles Police Department – In response to the change in the law, and decriminalization of children in the sex trade, the LAPD follows the First Responder Protocol. DCFS is notified by LAPD when a victim is picked up for soliciting. DCFS has no authority to keep the child in custody, and many times the child, at the first chance, exits the vehicle and runs back to the trafficker. There are only five LAPD officers, a probation officer, and one hired civilian analyst assigned to the LAPD Child Sex Trafficking Unit. The officers are available to do presentations.⁴⁶

Lancaster Sheriff’s Department – The Sheriff’s Department actively coordinates with hotels/motels for the reporting of suspicious activity involving minors. The department officers rotate their presence throughout the middle and high schools. The city, acknowledging the presence of children on the dangerous shoulder of the highway along the “track,” installed sidewalks on Sierra Highway to protect the trafficking victims walking the “track.”⁴⁷

District Attorney’s Office – Four district attorneys for the County of Los Angeles prosecute 95% of the trafficking-of-minors cases. Most of the victims were abused as children, and suffer from sexual, physical, and emotional abuse. This Committee was told that the District Attorney’s Office should hire two more prosecutors to work on trafficking-of-minors.⁴⁸

LAHTTF – This is a coordinated effort of 17 federal, state, county, and city organizations resulting in 4300 cases processed.⁴⁹ The task force coordinates with

⁴⁵ Per Committee interview with Pomona Police Department- Dec. 2019, May 2020

⁴⁶ Per Committee interview with LAPD- Oct. 23, 2019

⁴⁷ Per interview with Lancaster Police Department- 14 Jan. 2020

⁴⁸ Per Committee interview with the DA Office- Dec. 2019,

Telephone interview Mar. 2020

⁴⁹ Five committee members visited the Human Trafficking Bureau in Monterey Park. 29 January 2020

DCFS with the goal of eliminating human trafficking in the County. Their officers work vigilantly on the internet to arrest and stop the traffickers from recruiting juveniles. The LASD has 33 sworn officers and 11 professional staff working at headquarters.⁵⁰ When the committee spoke with staff at LAHTTF they commented on how vulnerable students are now that they are being schooled at home because of COVID-19. Students have access to the internet for long, possibly unsupervised periods of time.⁵¹ An editorial in the Town-Crier offered two suggestions to keep our children safe: 1) discuss the apps your children are using, and 2) internet safety and guidelines for the children when using these apps.⁵²

DCFS – Parenting programs are offered and encouraged for parents of victims caught in child sex-trafficking. In an interview, December 5, 2019, this Committee learned that DCFS can conduct CSEC First Responder Protocol training with independent police departments within the County.⁵³ Eighteen DCFS social workers coordinate with CSEC units. When a child is rescued, DCFS responds in 90 minutes, and provides advocacy and medical care for the victims within 72 hours. If the victim accepts, then the services are provided, and if the victim does not agree, they are free to go.⁵⁴ Often, they coordinate between schools and law enforcement. When a child is picked up by DCFS, often the child will take the first opportunity to exit the car, hoping to reconnect with their trafficker.⁵⁵

A victim who had been sexually, physically, and emotionally abused from the age of four said, “*If DCFS had taken more time to establish trust, my life would have been different.*”⁵⁶

Please see Appendix 1, The Road to and from Exploitation, for a diagram depicting the life of a trafficked victim.

⁵⁰ Phone conversation 13 May 2020

⁵¹ *ibid*

⁵² “How to Keep Your Children Safe from Sex Traffickers During the Covid-19 Lockdown.” Editorial. The Town-Crier. 27 March 2020. <https://gotowncrier.com/2020/03/how-to-keep-your-children-safe-from-sex-traffickers-during-the-covid-19-lockdown> (accessed 6/13/20)

⁵³ <https://youthlaw.org/wp-content/uploads/2015/06/Los-Angeles-County-Law-Enforcement-First-Responder-Protocol.pdf>, (accessed 5/7/20)

⁵⁴ <https://youthlaw.org/wp-content/uploads/2015/06/Los-Angeles-County-Law-Enforcement-First-Responder-Protocol.pdf>, (accessed 5/7/20)

⁵⁵ Per Committee interview with DCFS- Oct. 2019

⁵⁶ A Victim from Saving Innocence speaking to the committee members 9 Dec. 2019

STAR Court – STAR Court began in 2011 in Compton as a program for CSEC youth. Those minors who have had a warrant for an offense and are also being trafficked will have the opportunity to go to this courtroom. The court meets every two to three weeks.

This committee interviewed a STAR court judge and engaged in a discussion about wrap-around services offered to minors. These services can include rehabilitative treatment facilities, social services, health care providers, education, transportation, and housing for the victims.⁵⁷ These wrap-around services can result in shorter stays at detention and ultimately lead to less recidivism. They also offer free tattoo removal for the “brand” tattoos the trafficker had forced on the child.⁵⁸

A court representative met with the Committee and stated that trafficked children who had at least one caring adult supporting them, had a high degree of success at out-of-state rehabilitative boarding schools. This can be offered to children seen at the STAR Court.

The court representative said, that in a perfect world, trafficked minors would go through a Child Advocacy Center (CAC)⁵⁹ designed to deal specifically with child victims of sex trafficking. A CAC is sometimes used to interview other child abuse victims in the County, especially for children who have suffered severe abuse.” A CAC is currently used to treat other child abuse victims in the County. The CAC goal is *“to reduce additional trauma to victims of child abuse by working with a multidisciplinary team to conduct one child friendly and professional forensic interview to ensure that children are not victimized again by the very system designed to protect them. The CAC wishes to continue to be a resource for training our multidisciplinary members, our staff, and our volunteers.”*⁶⁰

This is not the first time the Jury had heard the recommendation that trafficked children not be questioned or interact at all with law enforcement; rather they be sent directly to a CAC specifically designed to deal with their unique trauma. A law professor, located in southern California, recommends, like the Star Court representative, that all trafficked children first go through a CAC specifically designed to deal with this specific form of trauma. He was emphatic that the first contact with the victim be trained to deal with trauma.⁶¹ In particular, they should be trained using the Canadian Centre for Abuse Awareness program. This focuses on getting to the truth through inductive reasoning.⁶²

⁵⁷ <https://probation.lacounty.gov/wraparound-services/> (accessed 6/10/20)

⁵⁸ http://homeboyindustries.org/services/tattoo-removal/?gclid=EAfalQobChMI3aiwi_rl^QIVIggnCho3tgEpEAAAYASAAEgK4ofD_BwE

⁵⁹ <http://childrensadvocacyctr.org/about/> (accessed 5/4/20)

⁶⁰ *ibid*

⁶¹ Per interview with legal expert February 19, 2020

⁶² <https://www.prevnet.ca/partners/organizations/canadian-centre-for-abuse-awareness> (accessed 5/4/20)

Diversion Programs:

The Prostitution Diversion Program commonly known as John School⁶³ collaborates with the LA City Attorney Office and LAPD. It was founded in July 2008 by a former LAPD vice officer.⁶⁴ To date, 3,700 have completed this one-day diversion program that is offered six to eight times a year. It is offered to the arrestee to get his case dismissed. They must be a first time offender, with no violence including domestic violence in their past and had never attended the Diversion Program. It is a onetime only program. The cost is \$600, and the classes average approximately 40 men per class. Men are educated on STDs, HIV/AIDS, sex addiction, and social responsibility. A portion of the fees collected are given to *Journey Out* and *Watts Health Care Center* and *PepLa*.⁶⁵

There are a few female CSEC-Support and Advocacy Organizations. These programs serve communities from Lancaster to Long Beach. The County helps to subsidize these programs for child victims and women caught in solicitation. All of the programs are free of charge. The Committee visited four programs.

CSEC-Support and Advocacy Organizations

- ❖ *Saving Innocence*, located in Hollywood, is a program for minors, ages 9 to 18. Star Court refers children to Saving Innocence to provide an array of supportive services, mentorship and advocacy.⁶⁶
- ❖ *Journey Out* is an organization that provides support and training for young women. This program is run by a former LAPD vice officer, now a professor at Los Angeles Trade Technical College (LATTTC). “Education is a weapon of prevention.”⁶⁷ The facility is located in Van Nuys and is staffed with 50% survivors and 50% volunteers. They frequently go to the “tracks” to offer services to the victims.⁶⁸
- ❖ *Cherished* is located in Lancaster. Depending on funding, housing can be provided. In addition, counseling and education is offered. This program was founded by a survivor who is passionate about helping trafficked victims get off the streets⁶⁹
- ❖ *Restorative Diversion Services* is located in the City of Compton. This is a drop-in center with services that include water, showers, toilets, clothing, light snacks, and mentorship. In addition, there are referrals for shelters, GED Preparation and HIV testing. Computers are available.⁷⁰

⁶³ <http://lajohnschool.com/about-prostitution-diversion-program>

⁶⁴ *ibid*

⁶⁵ Per conversation with the founder of John’s School (accessed 9 June 2020)

⁶⁶ <https://savinginnocence.org/who-we-are/> (accessed 5/7/20)

⁶⁷ Dr. Stephanie Powell interview the committee. 3 March 2020.

⁶⁸ <https://journeyout.org/about/> (accessed 5/7/20)

⁶⁹ Per Committee interview with Cherished employee. 10 March 2020

⁷⁰ Per Committee interview with representative from Restorative Diversion Services- 24 Jan 2020

CSUN – Students, working with a professor, developed strategies for crime prevention in Pomona, San Fernando Valley, and South Central Los Angeles. In doing research, trafficking hot spots were identified using computer mapping. They found brighter lighting and pruning of trees would discourage trafficking. The CSUN team discovered there are parts of South Central Los Angeles that are referred to as a “no man’s land.” These are certain areas that through a combination of circumstances have created difficulties with curbing trafficking.⁷¹ As part of the real-time mapping, the Committee was directed to a house in South Central Los Angeles where three generations of traffickers are still active and could be seen going in and out of the house. This house is across the street from an elementary school. The traffickers blatantly advertise on the streets, “free nails, free hair styling, free clothes,” as a way to attract potential victims.

*During the Pomona Police Department ride-along on Holt Avenue February 6, 2020, the two officers pointed out that the darkness of the track made solicitation so much easier, and trimming trees and increased lighting would make a significant difference.

Many motels in Pomona and South Central still have hourly availability for johns and their victims. Residents of the San Fernando Valley have worked with City Council President Nury Martinez and LAPD Van Nuys Vice Division to reduce trafficking on Sepulveda Boulevard. Ms. Martinez has been successful in reducing the numbers of incidents due to vigilance in reporting incidents, success in petitioning motels to change their rates from hourly to daily, and police and neighbor presence.⁷²

School Districts – The 80 school districts of the County are under the leadership of the Los Angeles County Office of Education (LACOE). LACOE is the umbrella agency for districts responsible for educating two million pre-school and school-age children. It is the nation’s largest education agency.⁷³ In 2016, LACOE adopted curriculum as required pursuant to Education Code sections 51930-51939.⁷⁴ According to the LACOE website, the curriculum is taught in middle and high school and “is age appropriate and medically accurate.”⁷⁵ Our Committee’s concern is that this is only a few hours of instruction. When speaking with DCFS, various police and sheriff’s departments, the District Attorney, survivors, and representative of the city council the consensus was that this is not enough instruction to properly educate the children in the dangers of being sex trafficked. In addition, there was an agreement that this education should begin as early as 5th grade with age appropriate curriculum.

The Committee members met with the following school districts:

- Compton Unified School District (CUSD)
- Lancaster Unified School District (LUSD)

⁷¹ Per committee interview with CSUN Professor of Urban Studies and Planning, 19 December 2020

⁷² *ibid*

⁷³ <https://www.lacoe.edu/About-LACOE> (accessed 6/13/20)

⁷⁴ http://www.ssusd.org/UserFiles/Servers/Server_116651/File/Parents/Education%20Code%2051930-51939.pdf (accessed 5/13/20)

⁷⁵ <https://www.lacoe.edu/Curriculum-Instruction/Health-Physical-Education/HIV-AIDS-Prevention-Education> (accessed 5/13/20)

- Los Angeles Unified School District (LAUSD)
- Long Beach Unified School District (LBUSD)
- Pomona Unified School District (PUSD)

Some school districts were more forthcoming than others on how they are proactively addressing trafficking within their school districts. They are all required to follow, in their curriculum, AB 1227,⁷⁶ which sets forth required areas of sexual health instruction, including instruction regarding human trafficking. What became clear is that many of the school districts had wraparound services to attempt to keep their children from entering into trafficking. The program is only taught in middle and high school. Administration shared that many of the teachers were uncomfortable teaching the curriculum.

As increasingly younger children are pulled into this horrific life, this Committee concluded that over 80 school districts and LACOE needs to do more positive education and outreach to prevent the youth from being recruited.

The Committee ascertained from the following school districts their individual methods in addressing sex trafficking awareness education:

- Pomona Unified School District has implemented a successful model for collaborating with the community at large.⁷⁷ They pro-actively partner with educators, the police force and local officials to create a positive environment for their youth.
- Long Beach Unified School District implements into their curriculum an additional textbook, “Positive Prevention PLUS.”⁷⁸ LBUSD also has community outreach for their family. They have Family Resource Centers that are available in 26 schools. The resources include support for mental health, homelessness and problems that families experience.
- Lancaster Unified School District works with outside speakers to assist in training the teachers and counselors. In fourth grade they teach a class in digital citizenship that alerts to bullying and trafficking.
- Compton Unified School District official suggested that the use of a smart phone app to report potential trafficking could be beneficial. This Committee did find that such an app exists called “STOP the Traffik”.⁷⁹

⁷⁶ https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB1227 (accessed 5/13/20)

⁷⁷ Pomona School District works with community based organizations: local sororities, fraternities, Black School Educators, Latino Education Foundation and local <https://www.thorn.org/about-our-fight-against-sexual-exploitation-of-children/> churches.

⁷⁸ <https://www.positivepreventionplus.com/> (accessed 5/13/20)

⁷⁹ <https://www.stopthetraffik.org/stopapp/> (accessed 5/30/20)

This Committee collected information from all areas of the County in order to provide actionable steps towards aggressively committing to getting our children out of trafficking. Our children are not for sale.

RECOMMENDATIONS

- 14.1 Pomona Unified School District create a volunteer crossing guard program to safeguard school children when crossing Holt Avenue
- 14.2 City of Pomona prune trees and install brighter light bulbs close to Holt Avenue to increase visibility and decrease opportunity for trafficking
- 14.3 Board of Supervisors hire two more attorneys so there is the opportunity for continuity for trafficking victims going to court
- 14.4 Approve funding for additional recruitment of vice officers specifically assigned to trafficking in the Sheriff's Department, LAPD, LAHTTF and PPD
- 14.5 DCFS to look into increasing utilization of Child Advocacy Centers for support with trafficked children. This will match trafficked children with individuals who are highly-trained in interviewing children about their trauma, thereby allowing the children to be more comfortable speaking about their trafficking experience.
- 14.6 LACOE encourage all school parents to have the "STOP APP"⁸⁰ app installed on their children's phones
- 14.7 LACOE encourage school districts to have age appropriate sex trafficking sex education in classes as early as 4th and 5th grade⁸¹
- 14.8 LACOE create videos that are age appropriate for 5th, 7th, and 9th graders. The videos would include stories of victims/survivors with an expert on social media platforms. The videos must be age appropriate to be used for distance learning as we have experienced with the reality of COVID-19.⁸² The content of these videos must be centrally contained within LACOE, updated yearly, and well-maintained. These will be in addition to the curriculum specified by AB 1227⁸³

⁸⁰ <https://www.stophetraffik.org/stopapp/> (accessed 5/13/20)

⁸¹ Committee interviewed several county officials

⁸² Committee spoke to officials

⁸³ Committee spoke with a designer of on-line training for LA County Department of Public Health

REQUIRED RESPONSES

Responses are required from:

Recommendations	Responding Agency
14.1	Pomona Unified School District
14.2	City of Pomona
14.3	Board of Supervisors
14.3	District Attorney Office
14.4	Sheriff's Department
	Los Angeles Police Department
	Los Angeles Human Trafficking Task Force
	Pomona Police Department
14.5	Department of Children & Family Services
14.6, 14.7, 14.8	Los Angeles County Office of Education

ACRONYMS

ACRONYMS	DEFINITION
CAC	Child Advocacy Center
CAST	Coalition to Abolish Slavery
CSEC	Commercially Sexually Exploited Children
CSUN	California State University, Northridge
CUSD	Compton Unified School District
DCFS	Department of Children and Family Services
LACOE	Los Angeles County Office of Education
LACSD	Los Angeles County Sheriff's Department
LAHTTF	Los Angeles Human Trafficking Task Force
LATTC	Los Angeles Trade Technical College
LAUSD	Los Angeles Unified School District
LBUSD	Long Beach Unified School District
LUSD	Lancaster Unified School District
PPD	Pomona Police Department
PUSD	Pomona Unified School District
USC	University of Southern California

COMMITTEE MEMBERS

Heather Preimesberger, Chair

Rebecca Hunter, Secretary

Nirja Kapoor

Marina LaGarde

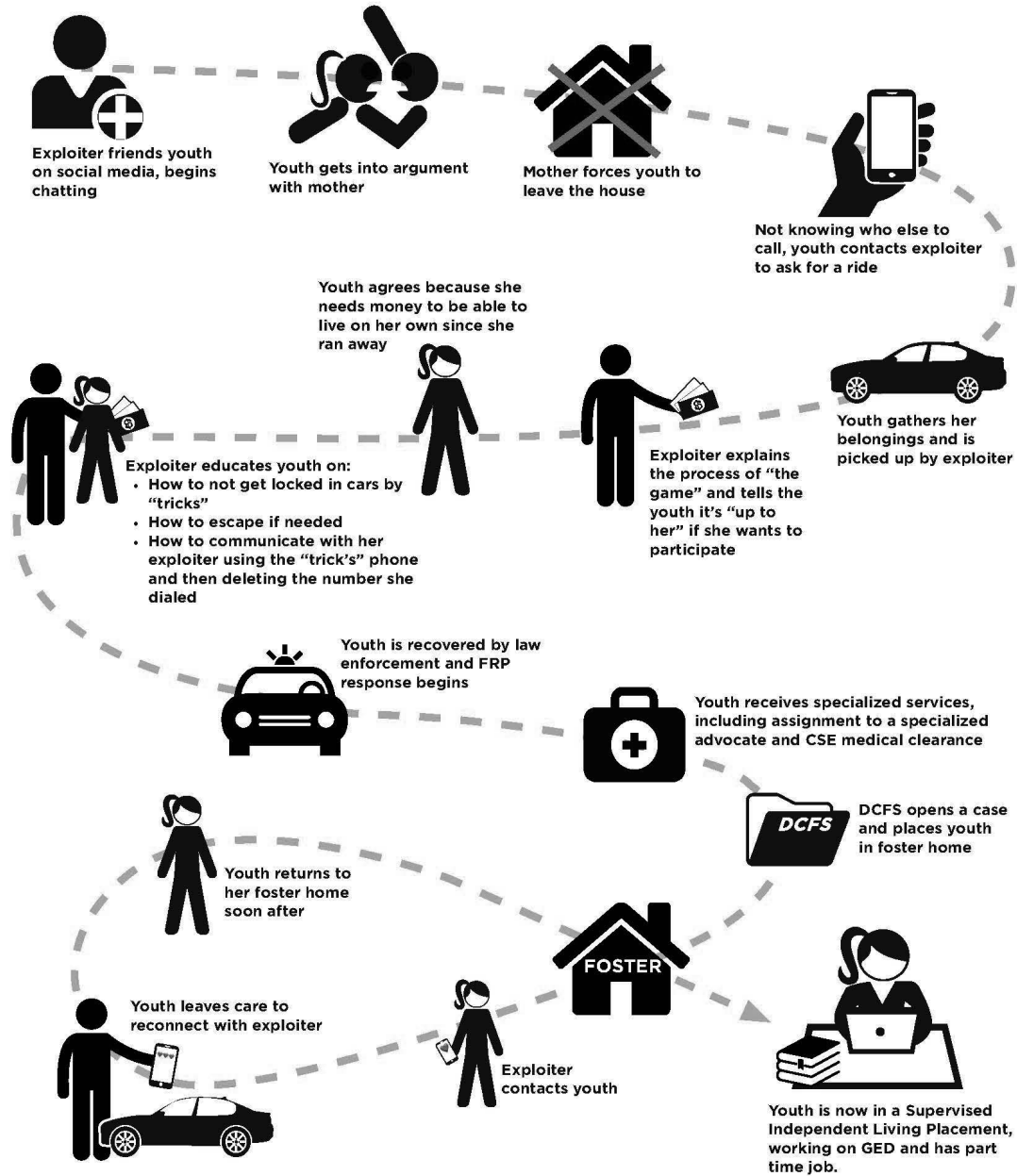
Michael Padilla

LeRoy Titus

Judith Whitman

APPENDIX 1 - The Road to and from Exploitation⁸⁴

THE ROAD TO AND FROM EXPLOITATION - AS DESCRIBED BY A YOUTH



LA FIRST RESPONDER PROTOCOL: FOUR YEAR REVIEW 5

⁸⁴ Courtesy of Ackerman-Brimberg, M., Walker Brown, K., Newcombe, A. (2018) Los Angeles Law Enforcement First Responder Protocol for Commercially Sexually Exploited Children What We've Learned: A Four Year Look, National Center for Youth Law & Los Angeles County Probation Department.

DNA 4 Those Forgotten



2019-2020

**Los Angeles County
Civil Grand Jury**

DNA 4 Those Forgotten

EXECUTIVE SUMMARY

We, the members of the 2019-2020 Los Angeles County Civil Grand Jury (Jury), were alarmed to learn that Los Angeles County (County) has one of the largest number of children under its foster care system. There are nearly 33,000 children¹ and families with Department of Children and Family Services (DCFS) involvement in their lives. These children come to DCFS' attention due to allegations of abuse and/or neglect by parents or legal guardians, sometimes resulting in the Los Angeles County Dependency Court (Dependency Court) taking jurisdiction.²

Sometimes separated from their families, siblings, and loved ones, most of these children grow up in foster care homes or group homes.³ Living in the system, they lose fundamental opportunities to bond with an adult who could help them move on to college, vocational training, or even a job. Some are adopted. Many run away. Some pass through the system, eventually to emancipate to independent lives, without support, guidance, or care of family, siblings or interested extended family members. Many find a place on the streets.⁴

This Committee looked for ways to help children leaving foster care connect with their families and any other interested relatives. We came upon a novel idea of using genetic testing for children when first entering the foster care system. We are proposing that the County have each child have his/her DNA⁵ taken and submitted to one of the large databases offering services that find family roots. This provides the child a possibility of connecting, at the youngest age possible, with a family member he or she may never have known about. These DNA searches can also provide information that identifies health problems that the child may encounter in years to come.

We urge the Los Angeles County Board of Supervisors (BOS) make funds available to help connect children with their families.

¹ https://www.clccal.org/children_court

² *ibid*

³ https://www.childrensrights.org/newsroom/fact-sheets/foster-care/psychology/anxiety_disorders_in_children/helping_children_cope_with_separation/#gs.7rt9e2

⁴ https://invisiblepeople.tv/pipeline-to-homelessness-aging-out-of-the-foster-care-system/?gclid=Cj0KCQjwzN71BRCOARIsAF8pjfiEdq1jtg9sIrvGvF-B8AgIR0tFvB2LO0AXREKwFHL4B7dn9an0oMAaAimZEALw_wcB

⁵ <https://en.wikipedia.org/wiki/DNA>

BACKGROUND

DNA is the common acronym used by scientists, geneticists, doctors, law enforcement and many others. The medical definition is as follows.

Deoxyribonucleic acid is a molecule composed of two chains that coil around each other to form a double helix carrying genetic instructions for the development, functioning, growth and reproduction of all known organisms and many viruses. DNA and ribonucleic acid are nucleic acids. Alongside proteins, lipids and complex carbohydrates, nucleic acids are one of the four major types of macromolecules that are essential for all known forms of life.⁶

DNA: Modern Day Fingerprint

Genetic genealogy is the use of genealogical DNA tests, DNA profiling, and DNA testing, in combination with traditional genealogical methods, to show biological relationships among individuals.⁷ Genetic genealogy can determine the level and type of the genetic relationship among individuals.⁸

Department of Children and Family Services (DCFS)

The poem below is from the website “Adoption in Child Time” and depicts the experience of children in foster care:

*“Foster children are family temps
Shuffled and shunted from home to home
Often lost in time till graduation
into independent living
Their affect flattened and neutered
by society’s unconcern
No surprise that they strike back
in dispassionate anger
Offending a society
that has not befriended them”⁹*

The lack of placement stability can lead to the inability to make healthy bonds for many youths.

⁶ ibid

⁷ https://en.wikipedia.org/wiki/Genetic_genealogy

⁸ https://en.wikipedia.org/wiki/Genetic_genealogy

⁹ <https://adoptioninchildtime.org/bondingbook/striking-back-in-anger-delinquency-and-crime-in-foster-children>

Ancestry

Ancestry is one of the world's largest online family history resources.¹⁰ The Ancestry system could be utilized by the County to explore the components of a potential contract in its efforts to locate relatives and familial connection for children within the foster care system.¹¹

METHODOLOGY

- August 19, 2019: Reviewed budget information provided by the Auditor-Controller's Office about the costs of keeping children in the foster care system.
- August 2019: Interviewed staff at Edmund D. Edelman Children's Courthouse (Children's Court)
- September 20, 2019: Met with judges who preside over cases at the Children's Courthouse to discuss procedures for determining a connection to the relatives of children within the foster care system. Observed three Dependency Court proceedings.
- September 2019: Interviewed staff via telephone and email at the Child Protection Hotline run by DCFS.¹²
- October 2, 2019: Visited staff at the Child Protection Hotline and observed call interactions. The Committee observed the call-in-operation and saw first-hand the volume and types of calls handled. It was noted that although the Hotline Unit does not deal with DNA issues directly, there may be an occasion for DNA to be accessed when a juvenile who has been convicted or pleads guilty gets into the Hotline system.
- November 2019: Interactions with Pomona Valley Hospital Medical Center staff through phone calls and emails. The purpose: To determine an appropriate date to meet with hospital staff and several biochemists of Keck Graduate Institute.¹³
- December 3, 2019: This Committee met with staff of the Pomona Valley Hospital Medical Center and the Keck Graduate Institute to discuss genetic counseling.¹⁴
- January 2020: This Committee made phone calls and sent emails to a Dependency Court judge for the purpose of securing additional information relating to the Court's methods for determining paternity of a child.
- February 27, 2020: A professor with the Gould School of Law at the University of Southern California met with this Committee and some members of the Jury.

¹⁰ <https://www.ancestry.com/>

¹¹ *ibid*

¹² <https://dcfs.lacounty.gov/about/what-we-do/>

¹³ <https://www.kgi.edu/>

¹⁴ *ibid*

RESULTS OF INVESTIGATION

On March 12, 2020: In an interview with a court official, this Committee learned that although the Court has limited legal ability to order broad DNA testing, the **official stated that DNA testing is a “great idea” that is “worth pursuing.”**

One of the familial search websites indicates that with the use of DNA testing the following probabilities are:¹⁵

Relationship	Match Probabilities
2nd Cousins or closer	99%
3rd Cousin	90%
4th Cousin	50%
5th Cousin	10%

Edmund D. Edelman Children’s Courthouse

September 20, 2019: At a meeting with a Dependency Court judge at the Edmund D. Edelman Children’s Courthouse, the judge stated that there is a Family Finding system to match foster care children. The judge explained that there is a remarkably successful rate of 80% match with this system.

Importance of Kinship

“Research confirms that compared to children in non-relative care, children in kinship homes fare better, as measured by several child well-being factors. Children in the care of relatives experience increased stability, with fewer placement changes, decreased likelihood of disruption and not as many school changes. **Relatives are more likely than nonrelatives to support the child through difficult times and less likely to request removal of problematic children to whom they are related.** The children themselves generally express more positive feelings about their placements and are less likely to run away”.¹⁶

With new technology now available, there are avenues for foster children that could lead to a fundamental difference in their lives. Children who have not been adopted and will most likely spend the rest of their teen years in the system, are at a disadvantage socially, financially, and individually. DCFS, as a matter of course, allows foster children to have input into what direction their life goes, depending on the child’s ability, and this commonly starts between 5 - 12 years old. However, if

¹⁵ <https://learn.familytreedna.com/autosomal-ancestry/universal-dna-matching/probability-relative-share-enough-dna-family-finder-detect/>

¹⁶ [https://www.americanbar.org/groups/public_interest/child_law/resources/child_law_practiceonline/child_law_practice/vol-36/july-aug-2017/kinship-care-is-better-for-children-and-families/?q=&fq=\(id%3A%5C%2Fcontent%2Faba-cms-dotorg%2Fen%2Fgroups%2Fpublic_interest%2Fchild_law%2F*\)&wt=json&start=0](https://www.americanbar.org/groups/public_interest/child_law/resources/child_law_practiceonline/child_law_practice/vol-36/july-aug-2017/kinship-care-is-better-for-children-and-families/?q=&fq=(id%3A%5C%2Fcontent%2Faba-cms-dotorg%2Fen%2Fgroups%2Fpublic_interest%2Fchild_law%2F*)&wt=json&start=0)

these children do not have a role model who can give them direction and information, or a mother or father figure, they will likely end up a statistic in this County.

We believe that with the support of DCFS, the County department responsible for the children in the system, social workers could introduce the child to the offer of DNA, explain how it works, and take their DNA. Then, from the child's time within the foster care system, the child can start to investigate the DNA website and search for family. The child could do this until the time he/she leaves the system.

COMMENDATIONS

DCFS: This Committee appreciates all assistance of DCFS staff who allowed this Committee access to that which is not usually open to the public.

Edmund D. Edelman Children's Courthouse: This Committee would like to thank the Children's Court judges, especially the presiding and supervising judges.

On September 20, 2019, some members of the 2019-2020 Los Angeles County Civil Grand Jury were invited to participate in a discussion relating to children in foster care as well as in protective custody. The jurors' concerns included the number of children under the Dependency Court system and the methods the Court employs in determining paternity of the children under its jurisdiction.

The judges greeted the Jury members in a very professional and welcoming manner.

While in the conference room of the Court, the judges allowed the Committee to inquire about any topic that was of concern to the Jury. The judges were extremely knowledgeable and very frank about court processes.

In addition to the Jury's conference room conversations with the judges, the Committee members were escorted to the "Shelter Care" area of the Children's Court. This is where children are placed while awaiting their hearing in the Court. There is a playground, a movie room, games spread out on tables, a library, and other types of entertainment.

Each juror received a personal "Court Order" approved by the Presiding Judge. This Court Order allowed the juror to observe an actual ongoing case. This Committee visited four courtrooms, thanks to the judge's Court Order.

The day was an unforgettable experience, recognized and truly appreciated by the members of this Committee.

It is with sincere gratitude from the Jury that the judges at Children's Court allowed the Jury to achieve such a memorable experience.

RECOMMENDATIONS

- 5.1 The Los Angeles County Board of Supervisors provide funds to the Department of Children and Family Services to facilitate DNA testing of children in foster care at the time of detainment into protective custody.
- 5.2 The Los Angeles County Board of Supervisors explore the terms of a contract with Ancestry.com in locating blood relatives.
- 5.3 The Los Angeles County Board of Supervisors work with the Department of Children and Family Services to include DNA availability for children who are beginning the transition from protective care to independent living. This would augment the current County familial location success rates.

REQUIRED RESPONSES

Responses are required from:

Recommendations	Responding Agency
5.1, 5.2, 5.3	Los Angeles County Board of Supervisors
5.1, 5.2, 5.3	Los Angeles County Department of Children and Family Services

ACRONYMS

ACRONYMS	DEFINITION
DCFS	County of Los Angeles Department of Children and Family Services
Jury	2019-2020 Los Angeles County Civil Grand Jury
DNA	Deoxyribonucleic Acid

COMMITTEE MEMBERS

Mamie Burleson
Joel “Hapi” Floyd
Jean Holden
Nirja Kapoor
Marina LaGarde
John Palos
Irene Shandell-Taylor
Judith Whitman

FREE AT LAST



FREE AT LAST

2019-2020

**Los Angeles County
Civil Grand Jury**

FREE AT LAST

EXECUTIVE SUMMARY

The focus of this investigation was to examine the progress made relative to Realignment/Early Release¹; services provided for inmate pre- and post- release, training and re-entry programs established for adults to reduce recidivism. The four County departments directly involved with responsibility for inmates, parolees, and probationers are County of Los Angeles (County), Los Angeles Sheriff's Department (LASD), County of Los Angeles Probation Department (Probation), Los Angeles County Department of Mental Health (DMH), and the Los Angeles County of Health Services (DHS).

This Committee interviewed many professionals involved in criminal/justice reform. The success of criminal justice reform is dependent upon the level of service, commitment, professionalism, and dedication by the administration and staff of all County departments. The willingness of individuals to seek services, agree to participate, and, most importantly, commit to change are major factors that help to improve the quality of their lives.

BACKGROUND

Criminal Justice and prison reform have become the focus of the penal system not only in the County but the United States. The County's mission² has been to decrease the prison population, reduce the length of sentences, alter drug-related sentencing, eliminate discrimination in sentencing, reform policing behavior, reduce racial over-criminalization and expand juvenile justice reform. Criminal justice issues and reducing the prison population are also policy for Governor Newsom.³

Proposition 57⁴ includes a policy for judges. Proposition 57 has a juvenile justice portion, which mandated that judges, not prosecutors, should determine which youth are to be prosecuted as adults. In addition, the adult parole portion provided custody credit for educational and leadership milestones, which would enable an individual in custody to take advantage of educational and leadership programming. Approval on juvenile offenders being tried as an adult, changing the eligibility for adults with non-violent convictions allowing them to be granted parole, and advising the prison system to be more lenient on the "good behavior" rules allowing for those incarcerated to be released early.

Those programs which focus on criminal justice address the many challenges facing the parolee and probationer. Those include lack of viable employment, lack of

¹ https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201120120AB109

² <https://ceo.lacounty.gov/justice-reform/>

³ <https://www.gov.ca.gov/2019/10/08/governor-newsom-signs-criminal-justice-bills-to-support-reentry-victims-of-crime-and-sentencing-reform/>

⁴ [https://ballotpedia.org/California_Proposition_57,_Parole_for_Non-Violent_Criminals_and_Juvenile_Court_Trial_Requirements_\(2016\)](https://ballotpedia.org/California_Proposition_57,_Parole_for_Non-Violent_Criminals_and_Juvenile_Court_Trial_Requirements_(2016))

rehabilitative services while in the corrective system, returning to disadvantaged neighborhoods, lack of stable housing, lack of resources to mental and health services, and assistance with drug and alcohol abuse as well as anger management.

Each month, counties submit data to the Board of State & Community Corrections⁵ (BSCC) on the impact of Assembly Bill 109⁶ (AB109) for their respective counties. The statistical data from 2011 to September 2019,⁷ submitted by the County on a monthly basis and reflects the yearly totals. This information provides the number of County offenders sentenced or released on Post-Release Community Supervision⁸ (PRCS). Additionally, the chart includes those who have reached parole status and who have been re-admitted or detained in local County facilities.

There appears to be two opposing opinions. Those against reform claim that recidivism rates indicate inherent criminality amongst certain groups. Those who support reform believe it is indicative of the effectiveness of re-entry and parole and probation programs. A summary of the number of individuals who were re-arrested post release from 2011 to 2019 is depicted in Appendix, Chart No. 1.⁹ This information was provided by Probation in December 2019.

Probation provided statistics summarizing the number of parolees who were re-arrested from 2011 to 2019. See Appendix, Chart No. 2.¹⁰

See Appendix, Chart No. 3¹¹ for the number of State parolees released to Probation.

POST-RELEASED SUPERVISED PERSON (PRSP)

A HUB is one of five Probation Department satellite offices for AB 109 participants, where a newly released parolee/probationer reports for assignment to a DPO and receives his or her instructions for the conditions for their parole or probation.

The chart below, provided by Probation, shows that since 2011 implementation of AB 109 shows the following caseload statistics. This chart indicates the number of probationers, served at the HUBs,¹² who failed to comply with their individual probation plan as instructed. “Total Housed” indicates the number who were returned to jail/prison.

⁵ bscc.ca.gov

⁶ <https://probation.lacounty.gov/ab-109/>

⁷ See Appendix, Item No. 1

⁸ <https://probation.lacounty.gov/supervision-under-prcs/>

⁹ See Appendix, Chart No. 1

¹⁰ See Appendix, Chart No. 2

¹¹ See Appendix, Chart No. 3

¹² The name HUB adopted by the Probation Department

Post Released Supervised Persons Who Failed To Report

Year	# of PSP's thru PRC Hubs	Split Sentence Cases	# of Arrests	Immediate Sanctions	Flash	Revocations	Total Housed
2011	2,695	2	522	N/A	61	5	0
2012	8,822	20	9,411	3,847	4,318	1,087	571
2013	5,654	111	14,443	4,874	10,067	1,506	4,931
2014	5,726	178	12,214	4,054	9,150	1,386	6,193
2015	5,067	265	15,503	4,318	8,476	1,050	6,839
2016	4,434	622	15,829	2,338	7,430	876	9,110
2017	4,402	1,021	16,883	2,735	821	1,885	7,909
2018	4,578	1,354	15,825	2,484	262	2,424	8,319
2019 (Thru July)	2,883	950	9,992	1,445	115	1,637	705
Totals	44,261	4,523	110,622	26,095	40,700	11,856	44,577

METHODOLOGY

The Free at Last Investigative Committee (Committee) began its work by reviewing the report of the 2013-2014 Los Angeles County Civil Grand Jury entitled “Challenges of Realignment.”¹³ Prior to the enactment of AB 109, all individuals sentenced to prison served their time at a California Department of Corrections and Rehabilitation facility and upon release, were supervised by state parole officers.¹⁴ After AB 109, the County Probation Department now assumed responsibility for supervision of a large population of felons who have been released from state prison after completion of their sentences, with goals for their rehabilitation and community service.

Staff members of Sheriff, Probation and DHS were interviewed. During site visits, as listed in the narrative, we received invaluable information that formulated the findings in this report.

RESULTS OF INVESTIGATION¹⁵

Within 90 days prior to release:

- The California Department of Corrections and Rehabilitation (CDCR) identifies proposed parolees/probationers

¹³ http://grandjury.co.la.ca.us/pdf/2013-2014_Final.pdf, “Challenges of Realignment” page 81

¹⁴ <https://www.ppic.org/publication/public-safety-realignment-impacts-so-far/>

¹⁵ For this section of the report, pp. 4-9, the background information provided here was obtained from information provided to us by employees of the following County Departments: Probation, Sheriff, Countywide Criminal Justice Coordination Committee, Department of Mental Health, and Department of Health Services.

- The CDCR assembles a release packet for potential parolees/probationers, which contains the Terms and Conditions of release
- This packet is forwarded to the Los Angeles County Pre-Release Center (PRC) of the Probation Department where a Deputy Probation Officer (DPO) assesses the needs of the proposed inmate through an interview by video conference, in-person, or telephone
- This release packet must be signed by the inmate before he/she can move forward in the probation process
- At this point the Sheriff may verify any post-release information as needed, such as post-release address, place of employment, and any personal references provided by the probationer

Within two days following release:

- The probationer reports to his/her probation “HUB” where they meet a DPO assigned to their case
- At the HUB, the DPO and probationer develop an individualized plan which includes assessing mental and physical health needs, job search plans, transportation needs, education classes such as General Education Development (GED) and vocational training, and additional health screening and risk-level determination as needed
- At this point, if the probationer fails to report to the HUB, the probationer is considered an absconder, and an arrest warrant, sometimes referred to as a “flash arrest,” is issued. A flash arrest is a ten-day hold and is determined by the Sheriff and does not require a court appearance¹⁶
- The HUB assigns the probationer to a DPO at one of the probation offices located in the County, which may be a distance from the HUB. The DPO at the HUB is not the case DPO

At this point the probation process can go three ways:

- The probationer can be released with a successful 12 month non re-offense evaluation, and there is no more supervision. They are FREE AT LAST
- If the probationer re-violates, he/she can be subject to a flash incarceration (up to 10 days), without a court appearance
- If the probationer continues to violate the terms of the probation agreement, parole can be revoked

Since May 2018, probation staff assigned to the PRC have coordinated and participated in Pre-Release Video Conferences with state prison inmates who have substantial medical, mental health, or housing needs, in order to plan stabilization and treatment delivery prior to their release. The purpose of this is to reduce client anxiety

¹⁶ Per Committee interview with Sheriff personnel (November 2019)

during the lag time between release from custody and first office meeting with the DPO. This facilitates a warm hand-off to needed services, and reduces the number of absconders from supervision.

Per the Countywide Criminal Justice Coordination Committee (CCJCC) report of July 8, 2019,¹⁷ the probation department began a pilot program in its Pomona Area Office. State prisoners are assigned to a DPO 30-45 days prior to their release from custody. The assigned DPO uses video conferencing to introduce themselves and inform them of their reporting office. The staff say they prefer video conferencing but it is not readily available in all locations.

The CCJCC defines recidivism as, “A qualifying return to custody during a specified time period.”¹⁸ The specified time period proposed is the three-year period immediately following a subject’s custody release. This time period shall continue to run regardless of supervision status, (i.e. probation, parole, post-release community supervision, mandatory supervision, or no supervision).

“Qualifying returns” would include:

- Misdemeanor arrests where there has been a new criminal filing or violation in lieu of a new criminal filing felony arrests where there has been a finding of probable cause through a preliminary hearing or grand jury indictment
- Convictions
- Revocation of community supervision and
- Flash incarceration

Accounting for all tiered qualifying events ensures a comprehensive approach to measuring recidivism and provides a broader view of system impacts, such as demand for jail beds. The tiered approach also enables tailored reports on recidivism. For example, these reports with specified qualifying events can be generated to maintain consistency.

The chart¹⁹ below indicates the statistical data from 2011 through 2017 of the number of re-arrests since implementation of AB 109:

¹⁷ <http://ccjcc.lacounty.gov/LinkClick.aspx?fileticket=U-VoxY6Ydkg%3D&portalid=11>

¹⁸ *ibid*

¹⁹ Statistical data provided by Probation via mail/email (December 2019)

Year	Felony	Misdemeanor	Other ⁺	Re-Arrest
2011	166	221	28	415
2012	4,414	1,846	1,222	7,482
2013	6,585	2,484	2,991	12,060
2014	5,468	2,093	2,801	10,362
2015	5,846	4,264	2,938	13,048
2016	6,628	5,117	1,707	13,452
2017	7,306	5,844	1,461	14,611

*may include infractions which is a violation of a rule, ordinance or a law

It is proposed by CCJCC that “custody” includes jail, prison, and other alternative sentencing options. These options can include fire camp or electronic monitoring imposed in lieu of jail or prison following a qualifying return event.

The CCJCC Executive Director’s Report²⁰ reported on the Criminal Justice Evaluation Efforts. Probation has launched, with support from CCJCC, an evaluation of Public Safety Realignment.²¹ The County Chief Information Officer²² (CIO) is conducting a process and outcome study of AB 109 Implementation. This study will provide comprehensive information of recidivism from all agencies involved in the post-release of an inmate.

Probation considers and counts recidivism as the return to custody when a warrant is issued for arrest and the inmate is apprehended and jailed. They do not receive information of citations issued or arrest for felonious activity by the Sheriff and other police departments. This may account for the disparity in the statistical data count among agencies relative to recidivism.

The Sheriff also collaborates with the Office of Diversion and Reentry (ODR) and DHS to provide diversion programs for pre- and post- release inmates. The Sheriff feels the earliest detection of any mental/health issues will assist in the care of the inmate.

In addition, through the Education Incarceration Bureau,²³ the Sheriff contracts with approved adult educational schools, such as Five Keys,²⁴ to provide courses at Sheriff’s facilities. Classes are offered to prepare inmates for the General Education Development (GED) certificate, and a variety of vocational training options are

²⁰ <https://www.ccjcc.lacounty.gov/LinkClick.aspx?fileticket=u-voxY6Ydkg%3D&portaid=11>

²¹ Ibid (p. 6)

²² Ibid

²³ http://file.lacounty.gov/SDSInter/lasd/145553_March2013-EBI_CreatingALifeWorthLiving.pdf

available, such as, automotive repair, culinary and visual arts. Enrollment in these classes is voluntary.

Since the implementation of AB 109, Probation has continued to evolve and increase operational effectiveness, and most importantly, enhance the services for supervised persons throughout the County. Through services offered and provided, each person receives consistent, efficient, outcome-focused and compassionate supervision from staff.²⁵ The expectation is that staff will be dedicated, high-performing, and equipped to provide the tools, training, and support the staff needs to do their best work.

A new and vital part of the evolution of AB 109 is AB 109 2,²⁶ which is the development of an evaluation process of the client to offer a more comprehensive plan that will lead to success.

Once inmates are paroled or discharged they are eligible for a number of state and local assistance programs. The CDCR provides a list of benefits and services.²⁷

If a parolee is leaving California state prison and is (1) paroled, (2) placed on PRCS, or (3) discharged from a CDCR institution or reentry facility, the parolee is entitled to \$200 in state funds upon release. These funds are known as gate money²⁸ or release allowance. Part of that money may be deducted for clothing and transportation costs. In addition, while incarcerated, funds earned, given, and belonging to inmates are placed in a Trust Fund. Upon release, these funds are returned in the form of a check.

A parole violator who has served less than six consecutive months on a revocation term prior to release, will not receive the full amount of gate money; instead, a prorated amount is given based on time served.²⁹

As reported by the 2013-2014 Civil Grand Jury, the California penal system was reorganized and created a new category of felons.³⁰ This mandate reduced the State prison population but increased the population in County jail.

The 2013-2014 Civil Grand Jury investigated the impact of AB 109 and how the Sheriff and Probation departments were meeting the needs of both the County and the inmates. The report provided information on the release process, inmate intake, budget and staffing. Although statistical data was available at the time of the report, not enough time had passed to provide data on the rate of recidivism. Recidivism was defined as a conviction of a new felony or misdemeanor committed within three years of release from custody, or committed within three years of placement on supervision for a previous criminal conviction.³¹

²⁵ Per Committee interview with staff and participants

²⁶ a phrase coined by Probation to note the evolution of AB 109

²⁷ <https://www.cdcr.ca.gov/adult-operations/reentry-services/>

²⁸ <https://www.themarshallproject.org/2019/09/10/what-gate-money-can-and-cannot-buy>

²⁹ 2013-2014 Civil Grand Jury Final Report "Challenges of Realignment page 81

³⁰ *ibid*

³¹ *ibid*

Under AB 109, judges have different sentencing options for those non-violent offenders who will be serving their prison sentence locally. One option is called a “split-sentence,” which is a combination of jail and probation supervision to complete the term of the sentence. The other option is being committed to jail for the entire sentence.³²

A pre-release packet for each Post-Released Supervised Person (PSP) scheduled to be released is forwarded to Probation. The packet provides essential information: release date, criminal history, social history, medical and mental health issues, and legal status.

From this information, an individualized case plan is developed including risk levels established by the PRC as follows:

- Tier 0 –very high
- Tier 1- high
- Tier II – medium
- Tier III – low

Also included in the supervision conditions, are monitoring requirements, verification of address and reporting responsibilities.

The PSP must report to Probation within two business days of release. To ensure comprehensive services are provided, employees from DMH, Department of Public Health Services (DPHS), Department of Public Social Services (DPSS) and Community Based Organizations (CBOs) are available. If any other needs develop, such as housing or transportation, such services will be addressed. If PSPs refuse to enroll or participate in their individual plan, intermediate sanctions such as Flash Incarceration and Revocation are imposed.

DPOs are responsible for making routine home calls and compliance checks. Probation developed a list of violations which is used to ensure that the PSPs are in compliance.

The CCJCC supported SB 389³³ under DMH which amended the Mental Health Services Act³⁴ (MHSA). The act authorizes counties to use MHSA money to provide services to persons who are participating in a pre-sentencing or post-sentencing diversion program, or who are on parole, probation, post-release community supervision or mandatory supervision. The DHS developed and implemented the Care Transitions Program³⁵ for correctional health services. The program was established in 2016 to expand/implement reentry services for inmates in County jail with health

³² Cal Penal Code, Section 1170, subd. (h)

³³ https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB389

³⁴ *ibid*

³⁵

http://dhs.lacounty.gov/wps/portal/dhs!/ut/p/b0/04_Sj9CPykyssy0xPLMnMz0vMAfGjzOLdDAwM3P2dgo0MfH2MDRyDQpxc3T0DDLxDjPULsh0VAXK0jlo/

and/or behavioral health issues. The goal was to connect programs and funding sources, and provide services tailored to individual needs.

The Los Angeles Whole Person Care Re-entry Program³⁶ (WPC) was established in 2016. It provides jail enrollment for inmate services, special jail services, and the Post-Release Program. Located in the Inmate Reception Center, the WPC Release Desk reviews the care plan/reentry plan and assists with shelter, transportation, and appointments.

The Post-Release Program hires Community Health Workers³⁷ (CHWs) who have experienced prior incarceration to work with clients for at least three months after release. The CHWs are hired directly through contracted CBOs. The CHWs provide mentorship, as well as help navigating through social services, linkage to housing, employment, education, legal assistance, medical/mental appointments, treatment, and medication. The CHW is notified and an appointment is scheduled for the initial meeting. Upon release DPSS and the local pharmacy for medication is also notified. WPC drivers are made available to transport the released inmates by van to shelters, DPSS, and family.

THE REENTRY and OPPORTUNITY CENTER³⁸ (ROC)

The **ROC**³⁹ located at 3965 Vermont Avenue, Los Angeles, is described as a one-stop facility to assist probationers, families, and the community to receive services in an effort to improve the quality of their lives. While the Committee toured this facility, the Probation staff reported the need of ongoing training programs for DPOs. The training would include training opportunities for probationers, availability of programs, and referral process. This training would be of benefit to probationers and could be covered during their scheduled appointments. However, the staff reported due to their caseload size, adequate time was extremely limited to address each probationer's file to include training opportunities at their scheduled appointment. Basically, the time spent with the probationer was mainly to fulfill the probationer's obligation to report on a timely basis.

The programs provided are housed in a new 60,000 square-foot building located in South Los Angeles in the Second Supervisorial District of Mark Ridley-Thomas. The Committee visited the ROC on several occasions. Services at the Center include but are not limited to:

- Housing (Crisis and Permanent Housing)
- Benefits Establishment
- Employment Support
- Education (GED/High School Diploma Program)
- Legal Aid Support

³⁶ https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB389

³⁷ See Frequently Asked Questions, "The Community Healthcare Worker Role," http://dhs.lacounty.gov/wps/portal/dhs!/ut/p/b0/04_Sj9CPykyssy0xPLMnMz0vMAfGjzOLdDAwM3P2dgo0sTP3cDBzDDMy93QwdDfydTfULsh0VAfZcYd0!

³⁸ *ibid*

³⁹ <https://ridley-thomas.lacounty.gov/index.php/los-angeles-county-opens-one-stop-shop-for-second-chance-opportunities/>

- Mental Wellness Counseling

The ROC serves as a model for a one-stop opportunity for the probationer and his or her family to receive a plethora of services without having to travel to multiple CBOs. While visiting the ROC the Committee noted that there was no signage or brochures explaining the types of services available throughout the building.

Probation offices and staff are located on the first floor, staff offices on the second, and the Developing Opportunities and Offering Reentry Solutions⁴⁰ (DOORS) is located on the third floor.

DEVELOPING OPPORTUNITIES AND OFFERING REENTRY SOLUTIONS⁴¹ (DOORS)

DOORS is a collaborative effort among Probation, ODR, Five Keys schools and programs, and a number of CBOs. Among DOORS Delivery Partners are:

- SSG/HOPICS⁴² which provides triage and linkage support to housing and homeless services
- Client Engagement Services screening and triage/assessment placement into interim housing
- Legal Aid Foundation of Los Angeles that provides legal assistance in many areas of service
- Education/Social Skills Training through Five Keys Schools and Programs
- Case Management/Family Reunification Services by way of A New Way of Life provides services to individuals and families
- Healing through the Arts provides workshops, and group training, to engage clients and promote healing through the various arts. The target population are individuals and families having a history of gang involvement. The objective is to push beyond the mindset of the gang subculture and inspire transformation using the arts to engage and identify their service needs to begin the healing process

The concept, as previously stated, is to provide one-stop assistance for probationers, families and the community at large. But there remains gaps to provide tangible assistance in areas of transportation, housing, family emergencies and mental health services.

Five Keys⁴³

The Committee visited the Five Keys program located at the ROC. Five Keys offers many opportunities for current and formerly incarcerated students, and for individuals regardless of age.

Enrollment in classes for inmates is voluntary. Since the program is voluntary and the inmate is already participating, the prospect of job offers, enrollment in

⁴⁰ Ridley-Thomas.lacounty.gov/index.php/los-angeles-county-opens-one-stop-shop-for-second-chance-opportunities/

⁴¹ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

⁴² <http://publichealth.lacounty.gov/dvcouncil/minutes/2019/05/coordinated-entry-system-ces-brochure.pdf>

⁴³ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

community college or trade school act as incentives for them to continue their education.

The classes offered to probationers and family members are held at the ROC and other locations within the community. They have developed relationships with partners in the workforce that provide services beyond education and/or training.

The Five Keys program emphasizes education, employment, recovery, family, and community programs. This program began in 2003 in Northern California and is the first charter school in the nation to operate inside a county jail. Five Keys is an accredited charter school serving transitional-aged youth (15 to 18 years) and adults in 70 locations throughout California.

Current probationers, community members, as well as anyone who has been touched by the justice system may participate in this program. Currently, in addition to ROC, Five Keys is conducting educational classes at County Jail (Twin Towers and Men's Central Jail); Pitchess Detention Center, located in Castaic; and Century Regional Detention Center, for women, in Lynwood. Classes include English as a Second Language, Adult Basic Education, High School Completion, and Exam Preparation. In addition, GED/High School Equivalency, employment/life skill classes, and independent study programs are offered.

The Stanford Center of Education Policy Analysis⁴⁴ documents large achievement gaps for low-income Latino and African-American students compared with white and higher-income students. Over 80 percent of the incarcerated population are high school dropouts, according to a Northeastern University study, "The Consequences of Dropping out of High School" published by the Center for Labor Market Studies.⁴⁵ That same study found that high school dropouts cost taxpayers \$292,000 over the course of their lives. This evidence supports the belief of Five Keys that providing a second chance at an education is a cost-efficient way to restore struggling communities. A research review by the Rand Corporation⁴⁶ found that those who receive a quality education or vocational training are significantly more likely to gain meaningful employment and less likely to become incarcerated. Inmates who participate in a correctional education program have a 43 percent lower chance of returning to prison, where annual incarceration costs often exceed \$65,000 per year. And for every one dollar invested in correctional education, the County can save four to five dollars in future incarceration costs. An education may be the single most important determinant to a person's future.⁴⁷

⁴⁴ cepa.stanford.edu/research-areas/poverty-and-inequality

⁴⁵ <https://repository.library.northeastern.edu/files/neu:376322>

⁴⁶ https://www.rand.org/pubs/research_reports/RR266.html

⁴⁷ <https://repository.library.northeastern.edu/files/neu:376322>

Five Keys has developed relationships with partners in the workforce to assist students beyond their education and/or training. The curriculum may include Career Skills and Life Skills and offers career classes in construction, welding, hospitality, sewing, dog grooming, baking, and other areas.

INNOVATIVE EMPLOYMENT SERVICE TRAINING⁴⁸ (INVEST)

Workforce Development, Aging and Community Services (WDACS) and Probation, ODR and the California Employment Development Department (EDD), and LA Workforce collaborated to launch INVEST. INVEST is a two-year pilot program. This program creates employment opportunities for adult probationers in conjunction with Probation supervision and the WDACS' workforce development system to provide training and support to help probationers enter the workforce on a meaningful career path. INVEST is a two-year pilot program. This program creates employment opportunities for adult probationers in conjunction with Probation supervision and the WDACS system. It provides training and support to assist probationers in entering a meaningful career path. The program runs 62 American Job Centers in the County which include an EDD office and an assigned DPO.

LA Workforce has several boards in LA County with whom they have to coordinate. There are 32 city, 18 County, and 11 other boards amongst five other areas.

DPOs are co-located at 62 comprehensive Los Angeles County America's Job Centers of California (AJCCs). The DPOs and AJCC Business Services representatives are trained in an evidence-based training program created by the National Institute of Corrections⁴⁹ to become Offender Workforce Development Specialists (OWDS).

These specialists take referrals and then reach out to business services representatives, case managers, and assessment workers to find employment opportunities that match employee skills and provide assistance as needed. Specialists must do outreach with both the client and DPOs because of trust issues.

Specialists are involved in service delivery enhancement, client need assessment, and accounting for client experiences in job seeking. These clients need individualized employment and training programs.

According to the staff, there has been \$8 million allocated to the LA basin for prison-to-employment funding. SB 678⁵⁰ funding is available to be used, according to the needs of the student.

It should be noted this is the first year of operation for the program, and they have already had 1,800 referrals. Six hundred fifty clients are currently enrolled, and there have been 240 successful job placements. Based on the information provided, this program serves as a springboard for success,

⁴⁸ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

⁴⁹ <https://nicic.gov/>

⁵⁰ https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB678, (accessed 6/17/20)

improving the quality of life. In addition to INVEST in association with L.A. Trade Tech, there are opportunities for networking with other surrounding community colleges.

COORDINATED OPTIMAL REHABILITATIVE EFFORTS⁵¹ (CORE)

The Committee met with staff for a sit-down discussion about CORE in order to learn what this program is all about. Staff conveyed a strong sense of purpose and high energy toward what they were endeavoring to accomplish. In our talks, they referred to their clients as “returning citizens,” and they stressed an individualized approach, “Let’s work with your skill deficits.”

Very important to CORE is identifying the criminogenic and stabilization needs of the client, which may include food, clothing, housing, medical, dental, and all other basic needs that help satisfy an individual’s physiological requirements.

Also, the DPO and client, together, may talk about:

- Thoughts and belief systems
- Coping skills
- People with whom the client associates
- Family relationships
- Maintaining sobriety
- Finding long-term employment
- Completing school
- Productive use of one’s free time

In 2019, the State of California amended SB 678⁵² to include the California Community Corrections Performance Incentive Act. The bill reduced the number of newly convicted offenders sentenced to state prison, and reduced the number of state prison commitments for probationers who have violated “conditions of probation” at the county level, therefore decreasing the State prison population.

A portion of the fiscal savings realized by the State was given to the County to re-invest in evidence-based practice (EBP) programs to provide services to potential state-prison-bound adult felony offenders and probation violators residing in the County. During this time period, the County received funding from the Edward Byrne-Justice Assistance Grant (Byrne-Jag) Recovery and Reinvestment Act,⁵³ to implement a program founded in evidence-based principles.

CORE received an allocation of \$237.3M in fiscal incentives from the State of California for reductions in state prison commitments. This allocation has been

⁵¹ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

⁵² https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB678

⁵³ <http://www.bscc.ca.gov/news/bscc-approves-jag-grant-process/>

held in an interest-bearing trust. Of this amount, an estimated \$57.3M will be spent by June 2017, leaving a trust of \$180M.⁵⁴

Utilizing the Byrne-Jag, Probation implemented the Alternative Treatment Caseload Program,⁵⁵ an evidence-based program designed for medium and high-risk adult felony probationers who receive cognitive behavioral interventions conducted by the assigned case-carrying DPO. The DPO along with the client, identify his/her individual risks, criminogenic⁵⁶ needs, and responsibility factors. The program uses core correctional practices such as addressing pro-criminal attitudes, values and beliefs, responding to non-compliance, offering appropriate rewards, and referring the client to community-based programs and services based on court orders and/or the client needs.

The Council of State Governments Justice Center⁵⁷, stated the most effective core elements at reducing recidivism are:

- Targeting people who are most likely to re-offend based on validated risk-assessment tools
- Their practices are rooted in the latest research on “what works” to reduce recidivism, and
- They regularly review program quality and evaluate how closely the program adheres to its established model

These are programs⁵⁸ that adhere to the principles of risk, need, and responsivity and use a cognitive behavioral approach as the most effective approach at reducing recidivism. The Eight Evidence-Based Principles for Effective Intervention⁵⁹ are:

1. Assess Actuarial Risk/Needs
2. Enhance Intrinsic Motivation
3. Target Interventions.
 - a. *Risk Principle*: Prioritize supervision and treatment resources for higher risk offenders
 - b. *Need Principle*: Target interventions to criminogenic needs.
 - c. *Responsivity Principle*: Be responsive to temperament, learning style, motivation, culture, and gender when assigning programs
 - d. *Dosage*: Structure 40- 70% of high- risk offenders’ time for 3-9 months
 - e. *Treatment*: Integrate treatment into the full sentence/sanction requirements

⁵⁴ Per Committee interview with staff at CORE 11/2019

⁵⁵ <https://probation.lacounty.gov/types-of-supervision/>

⁵⁶ Dictionary.com: causing or likely to cause criminal behavior

⁵⁷ <https://csgjusticecenter.org/three-core-elements-of-programs-that-reduce-recidivism-who-what-and-how-well/#:~:text=Programs%20that%20are%20effective%20at,evaluate%20how%20closely%20the%20program>

⁵⁸ *ibid*

⁵⁹ <https://s3.amazonaws.com/static.nicic.gov/Library/019342.pdf>

4. Skill Train with Directed Practice (use Cognitive Behavioral treatment methods)
5. Increase Positive Reinforcement
6. Engage Ongoing Support in Natural Communities
7. Measure Relevant Processes/Practices
8. Provide Measurement Feedback

The client is assessed to determine their Stabilization Needs which include food, clothing, housing, medical, dental, and all other basic needs that help satisfy the client's physiological needs and requirements.

The *Level of Service Case Management Inventory*⁶⁰ (LS/CMI) is the assessment tool used by the DPOs to identify the Stabilization Needs of the client. The LS/CMI has eight criminogenic areas:

- Criminal history
- Pro-criminal attitude/orientation
- Antisocial patterns
- Companions
- Family/marital
- Alcohol/drug
- Education/employment
- Leisure/recreation

Once the DPO and client identify those areas in priority of need, a program is developed and followed. The client may involve family members and other people important to his/her progress.

CHRYSALIS⁶¹

Helping people get back to work has been the focus of Chrysalis since 1984. Chrysalis is a nonprofit organization whose mission is creating a pathway to self-sufficiency for homeless and low-income individuals by providing the

⁶⁰

https://nationalpublicsafetypartnership.org/clearinghouse/content/resourcedocuments/PSP_Comptonprobationcasestudy_FINAL.pdf

⁶¹ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

resources and support needed to find and retain employment.⁶² There are four Chrysalis centers located throughout Los Angeles and Orange Counties.

The FREE AT LAST COMMITTEE visited Chrysalis, toured the facility, met with staff and management, and had brief interactions with clients. We observed:

- An open-door policy for all who enter, with no restrictions
- An active, positive, and welcoming environment
- Staff were actively interviewing clients
- Numerous clients in the process of meeting with staff to identify employment opportunities
- A separate classroom was in session teaching interviewing and resume techniques
- Knowledgeable and enthusiastic staff
- Statistics reflecting successes in securing employment for clients, and those clients retaining said employment

Chrysalis received a three-year, \$10 million grant from the Department of Transportation⁶³, which will enable New Roads to Second Chances⁶⁴ to give formerly incarcerated individuals employment opportunities in street maintenance and cleaning. Since 2016, through a partnership among the Los Angeles Mayor's Office, Caltrans, and Chrysalis, more than 1,200 people have utilized New Roads.

Chrysalis provides resources to participants, including but not limited to:⁶⁵

- Job search and readiness classes
- Practice interviews
- Resume writing assistance
- One-on-one support during the job search
- Transitional job opportunities
- Job leads and application assistance
- How to address convictions with employers
- Scholarships for certifications and job training
- Ongoing support after securing employment
- Access to computers
- Providing professional attire

⁶² changelives.org/

⁶³ <https://www.nbclosangeles.com/news/local/la-job-program-for-formerly-incarcerated-people-gets-10-million-from-state/2293274/>

⁶⁴ <https://www.lamayor.org/%E2%80%98new-roads-second-chances%E2%80%99-connects-hundreds-formerly-incarcerated-angelinos-employment>

⁶⁵ <https://www.changelives.org/about-us/our-services/>

DEPARTMENT OF HEALTH SERVICES⁶⁶

DHS initiated the Transitions of Care program⁶⁷ and other services which are provided to pre- and post- release inmates at the County jails and women's facility. The former Jail Linkage Program⁶⁸ operated by DMH was transferred to DHS. This included the linkage to community-based mental health treatment and other services for inmates. DMH currently provides about 25 percent mental health services to patients in jail. The services are provided by psychiatric social workers or medical care workers.

TRANSITIONS OF CARE

Transitions of Care program⁶⁹ is providing services to 5,000 inmates at the county jail facilities. The referrals come from clinicians, mental health men's and women's programs, Court Linkage Program, the public defender, and social workers.

An assessment of the inmate is completed by a clinician to determine the appropriate level of treatment needed in the community after release. DHS refers clients to Institutes for Mental Disease, Enriched Residential Services, and other DMH-contracted resources. DPH liaisons with public defenders and courts to find placements for clients conditionally released to treatment in the community. They also link AB 109 probationers to treatment in the community, based on the level of treatment needed. Also, these services are offered to individuals suffering from substance abuse.

WHOLE PERSON CARE L.A. REENTRY PROGRAM⁷⁰ (WPC-LA)

It is the goal of DHS to enroll 1,000 inmates in the WPC-LA program each month. Medical case workers assigned to the jails provide assessment and reentry planning for inmates. The criteria for enrollment in the program are that one must be a County resident and enrolled in Medi-Cal. In addition, an inmate/probationer must meet at least two of the following:

- In-jail mental health housing at any time during their incarceration
- In-jail Medical Outpatient/Specialty Housing
- In-jail treatment program
- In-jail Correctional Treatment Center
- In-jail Americans with Disabilities Act housing

⁶⁶ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

⁶⁷ http://dhs.lacounty.gov/wps/portal/dhs/lut/p/b1/hc3LCsIwFATQL517tbINXKkAFtCo0ovXRbEoWUgJ9bMTvV8GNAensBs4w5KhdKc5SJVNFN3KTf4beP818-eHTXdYZAKXNT2vFtYG-QO5NomELfoM2Ajk0BFtViaRgLO2v5H4JWGTQu3PTIEcFyzIG8QUvAXwB_kSD6moe7zS6YbMNH_4FBf2EXw!!/dl4/d5/L2dJQSEvUUt3QS80SmtFL1o2X0YwMDBHT0JTMjBNTDMwQVJUQkVHSV AwS11x/

⁶⁸ http://file.lacounty.gov/SDSInter/dmh/1012511_FSP-Authorization-from-Jail-Diversion7-13-15.pdf

⁶⁹ Figures provided by DPH during interview November 2020

⁷⁰ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

- One or more emergency room visits in six months prior to incarceration
- One or more inpatient hospitalizations in 12 months prior to incarceration
- One or more urgent care visits during incarceration
- Incarceration two or more times in the last year
- Chronic physical health condition
- Serious mental illness
- Substance abuse disorder
- At risk homelessness
- Pregnant or gave birth within the last six months

Medi-Cal enrollment and special arrangements with DPSS allow an application to be submitted for WPC-LA enrollees. If needed, a 30-day supply of essential medication(s) is provided at release. For review of the Care Reentry plan and to activate assistance with shelter, transportation and appointments, a Release Desk is located in the Inmate Reception Center.

WOMEN’S INTEGRATED SERVICES PROGRAM⁷¹ (WISP)

The Women’s Integrated Services Program (WISP), which began in December of 2016, is a collaboration of the Sheriff, Probation and DHS to address specific needs of females pending release from custody. Females may be facing homelessness, or have mental, physical health, or substance abuse issues. DPOs are assigned and located within the Lynwood Justice Center (Century Regional Detention Facility) and work with DHS case managers to identify reentry needs and to provide basic instructions or re-instructions on the expectations of community supervision. Services are offered to the reentry population who are already sentenced and also to pretrial defendants who have pending criminal felony cases. The program offers clients the opportunity to actively participate in their treatment and to remain out of custody and to maintain their housing. When we visited the facility we observed inmates of all ages, nationalities, and ethnicities and women who were pregnant

Referrals are generated by the Sheriff Community Transitions Unit and prioritizes females who are:

- Pregnant
- Identified as complex cases by Probation
- Being adjudicated in the Early Disposition Court⁷² (Department 50)

The following statistical data was provided by Probation in December 2019:

⁷¹ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

⁷² <https://probation.lacounty.gov/early-disposition-program/>

WOMEN'S INTEGRATED SERVICES PROGRAM (WISP)							
Year	Apr 17 - Mar 18	Apr 18 - Jun 18	Jul 18 - Sep 18	Oct 18 - Dec 18	Jan 19 - Mar 19	Apr 19 - Jun 19	TOTALS
WISP engaged Client Inmates	530	129	80	31	128	154	1,052
ODR Case Mgmt. Services	355	83	174	58	224	147	1,041
ODR Referrals for Sub. Abuse Treatment	404	74	85	48	93	112	816
ODR Referrals for Mental Health Services	236	68	43	15	52	63	477
Orientation Guidance for Prob Clients	195	14	8	8	15	28	268

OFFICE OF DIVERSION AND REENTRY⁷³ (ODR)⁷⁴

The mission of the ODR is to implement a criminal justice diversion program for individuals with mental health and/or substance abuse disorders. The aim of the ODR is to reduce the number of people with health and/or substance use disorders in jail through diversion efforts. This service is offered to jail inmates with complex clinical needs, those who can be diverted pre-arrest and those who are homeless.

The Los Angeles Times⁷⁵ reported more than 60 percent of inmates with a mental illness would be eligible for diversion if there were more facilities available and capable of providing supportive care. According to the source quoted in the article, if more facilities were available, the County would save hundreds of dollars a day in incarceration costs for each inmate. The article supports the definition of recidivism as the cycle of being arrested, released and re-arrested. The care the individual receives through ODR could end that cycle. Thousands of inmates could be taken out of the criminal justice system.

⁷³ dhs.lacounty.gov/wps/portal/dhs/diversionandreentry

⁷⁴ The information provided in this section originates from interviews, tours, and review of literature regarding this program.

⁷⁵ <http://dhs.lacounty.gov/wps/portal/dhs/diversionandreentry#:~:text=Office%20of%20Diversion%20and%20Reentry,-The%20Office%20of&text=Its%20mission%20is%20to%20develop,involvement%20with%20the%20justice%20system>

In a study completed on January 13, 2020, the nonprofit research agency Rand Corporation⁷⁶ estimates that since the ODR was created four years ago, more than 4,000 inmates convicted of felonies or ruled mentally incompetent to stand trial have been diverted. The cost per day for housing is about \$70 compared to \$600 for incarceration. The study sampled 5,544 inmates with a mental illness, to determine whether they qualified for diversion, and met the medical standard. Researchers found 68 percent would be eligible, and an additional 7.5 percent would be eligible with further assessment.

The ODR program offers:

- Permanent supportive housing for felony defendants
- Stand trial community-based restoration for those who committed misdemeanors
- Stand trial community-based restoration for felons who are mentally incompetent
- Maternal diversion
- Pre-booking law enforcement assisted diversion
- Sobering centers
- Intensive case management and linkage to health, employment, and other community-based supportive services. This service includes stabilization needs, enrollment in social services, and collaboration with County agencies
- Rapid re-housing through Breaking Barriers,⁷⁷ a 24-month housing program for felons who are experiencing homelessness
- Innovative Employment Solutions (INVEST) is a program providing employment opportunities and earnings. Referrals are made through Probation and the numerous CBOs
- College and Career bridged partners with post-secondary institutions to those who wish to continue their education
- Community Reentry Center offers a number of comprehensive supportive services by community partners

The Committee went to Department 40 of the Clara Shortridge Foltz Criminal Justice Center at 210 West Temple in Los Angeles, to observe courtroom proceedings of the Office of Diversion and Reentry (ODR). This is a countywide criminal justice diversion program for persons with mental and/or substance abuse disorders, and provides reentry support services to vulnerable populations. ODR's goal is "...reducing recidivism and improving the health outcomes of justice involved populations who have the most serious underlying health needs."⁷⁸

⁷⁶ https://www.rand.org/pubs/research_reports/RR4328.html

⁷⁷ <https://www.changelives.org/newsroom/chrysalis-enterprises/breakingbarriershouses100/>

⁷⁸ https://www.rand.org/pubs/research_reports/RR4328.html

During a break in the proceedings, the Committee was invited to participate in a question-and-answer session. The Committee learned the following:

- ODR does not work directly with the AB 109 community
- It is hoped that beginning in 2020, ODR housing program will be available to all eligible defendants throughout the County
- ODR also addresses maternal health needs
- The DMH and ODR work together, initiating a pre-trial clinical/legal intervention
- California Penal Code 1001.36⁷⁹ allows some people with mental disorders to receive treatment when they are charged with a crime. If the defendant successfully completes the treatment, the criminal charges will be dismissed.
- ODR uses the word “re-arrest” in place of “recidivism”

RECOMMENDATIONS

- 6.1 The ROC should be replicated in the remaining Four Supervisorial Districts of the County of Los Angeles
- 6.2 Provide information inside the lobby about rehabilitative classes and training through signage regarding the services provided at the ROC.
- 6.3 The County should include robust post-release educational opportunities and incentives to encourage those under supervision to continue with their education.
- 6.4 Ensure supportive services are provided to meet the needs of the participants, e.g. in areas of housing, transportation, clothing, employment, and education
- 6.5 INVEST has been funded for a two-year period, and we recommend that funding be continued beyond the successful completion of the initial pilot program
- 6.6 INVEST clients need additional access to community college training programs
- 6.7 In-depth training was requested by senior staff regarding the availability of job training and employment programs, and we concur that it should be provided
- 6.8 Provide Five Keys programs to inmates with an emphasis on continuing their education upon release

⁷⁹ <https://www.shouselaw.com/mental-health-diversion>

COMMENDATIONS

- The FREE AT LAST COMMITTEE commends the County departments and their staff for providing guidance and excellent information
- The FREE AT LAST COMMITTEE extends a commendation to Chrysalis for their outstanding outreach program

REQUIRED RESPONSES

Responses are required from:

Recommendations	Responding Agency
6.2, 6.3, 6.4, 6.5, 6.6, 6.7, 6.8	Los Angeles County Board of Supervisors
6.1, 6.2, 6.3, 6.4, 6.5, 6.6, 6.7, 6.8	Los Angeles County Probation Department
6.1, 6.2, 6.3, 6.4, 6.5, 6.6, 6.7, 6.8	Los Angeles County Chief Executive Officer

ACRONYMS

ACRONYMNS	DEFINITION
AB 109	California Legislative Assembly Bill 109
AJOC	Los Angeles County America's Job Center of California
BOS	Los Angeles Board of Supervisors
BSCC	Board of State & Community Corrections
CBO	Community Based Organization
CCJCC	Countywide Criminal Justice Coordination Committee
CHW	Community Health Worker
CORE	Coordinated Optimal Rehabilitative Efforts
COUNTY	Los Angeles County
DHS	Los Angeles County Department of Health Services
DMH	Los Angeles County Department of Mental Health
DPO	Deputy Probation Officer
DOORS	Developing Opportunity and Offering Reentry Solutions
DPSS	Los Angeles County Department of Public Social Services
EBP	Evidence-Based Practice
GED	General Education Development
HWLA	Healthy Way Los Angeles
INVEST	Innovative Employment Service Training
LS/CMI	Level of Service Case Management Inventory
MH	Mental Health
MHSA	Mental Health Service Act
ODR	Office of Diversion and Reentry
OWDS	Offender Workforce Development Specialists
PC	Penal Code
PRC	Post-Release Center
PRCS	Post-Release Community Supervision
PSP	Post-Release Supervised Person
ROC	Reentry and Opportunity Center
SB	Senate Bill
WISP	Women's Integrated Services Program

COMITTEE MEMBERS

Carolyn Cobb, Chair
 Mike Padilla
 John Palos
 Jenalea Smith
 Larry Sullivan
 LeRoy Titus
 Judith Whitman

APPENDIX

**Chart No. 1
Summary of Probationers Rearrested Post Release
(Information Provided By The Probation Department)**

Year	# of PC1170(h)(1) Offenders to Local Custody A1	# of PC11709(h)(1) Offenders to Alternative Program A2	# of PC1170(h)(1) Offenders Returned to Custody A3	Impact Summary LA County AB 109
2011 (Oct-Dec)	2,139	110	7	2,256
2012	7,956	184	44	8,184
2013	8,086	16	0	8,102
2014	8,116	6	0	8,122
2015	4,830	0	0	4,830
2016	5,133	0	0	5,133
2017	5,830	0	0	5,830
2018	2,016	0	0	2,016
2019 (Jan-Sept)	2,464	0	0	2,464

A1 reflects the total number of those in local custody under Penal Code (PC) 1170(h)(1)⁸⁰, which allows judges to suspend a prison sentence or split a prison sentence for defendants convicted of certain felonies. The chart reflects defendants sentenced to the county jail for the reporting year as a new commitment. It includes both straight (served time, no mandatory supervision following release) and split (serves a portion of the term in jail, released to mandatory supervision including work release, or house arrest upon release) sentences. It does not include offenders who are state parolees.⁸¹

A2 is the total number of PC1170(h)⁸² offenders who were placed into alternative programs such as electronic monitoring (GPS), and work furlough.⁸³

A3 reflects the number of PC1170(h)⁸⁴ offenders previously in alternative programs who have violated either probation, a condition of the program, or committed a new criminal offense.⁸⁵

⁸⁰ [Codes.findlaw.com/ca/penal-code/pen-sect-1170.html](https://codes.findlaw.com/ca/penal-code/pen-sect-1170.html)

⁸¹ https://leginfo.ca.gov/faces/codes_displaySection.xhtml?sectionNum=1001.36.&lawCode=PEN

⁸² Cal Penal Code, Section 1170, subd. (h)

⁸³ *ibid*

⁸⁴ *ibid*

⁸⁵ *ibid*

Chart No. 2
Summary of State Parolees Rearrested Post Release
(Information Provided By The Sheriff's Department)

Year	Flash Incarceration B1	Booked During This Month B2	Booked with a New Local Charge B3	Jail Time Result of Revocation B4	Post Release Summary
2011 (Oct-Dec)	1	81	490	U*	572
2012	756	1,888	6,691	3,839	13,174
2013	1,222	715	6,231	1,489	9,657
2014	2,435	1,473	3,006	3,461	10,375
2015	1,872	542	U	4,203	6,617
2016	1,201	418	824	4,265	6,708
2017	827	453	1,223	U	2,503
2018	643	385	816	U	1,844
2019 (Jan-Sept)	209	227	311	U	747

* U= data unavailable

B1 reflects the total number of PRCS offenders booked for the reporting year for a flash incarceration pursuant to PC 3454(c).⁸⁶ Flash incarceration⁸⁷ is a period of time of detention in jail for a violation of probation. The County established a review process for assessing and refining the program policies of the post-release program and supervision.⁸⁸

B2 is the number of PRCS offenders booked during the reporting year. This number does not include violators who have also been booked on a new offense.

B3 is the number of offenders for the reporting year with a local charge.

B4 is the number of PRCS offenders for the reporting year who received jail time as a result of a revocation⁸⁹, and includes offenders who at the time of their hearing, received time served.

⁸⁶ codes.findlaw.com/ca/penal-code/pen-sect-3454.html

⁸⁷ ibid

⁸⁸ Cal Penal Code, Section 3453, subd. (c)

⁸⁹ <https://www.nolo.com/legal-encyclopedia/probation-revocation.html>

**Chart No. 3
Number of State Parolees Released to County Probation
(Information Provided By The Probation Department)**

Year	Parole Violations C1	Parole Violations Jail Time Result of Revocation C2	Parole Violations Booked with New Charges C3	Parole Violations Receiving Local Sentence C4	Post Release Summary
2011 (Oct-Dec)	1,275	2,003	2,533	U*	5,811
2012	7,617	7,739	9,003	U	24,359
2013	5,663	3,938	5,393	1,100	16,094
2014	5,309	4,282	3,925	871	14,387
2015	4,203	2,942	4,097	414	11,656
2016	3,467	1,216	134	80	6,708
2017	3,549	U	U	U	3,549
2018	4,570	U	U	U	4,570
2019 (Jan-Sept)	2,761	U	U	U	2,761

* U= data unavailable

C1 is the number of persons who violated parole.

C2 indicates the number of parole violators receiving jail time as a result of a revocation hearing.

C3 is the number of parole violators booked with a new charge.

C4 indicates the number of parole violators who received a local sentence and indicates local law enforcement authority.

HASHTAG: OUR KIDS MATTER



2019-2020
Los Angeles County
Civil Grand Jury

HASHTAG: OUR KIDS MATTER

HASHTAG: OUR KIDS MATTER

EXECUTIVE SUMMARY

The County of Los Angeles Probation Department (Probation) supervises/operates three juvenile halls and nine juvenile camps.¹ When the Committee began its investigation three juvenile halls were in operation. During the interim Los Padrinos was closed. Approximately 700 juveniles are assigned to the halls and 340 youth assigned to the camps. The halls and camps are for children/juveniles ranging from as young as 10 years old to age 25. The juvenile defendants are held in custody at the halls, awaiting court action or transfer to another facility. The length of stay averages 22 days. The juvenile halls are: Barry J. Nidorf, Central Juvenile Hall, and Los Padrinos (closed in 2019).

The juvenile camps are Afflerbaugh, Camp Vernon Kilpatrick (currently located at Camp Challenger), Camp Joseph Paige, Camp Glenn Rockey, Camp Joseph Scott, Camp Ronald McNair, Camp Francis Scobee, Camp Ellison Onizuka, and Dorothy Kirby Center. The camps hold the juvenile defendant from five to nine months depending on the order of the court.

A director and sworn staff are assigned at each facility. The number of sworn staff depends on the ratio of officers to juveniles. Ancillary staff include clerical and food service personnel. Probation reports to the Los Angeles County Board of Supervisors.

The Los Angeles County Office of Education (LACOE) is responsible for the specialized instruction and educational services provided each day at the halls and camps for the assigned juveniles.² LACOE is responsible for preparing the juveniles for a successful transition back into the community with educational skills they need in order to succeed in school and life.

Each hall and camp has a principal, assistant principal and teachers assigned to provide the juveniles with a curriculum to fulfill their educational needs with emphasis on attaining a high school diploma.

Department of Mental Health (DMH) clinicians and specialists are assigned to each hall and camp to access, provide and implement mental health services according to the needs of each juvenile.³ Services are provided on site for severe mental illnesses, developmental disabilities, serious emotional disturbances, substance-abuse treatment, medication support, gender-specific treatment, and aftercare planning. Staff is located at each facility and on call as needed.

¹ <https://probation.lacounty.gov/locations/>

² <https://www.lacoe.edu/LACOE-Schools/Juvenile-Courts-Schools>

³ <https://dmh.lacounty.gov/our-service/transition-age-youth/probation-camp/>

Representatives from Probation, LACOE and DMH participate on the Multidisciplinary Team for each juvenile, including their parents, advocates and guardians. During this session, a plan is formulated to address the probation, education and mental health of the juvenile and how each juvenile will be helped during hall/camp placement and transition back into the community.

Hashtag: Our Kids Matter (Committee) of the 2019-2020 Los Angeles County Civil Grand Jury (Jury) discovered that, although the halls and camps are under Probation, each facility is operated differently. However, the overall conclusion of the challenges and problems are the same:

- Staff shortages
- Assault of staff
- No consequences for bad behavior of juveniles
- Dorm-style living quarters
- No collaboration among Probation, LACOE and Mental Health staff

BACKGROUND

The Los Angeles County Board of Supervisors (BOS) established the Probation Reform and Implementation Team⁴ (PRIT) on May 1, 2018. The team was charged with transforming the Probation Commission into a Probation Oversight Commission⁵ and coordinating recommendations for systemic reform within Probation. PRIT was composed of Board appointees and other stakeholders. The Commission was to report back in 60 days with “recommendations required to create an independent entity... focused on Probation Department reform and public accountability as well as coordination of existing recommendations and efforts produced to date.”⁶ The report, “Summary of the Los Angeles County Department Systemic Reform plan from the Probation Reform and Implementation Team”⁷ was submitted on August 9, 2019.

The report included these challenge areas:⁸

The most egregious problems include poor facility conditions, inadequacy of staffing and training, and lack of sufficient structured time and meaningful activities for youth, excessive use of force, sexual and physical abuse of minors, unavailability of meaningful grievance processes, need of greater partnerships with community-based organizations, absence of validated assessment tools and inadequate data gathering of obstacles to rehabilitation while in the juvenile justice system.

⁴

<http://prit.lacounty.gov/#:~:text=WELCOME%20TO%20THE%20PROBATION%20REFORM%20AND%20IMPLEMENTATION%20TEAM&text=The%20team%20is%20charged%20with,Department%20into%20a%20comprehensive%20plan>

⁵ *ibid*

⁶ *ibid*

⁷ <http://prit.lacounty.gov/LinkClick.aspx?fileticket=BmWgSiQvaVQ%3d&portalid=37> (accessed 6/16/20)

⁸ *ibid*

The report outlined the following:

- The juvenile halls are run down and in some cases beyond repair⁹
- The halls and camps are organized in a prison-like barrack style that is not consistent with best practice¹⁰
- Youth speak of punitive environments characterized by prison-like conditions¹¹
- Staff reports low morale¹²
- Location of juvenile facilities present challenges for family engagement and visitations¹³
- Improper use of pepper spray¹⁴
- Lack of community-based services¹⁵
- Bureaucratic and administrative inefficiencies¹⁶
- Lack of strategic uses of data and information technologies¹⁷
- A negative organizational culture, a pervading “us vs them” mindset¹⁸

The following recommendations and summary highlight the pressing issues identified:¹⁹

- Culture change: Probation must engage in a major, intentional, organization-wide culture change initiative²⁰
- Reduce and eliminate juvenile facilities²¹
- Expand and improve community services²²
- Implement and expand accountability mechanisms²³
- Implement organizational data-driven decision-making and performance management process²⁴

The Commission concluded that the community and the PRIT were not just asking Probation to do business differently, or to move programs around, but to adopt solutions to support youth, adults, families who come in contact with the Los Angeles County justice system.

⁹ *ibid* (page 1)

¹⁰ *ibid* (page 1)

¹¹ *ibid*

¹² *ibid*

¹³ *ibid* (page 2)

¹⁴ *ibid*

¹⁵ *ibid*

¹⁶ *ibid* (page 3)

¹⁷ *ibid* (page 4)

¹⁸ *ibid* (page 4)

¹⁹ *ibid* (page 5)

²⁰ *ibid* (page 5)

²¹ *ibid* (page 6)

²² *ibid* (page 10)

²³ *ibid* (page 12)

²⁴ *ibid* (page 12)

The Los Angeles County Office of Inspector General (OIG) issued “Report Back On Ensuring Safety and Humane Treatment in the County’s Juvenile Justice Facilities”²⁵ and was presented to the BOS on February 5, 2019. The BOS had instructed the OIG to investigate safety concerns in the Probation juvenile halls and camps. The focus included use-of-force incidents involving oleoresin capsicum (OC) spray (also known as pepper spray). The OIG also investigated staffing allocations, data collection and analysis, and internal investigations.

The OIG interviewed management, line staff and juveniles residing at various juvenile camps and halls. They compiled and reviewed data collected from these entities.

Both the juveniles and staff expressed continuing safety concerns. The staff expressed concerns regarding the elimination of the OC spray, staffing shortages and perceived deficiencies in Probation’s policies, practices and training. The juveniles expressed concerns about staff conduct, inconsistent access to programs, group punishment, and isolation of juveniles due to language barriers. Several limited English proficiency juveniles shared stories of force as a result of their inability to communicate with staff, unfair and/or inappropriate treatment, because they simply did not understand the orders given in English. Juveniles also reported the staff has relied on other juveniles to act as interpreters in the living quarters and during confidential interviews with mental health professionals.²⁶

The OIG directed their attention to the anticipated elimination of OC spray. Some of the staff disagreed with the recommendation of eliminating the spray, because the department had not developed or trained the staff in the modification of discipline.²⁷ The juveniles reported to Committee members that delays in receiving decontamination treatments and inappropriate efforts to decontaminate following the application of OC spray.²⁸ A common concern of staff was the inability to react effectively to larger disturbances involving multiple juveniles. Probation staff stressed the need for more tailored training opportunities to prepare them to perform their jobs without OC spray. Staff believes that the use of OC spray acts as a deterrent.²⁹ An alternative would be the use of a device now being tested in Los Angeles Police Department training facilities: the BolaWrap 100.³⁰ This would be a less harmful method to control and restrain the juveniles involved in an altercation.³¹

Staff reported feeling overworked and exhausted. It was suggested that staffing shortages were contributing to anxiety and uncertainty while performing their job duties. Staff are faced with difficult choices: whether to intervene at the risk of their own personal safety or wait for staff support that may be delayed, putting the juveniles

²⁵ https://oig.lacounty.gov/Portals/OIG/Reports/Probation_Report_1.pdf?ver=2019-02-05-081601-153

²⁶ https://oig.lacounty.gov/Portals/OIG/Reports/Report_Back_Probation_9_20.pdf?ver=2019-09-27-092054-743 (pages 3-5)

²⁷ https://oig.lacounty.gov/Portals/OIG/Reports/Report_Back_Probation_9_20.pdf?ver=2019-09-27-092054-743 (pages 6-8)

²⁸ Per Committee interview with juveniles at Eastlake Juvenile Hall on 1/22/20

²⁹ https://oig.lacounty.gov/Portals/OIG/Reports/Report_Back_Probation_9_20.pdf?ver=2019-09-27-092054-743 (pages 6-8)

³⁰ wraptechnologies.com

³¹ <https://www.latimes.com/california/story/2019-12-09/lapd-chief-michel-moore-restraint-device-bolawrap> (accessed 6/17/20)

at risk. These problems are intensified by unclear policies and insufficient training and guidance in such situations.³²

As for the juveniles, they reported not being able to participate in other programs, outdoor recreation, and day-room activities for significant stretches of time, spanning from days to weeks due to the lack of staff.³³

Conversations with probation management acknowledged staffing issues; however, the data reviewed by OIG suggests recent facility closures and staff reassignments have not eliminated staffing pressures within Probation facilities. Probation saw a significant drop in total juvenile population from 2012 to 2019. Although the number of staff responsible for direct supervision remained fairly constant, the data reviewed by OIG pointed to increased long-term leave and short-term absences, which negatively impacts Probation's ability to meet the staffing needs at the facilities.³⁴

Because of low morale and exhaustion among the Deputy Probation Officers (DPOs), some youth reported a perception that staff were:³⁵

- Unprofessional, disrespectful and callous
- Imposing arbitrary discipline
- Inciting disturbances among the youth
- Displaying favoritism along racial lines
- Inappropriately taunting and teasing based upon race, religion, ethnicity, medical/mental condition, and expressions of political beliefs
- Name calling and use of profanity
- The sharing of confidential personal and health information with other juveniles
- Failing to intervene when juveniles are fighting

Juveniles have access to several programs, depending on the facility. Some of the programs offered are: academics, tutoring, arts and crafts, music, continuing education including college courses, work programs, dancing, and yoga. Limited programming results in juveniles spending hours a day bored and locked in their rooms, which often causes tension and disagreements.³⁶

Juveniles may file grievances. However, the majority of those interviewed continue to be critical of the system especially if the grievance involves staff misconduct. They expressed a lack of confidence in the system, describing the system as unresponsive, untrustworthy, and, therefore, ineffectively run. Multiple juveniles have alleged sexual misconduct and complained to the Probation staff. In one instance, Probation allowed the staff member to continue interacting with the female juveniles who had

³² https://oig.lacounty.gov/Portals/OIG/Reports/Probation_Report_1.pdf?ver=2019-02-05-081601-153 (page 8)

³³ *ibid* (page 9)

³⁴ Per Committee interview with Probation Staff at Eastlake Juvenile Hall on 1/22/20

³⁵ https://oig.lacounty.gov/Portals/OIG/Reports/Report_Back_Probation_9_20.pdf?ver=2019-09-27-092054-743 (page 11)

³⁶ *ibid* (page 14)

complained. Probation is currently reviewing the allegations and conducting an investigation.³⁷

An essential part of the juvenile justice system is the Mental Health programs. DMH services are available at the halls and camps. Extensive screening, interviews, assessments and mental health program plans are completed on each juvenile. Some juveniles reported dissatisfaction with their therapists and how difficult it was to be reassigned. There also appears to be a disconnect between DMH and Probation regarding what constitutes a mental health crisis and behavioral issues requiring discipline.³⁸

On May 21, 2019, DPOs who work in the juvenile halls and youth camps, along with union representatives, spoke to the BOS to deliver a single message.³⁹ The message they delivered was a report entitled, “Enough is Enough, it is past time for you to keep us safe at Work.”⁴⁰ They voiced concerns that both the staff and juveniles were getting hurt, staff was exhausted because of double shifts and low morale, and juveniles were deprived of the programs they needed.

Individuals spoke of the juveniles and staff being traumatized inside a crisis state. They reported that property damage at some of the facilities included shattered windows, doors kicked in, computers and phones destroyed, ceiling and wall tiles punched inward or torn out of their frames, bathrooms completely flooded, and rivaling gang graffiti scrawled on the walls.⁴¹

The report made a point of emphasizing the need for officer safety, along with the safety and wellbeing of the juveniles.⁴²

Staff expressed that their needs were misunderstood, mostly by the County’s youth advocates, the Probation Commission, and PRIT. However, it also helped that the author of the article reported the adversarial *us-vs-them* mentality had mostly vanished.⁴³

The focus of the staff’s displeasure was directed primarily at Probation leadership for an incident on April 22, 2019 that occurred at Barry J. Nidorf Juvenile Hall in Sylmar, and that Probation leadership did not respond to the incident until two days later. Probation administration had been advised on October 8, 2018 that the conditions at the hall were extremely unsafe both for juveniles and staff and that the conditions had worsened. The three-page single-spaced report further described the out of control and drastically understaffed situation, including 19 pages of disturbing photographs.⁴⁴

³⁷ *ibid* (page 15)

³⁸ *ibid*

³⁹ <https://witnessla.com/enough-is-enough-la-countys-probation-staff-say-youth-camps-halls-are-no-longer-safe-plead-with-supes-to-take-immediate-action/>

⁴⁰ *ibid*

⁴¹ *ibid*

⁴² *ibid*

⁴³ *ibid*

⁴⁴ *ibid*

With the closing of Los Padrinos Juvenile Hall, 77 juveniles had been transferred but additional staff had not been assigned to Barry J. Nidorf. Extreme staff shortages were reported, as about 85 staff members were out on injured-on-duty status. Fear and confusion about when to apply use-of-force permeated among the staff. The staff reported the conditions also affected LACOE and DMH staff assigned to the facility and conditions of the same nature existed at the other facilities.⁴⁵

In conclusion, the employees requested the BOS to take immediate action.⁴⁶

METHODOLOGY

The Committee used the following methods to identify current problems and best practices within juvenile facilities:

- Using the information from this Jury's Detention Committee reports on visitations to Probation's juvenile facilities, this Committee made appointments to interview juvenile hall key staff along with Camp DPOs and representatives from DMH and LACOE.
- Prior to each interview, questions were formulated but were not made available to interviewees prior to the interview, at which time more questions were asked regarding policies and procedures. These sessions ranged from one to three hours, and, after, the Committee was given a tour of the facility, including specific areas within the sites that the Committee requested to see.
- Committee members were introduced to randomly selected juveniles, staff members, and educators, who answered questions about the facility and themselves.

RESULTS OF INVESTIGATION

The Committee requested staffing statistics showing the number of staff who were off work due to injuries and on-the-job stress, but at the time of this report the Committee had not been provided the asked-for information. Staff reported they were compelled to work double shifts due to absenteeism of their fellow coworkers.

The following data on youth population was provided by Probation in response to our inquiry, relative to the number of youth assigned as of February 4, 2020 to juvenile halls and camps:⁴⁷

⁴⁵ *ibid*

⁴⁶ *ibid*

⁴⁷ information provided by Probation Department in a letter dated March 3, 2020

**DETAINED YOUTH
AVERAGE DAILY YOUTH POPULATION**

FISCAL YEAR	JUVENILE HALLS	CAMPS
2016-17	670	509
2017-18	666	412
2018-19	572	303
2019-20*	590	306

*through December 2019

**CAMP YOUTH RELEASED AND SUBSEQUENTLY RETURNED TO
CUSTODY⁴⁸**

CALENDAR YEAR	RELEASED	RETURNED	PERCENT
2017	781	149	19%
2018	652	71	11%

REFERRAL TO HOPE CENTERS⁴⁹

FISCAL YEAR	JUVENILE HALLS	CAMPS
2016-17	1,486	2,510
2017-18	1,361	3,086
2018-19	2,594	1,609
2019-20*	880	696

*through December 2019

**ONE-ON-ONE SUPERVISION DUE TO SELF-HARMING BEHAVIORS
AVERAGE DAILY**

FISCAL YEAR	JUVENILE HALLS	CAMPS
2016-17	17	24
2017-18	19	32
2018-19	13	11
2019-20*	13	3

*through December 2019

Central (Eastlake) Juvenile Hall located at 1605 Eastlake Avenue, Los Angeles is an institutional facility for medium to low-security-risk juvenile residents. Eastlake holds the juveniles temporarily who are awaiting determination of their court case and/or the transition to a camp, foster care, group home or release to their family.⁵⁰

⁴⁸ reflects youth who received a new sustained petition with one to twenty-four months after release. Data does not include adult criminal filings

⁴⁹ <https://chronicleofsocialchange.org/justice/juvenile-justice-2/la-probation-leaders-battle-solitary-confinement-minors/32621>

⁵⁰ <https://probation.lacounty.gov/juvenile-hall/>

An Admissions Intake Officer makes an assessment to determine if the juvenile is to be retained or released on house arrest or citation. An extensive assessment and interview is conducted on each juvenile for any potential medical, physical, or psychological issues that many need to be addressed during their stay. A medical and mental examination is conducted, and then the juvenile is given an orientation to the facility.⁵¹

The population at Eastlake increased dramatically with the closure of Los Padrinos Juvenile Hall in 2019. During our visit, there were several DPOs out on medical leave due to personal injury. The Committee discussed the problems the staff had encountered in the previous six months among the juveniles, which included mental health issues, physical chemical imbalances, drug abuse, and occurrences of multiple behavioral problems. Staff expressed concerns that juveniles lacked cognitive-behavioral skills and decision-making skills due to a lack of home/parental training, and the staff not having adequate training in controlling fights. The staff repeatedly emphasized to the Committee that the juveniles do not face consequences for their behavior, and that the juveniles are aware that staff control is limited.

LACOE is responsible for academic education conducted at the hall. During our interview with LACOE staff we were informed that (1) teachers have been assaulted, one of whom sustained bodily injury, requiring sutures and follow-up care; (2) staff reported that they lack pertinent information regarding the students' behavioral issues or learning disabilities. They also requested that a DPO be present in each classroom rather than patrolling outside the classroom in the hallway.

The Committee visited **Camp Afflerbaugh** located at 6631 Stephen Ranch Road in La Verne, whose juveniles range from 14 to 18 years old. However, the Committee was informed that the camp has had 19-year-olds placed there as well. The camp is a medium security detention facility. Each juvenile undergoes an intensive and individualized Residential Treatment and Camp Service⁵² process, including mental and medical assessment.

The staff shared with the Committee that positive results have been realized utilizing Dialectical Behavioral Treatment,⁵³ which is a type of cognitive behavioral therapy.⁵⁴ This therapy tries to identify and then adjust negative thinking patterns, and pushes for positive changes, particularly when encountering self-destructive behaviors. Probation informed the Committee of the STOP skills (stop, think, observe, and proceed) technique, during our tour.

It is worth noting, the staff knew each young person's name and would call out to them as we toured the camp. The Committee was introduced to several young men who shared their experience while at camp. In addition to class time, some youth attend focus groups, which they have individually designed and lead themselves with

⁵¹ <https://probation.lacounty.gov/juvenile-hall/>

⁵² *ibid*

⁵³ <https://www.psychologytoday.com/us/therapy-types/dialectical-behavior-therapy>

⁵⁴ <https://www.mayoclinic.org/tests-procedures/cognitive-behavioral-therapy/about/pac-20384610>

minimal staff presence. In several friendly, open conversations with this Committee, the young men discussed their future plans after release.

The Committee observed showers and toilets located off to the side of the dormitory area. The staff explained that the juveniles do the cleaning. The Committee noticed that the shower stalls, the toilets, and the floors needed a thorough cleaning. This situation presents a quandary: the juveniles should do the cleaning up; however, they are not allowed to use any harsh substances to clean.

Camp Paige, located at 6601 North Stephen Ranch Road, also in La Verne, is a medium security facility for juveniles aged 15 to 19 years. Juveniles at Camp Paige are sentenced for periods of over a year for serious crimes. Camp Paige shares common grounds with Camp Afflerbaugh. The staff at Paige allow juveniles to exercise a self-imposed time-out as often as necessary, with staff and DMH joining the juvenile and engaging in therapeutic conversations and/or sessions. The Committee was informed that certain juveniles who displayed exceptional behavior upon their release had the opportunity to be hired by United Postal Service (UPS) at \$15 per hour. We were also informed that 16 juveniles had earned their high school diplomas.⁵⁵

During our tour at **Camp Rockey** which is located at 1900 Sycamore Canyon Road in San Dimas, we learned that the camp provides separate group housing for over 48 juveniles, both male and female, ages 10 to 21. The LACOE staff, located at Camp Rockey, told us they provide continuing education classes which can lead to a GED. This Committee observed a well-run cafeteria where juveniles in good standing were offered opportunities to work in the camp kitchen.

The camp provides recreational areas for soccer, flag football, basketball, and swimming in an outdoor pool. Within the basketball gym there is a stage which juveniles use for musical events. The grounds are groomed and maintained by the juveniles, instilling a sense of pride in the facility. The staff pointed out that a drain that had a cracked and presented a hazardous situation. We were informed that a requisition had been submitted for repairs.

The Hope Center, located at Camp Rockey, is used by Camp Paige and also Camp Afflerbaugh for juveniles in need of discipline.⁵⁶

Campus Kilpatrick, is temporarily relocated at Camp Challenger in Lancaster as a result of the 2018 Woolsey fire in Malibu.⁵⁷ The Malibu campus was to become the “LA Model” for Probation, costing \$53 million to build.⁵⁸ The staff informed us they will return to the Malibu campus upon completion of repairs.⁵⁹

⁵⁵ Per Committee interviews with Probation Staff at Camps Paige & Afflerbaugh on 2/18/20 & 2/26/20

⁵⁶ Per Committee interviews with Probation Staff at Camp Rockey on 2/26/20

⁵⁷ <https://probation.lacounty.gov/relocation-of-campus-kilpatrick-due-to-woolsey-fire/>

⁵⁸ <https://www.dailynews.com/2018/09/23/malibus-camp-kilpatrick-was-supposed-to-be-the-face-of-reform-for-l-a-countys-probation-department-but-watchdogs-are-sounding-alarm/>

⁵⁹ Per Committee interviews with Probation Staff at Camp Challenger on 2/25/20

According to an article published in the Daily News on September 23, 2018,⁶⁰ the Campus program of reform is succumbing to “old model practices and becoming a de facto mental health facility.” The article reports understaffing, among other concerns, and lack of therapeutic and recreational programs. The “LA Model” required small group sessions. Each group was to be assigned a consistent team of DPOs and mental health clinicians in order to create an atmosphere of trust between staff and the juveniles.⁶¹

Probation has attempted to maintain the concept of the “LA Model” at Challenger. But Challenger’s space is not conducive to the small-group concept. The staff reported to the Committee 20 incidents of direct assault upon them. Juveniles who become hostile and act out are sent to the Hope Center for time out ranging from two to four hours in isolation at Camp Rockey. The Hope Center replaced the Segregated Housing Unit which in the past housed those juveniles who required disciplinary action. The Hope Center has also become the housing unit for those juveniles who want to remain isolated from the general population. Their self-imposition requires supervision of a single DPO for the entire time the juvenile remains inside the Hope Center. This Committee observed those placed in the Hope Center, for disciplinary action, were not in conversation with their DPOs. This Committee recommends the use of a posted activity agenda for the day, including doing their homework, reading, and receiving counseling.⁶²

Some Campus Kilpatrick juveniles refuse to do school work. Sometimes classes are attended by less than five students. Vocational classes were discontinued years ago due to lack of funding. The Committee spoke to LACOE staff who conveyed a lack of interest among many students.⁶³

Juveniles are kept separated in their dorms with little to no contact with other juveniles. Contact sports are not allowed due to the fear of possible fights breaking out. So juveniles have little else to do except sleep, read, and talk to dorm mates.⁶⁴

At the time the Committee’s visit to the Mind Center (the same as the Hope Center) it had about five juveniles who were there for disciplinary reasons, or juveniles who wanted to be there for their own safety. The Mind Center has sleeping rooms that are locked at night and checked every 15 minutes.⁶⁵

There continues to be an on-going drug problem. The drugs may be smuggled in by staff, relatives and friends.⁶⁶

⁶⁰ <https://www.dailynews.com/2018/09/23/malibus-camp-kilpatrick-was-supposed-to-be-the-face-of-reform-for-l-a-countys-probation-department-but-watchdogs-are-sounding-alarm/> (accessed on 6/16/20)

⁶¹ *ibid*

⁶² Per Committee interviews with Probation Staff at Camp Challenger on 2/25/20

⁶³ *ibid*

⁶⁴ *ibid*

⁶⁵ *ibid*

⁶⁶ *ibid*

Dorothy Kirby Center (DKC) is located at 1500 South McDonnell Avenue in Los Angeles. There are six cottages for boys and four cottages for girls. Each cottage has laundry facilities, a limited television area, and a library. The Committee learned that the air-exchange system was malfunctioning throughout the entire building. We were told that the reception area would be at a higher or lower temperature than the living quarters. We were also informed by order of the health department that stoves in the cottages had to be removed, preventing juveniles from preparing snacks for themselves.⁶⁷

The staff informed the Committee they patterned their program after the LA Model concept and endeavor to embody a culture of care rather than a culture of control. DKC is a modified alternative to juvenile camp. Juveniles assigned to DKC may be referred by an attorney, the court, or a DPO. DKC is a co-educational facility that offers a wide range of care for each juvenile. It promotes co-ed interaction through Kirby Relationships, which sponsors many events including a high school graduation, a prom, off-site events and regular socializing activities. At the time of our visit the Committee was told that there were 62 juveniles in the facility, which has a capacity of 92.⁶⁸

The staff at DKC includes a Director, Assistant Director, Supervising Probation Officer of the DKC Aftercare Unit, Intake Coordinator, full-time psychiatrist and counselors for a total of 172 staff members. DKC has a more comprehensive staff than other juvenile institutions. DKC offers extensive services such as parent advocacy, family sessions on weekends, parenting classes, and dialectic behavior classes. A Multi-Disciplinary Team meets with each juvenile to develop a plan for his or her education and mental health needs. In addition, within two weeks of their arrival, an aftercare plan unit meets with the juvenile and his or her family to discuss and plan for continued progress after release.⁶⁹

UPS sponsors a program in which they will employ juveniles upon release from DKC. After five years, the juvenile is eligible for jobs paying as high as \$80,000 to \$100,000 a year. UPS also pays for tuition. Also, LA Trade Tech offers an automotive repair program on campus. Online courses are offered through Mission College. There is also job training through the Parks and Recreation Department.⁷⁰

During a visit to the Probation Department at 8240 Broadway in Whittier, we were provided information about **Court to College (C2C)** a program that is available to adults ages 18 to 25. Upon hearing the information provided, the Committee believes this program would act as an incentive to all youth and should be considered for those who are about to turn 18 and age out of the system. The program should be expanded countywide to include all community colleges.⁷¹

⁶⁷ Per Committee interviews with Probation Staff at Dorothy Kirby Center on 3/4/20

⁶⁸ *ibid*

⁶⁹ *ibid*

⁷⁰ *ibid*

⁷¹ Per Committee interviews with Probation Staff in Whittier Office on 2/28/20

Staff reported that this program was created and co-sponsored by Judge Peter Espinoza (retired) in the Norwalk Superior Court, with funding through a grant by the Department of Justice and Cerritos College. SB 678⁷² funding for the C2C program was allocated to the Office of Diversion and Reentry (ODR), which contracted with Cerritos College to implement it in conjunction with Norwalk Superior Court and Probation.

This program takes accused adults (18 to 25 year-olds), who are designated to be low-risk and non-violent, and gives them a chance to go to college, instead of incarceration. Probation assigns the adult to the C2C program, which falls under the Alternate Treatment Caseload⁷³ category.

This is a voluntary program which the judge can offer to eligible candidates. Instead of jail, they are offered three years of probation, with many of the standard conditions of probation along with specific conditions to fulfill regarding their college program.

The program tries to qualify the participant for student loans, but if they do not qualify, the program will provide the participant with tuition, books and transportation.

The age range of participants is generally 18 to 25. According to statistics from January 2017 to November 2019,⁷⁴ the program has had a total of 71 students; 22 students ordered by the court and three referred by DPOs, and other referral sources. Six have been re-arrested, and five of the six sustained new arrests, and one was sent to county jail for 180 days. Two have been terminated from the program but received their General Education Development (GED). Nineteen students have successfully completed their programs at Cerritos College. Two are currently attending California State University at Fullerton.

According to Probation Department representatives with whom we met, regarding the expansion of C2C, the program is now being offered to probationers from other caseloads.

RECOMMENDATIONS

- 7.1 Since OC spray is being phased out, Probation should investigate the use of BolaWrap⁷⁵ which enables officers to restrain resisting subjects during juvenile altercation from a distance without using bodily force.
- 7.2 The Committee recommends an outside professional cleaning service be contracted to regularly clean the lavatories and shower areas at all camp facilities

⁷² https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB678 (accessed 6/16/20)

⁷³ <https://probation.lacounty.gov/types-of-supervision/>

⁷⁴ information provided by probation staff during interview in November 2019 (access November 2019)

⁷⁵ wraptechnologies.com

because the cleaning chemicals might be misused and hazardous to human health.

- 7.3 The development and implementation of a cognitive behavioral program at all juvenile facilities to teach the juveniles to recognize behavioral patterns such as anger control, conflict resolution, communication skills, working in a diverse environment, and achieving a personal plan of action.
- 7.4 Vocational training programs such as plumbing, automobile repair, computer repair, carpentry, culinary arts and upholstery should be offered at the camps.
- 7.5 Group sessions to learn communication skills should be implemented on an on-going basis.
- 7.6 Provide professional counseling to the juveniles during their time while confined in the Hope and Mind Centers.
- 7.7 Microwave ovens should be made available at DKC inside the cottages, which the residents may use to make popcorn and other treats.
- 7.8 The air-exchange system at DKC is not adequate for the facility; therefore it needs to be replaced.
- 7.9 A security checkpoint at entry and a carded gate-entry system needs to be installed at DKC.
- 7.10 The treatment model at DKC should be implemented at other juvenile detention facilities to create a culture of care rather than a culture of control.
- 7.11 Assign DPOs inside every classroom to ensure the safety of educators and juveniles alike.
- 7.12 Ensure juvenile records are available to LACOE teaching staff for review.
- 7.13 Create an avenue for high school graduates to participate in the Court to College Program.
- 7.14 Expand the Court to College program to include all community colleges.

REQUIRED RESPONSES

Responses required from:

Recommendation	Responding Agency
7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.7, 7.8, 7.9, 7.10, 7.11, 7.12, 7.13, 7.14	Los Angeles County Probation Department
7.4, 7.11, 7.12	Los Angeles County Office of Education
7.3, 7.5, 7.6, 7.10	Los Angeles Department of Mental Health
7.6, 7.12	Los Angeles County Chief Executive Officer

ACRONYMS

ACRONYM	DEFINITION
BOS	Los Angeles County Board of Supervisors
C2C	Court to College
DKC	Dorothy Kirby Center
DMH	Los Angeles County Department of Mental Health
DPO	Deputy Probation Officer
LACOE	Los Angeles County Office of Education
OC	Oleoresin Capsicum
OIG	Los Angeles Office of Inspector General
PRIT	Probation Reform and Implementation Team
PROBATION	Los Angeles County Probation Department
UPS	United Postal Service

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Home Sweet Home



Home Sweet Home

2019-2020
Los Angeles County
Civil Grand Jury

Home Sweet Home



Courtesy of Hope of the Valley Rescue Mission

EXECUTIVE SUMMARY

Homelessness is not one problem. It is a myriad of problems: substance abuse, mental health issues, addiction, poverty, lack of job skills, to name a few.¹ There have been varying policy approaches in combating homelessness. Currently most policy advocates support "Housing First" which states that whatever the reason may be for one experiencing homelessness, if they are provided a home, those problems become easier and more affordable to address.²

The Home Sweet Home Committee (Committee) found that even municipalities with a robust system in place to temporarily shelter people,³ were unable to accommodate those ready for permanent housing. As of 2018, the State of California (State) ranks 49th in the United States in housing units per resident.⁴ From 2010 to 2017, the State added one new housing unit for every five new residents.⁵ Simply put, there are not enough homes in Los Angeles County (County) to accommodate the number of households currently living in the County. Like a warped game of musical chairs, those at the poorest end of the spectrum end up without a home.⁶

The intent of this report is to concentrate on the fastest and most affordable methods to create both temporary and permanent homes, and identify what we can do immediately to provide for the unsheltered.

To effectively accomplish this task, we divided this investigation into five general areas for more specific review:

1. **Encouraging development of affordable and market-rate housing**

A decrease in housing supply in Los Angeles County has led to median home prices double that of the rest of the nation, and rents out of reach for many.⁷

Public policies have not allowed for the building of enough housing to keep up

¹ <https://losangelesmission.org/homelessness-in-los-angeles-top-concern/> (accessed 6/10/20)

² <https://housingfirsteurope.eu/guide/what-is-housing-first/history-housing-first/> (accessed 4/23/20)

³ See appendix 1, "Homeless Shelter Definitions"

⁴ <https://www.vox.com/cities-and-urbanism/2018/2/23/17011154/sb827-california-housing-crisis> (accessed 4/23/20)

⁵ https://en.wikipedia.org/wiki/California_housing_shortage (accessed 6/10/20)

⁶ <https://www.citylab.com/perspective/2019/10/neighborhood-gentrification-affordable-housing-california/598135/> (accessed 4/23/20)

⁷ <https://www.kqed.org/news/11666284/5-reasons-californias-housing-costs-are-so-high> (accessed 4/23/20)

with the number of people who live here. In turn, this has led to a drastic increase of homelessness in the County.⁸ The Scarcity Principle of economics tells us that a higher volume of homes would bring down the cost, thus leading to a lower rate of homelessness.⁹ This investigation will explore possible causes for the housing shortage and offer recommendations.

2. Preventing homelessness

Within the state of California, more than 600,000 people are living from paycheck to paycheck, spending more than 80% of their income on rent.¹⁰ A healthcare issue, job loss, or other unforeseen expense, can easily push this population into homelessness. This investigation explores measures taken by government institutions to prevent people from slipping into homelessness.

3. Providing human necessities to unsheltered homeless

Because of the lack of shelter or housing, there continues to be close to 45,000 people living on the streets of the County.¹¹ Many of the unsheltered lack basic hygiene facilities, including restrooms, running water, showers, trash containers and laundry access. Providing these mobile accommodations to homeless encampments would help to meet the basic needs of the unsheltered.¹² The Committee investigated what the County is doing to provide these basic needs.

4. Providing temporary shelters

Ultimately, temporary shelters are short-term solutions to a larger problem. However, the currently unsheltered have basic needs right now: a meal, a bed, restroom, shower and laundry. The Committee looked into the many and varied shelter options in the County.

5. Best practices and innovative building solutions

Since 2016, when the City of Los Angeles (City) passed Measure HHH, a bond measure to build 1,000 housing units a year for 10 years, we have seen very few housing units completed. Only one housing complex of 62 units finally opened in 2019, with a total cost of \$549,500 per unit.¹³ Through this investigation, the Committee discovered many innovative and affordable bridge and permanent proposed housing options, plus housing *currently* available which the County has not implemented.

⁸ https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_State_of_the_Nations_Housing_2019.pdf (accessed 4/23/20)

⁹ <https://www.csrwire.com/blog/posts/733-the-three-economic-principles-of-sustainability>. *Scarcity*. (accessed 4/23/20)

¹⁰ Per Committee interview with UCLA Law Professor, 11/3/19

¹¹ <https://www.lahsa.org/documents?id=3422-2019-greater-los-angeles-homeless-count-los-angeles-continuum-of-care.pdf> (accessed 4/26/20)

¹² Per Committee interview with UCLA Law Professor, 2020, 11/3/19

¹³ <https://www.latimes.com/california/story/2020-01-07/homeless-housing-project-proposition-hhh-bond-measure> (accessed 4/26/20)

The Committee found that this integrated approach—taking care of the people currently on the streets, preventing people from becoming homeless, encouraging housing development policy at both the local and state level, and exploring inexpensive building options to immediately house the homeless—is what is needed to solve this overwhelming problem.

BACKGROUND

Here is a timeline of notable events leading up to the current homeless situation in the County:

1907: The First Homeless Shelter Opens

The Union Rescue Mission, which had been offering food and clothing to the less fortunate since 1893, expanded its services to open the City’s first homeless shelter.¹⁴

1908: The First Zoning Ordinances in Los Angeles (and the United States)

The earliest zoning ordinances in the United States originated in the City. They established both residential and industrial districts. Those early ordinances have much in common with zoning laws today in that some are a mechanism to insulate a neighborhood from unwanted “elements.” The first such ordinance was a prohibition against laundries, since many were owned by Chinese residents.¹⁵ These early zoning ordinances created a culture of exclusion, including prohibition of multifamily units in many neighborhoods.¹⁶ As discussed later in this report, this has exacerbated homelessness.

1969: California Housing Element Law Enacted

The housing element law seeks to ensure that cities in the State zone for enough new housing to accommodate future population growth. The law also tries to ensure that some of that zoned capacity for housing is specifically for income-restricted, subsidized affordable housing.¹⁷ The Regional Housing Needs Assessment (RHNA) is the tool used by the County’s planning body to divvy up those housing needs amongst the County’s municipalities.¹⁸

¹⁴ <https://urm.org/about/history/> (accessed 5/15/20)

¹⁵ https://en.wikipedia.org/wiki/Zoning_in_the_United_States (accessed 4/23/20)

¹⁶ <https://ternercenter.berkeley.edu/blog/california-needs-to-build-more-apartments> (accessed 6/10/20)

¹⁷ <https://www.lewis.ucla.edu/2019/05/10/rhna-flawed-law/> (accessed 5/1/20)

¹⁸ <http://www.scag.ca.gov/programs/Pages/Housing.aspx> (accessed 6/10/20)

1970: California passes the California Environmental Quality Act (CEQA)¹⁹

This statute addresses concerns about water quality and smog in the State. It supplements the new federal Environmental Protection Agency (EPA) mandates with even stricter standards regulating pollution and preserving the natural environment.

- Requires the State's public agencies and local governments to measure the environmental impacts of development projects or other major land use decisions, and to limit or avoid those impacts when possible.
- Large projects must prepare an Environmental Impact Report (EIR), as opposed to only providing a negative declaration, which indicates the project will not have a significant impact on the environment.
- When an EIR is required, the local approval process necessary to get these developments underway can take years to complete.
- If an agency allows a project to move forward without proper environmental review, members of the public can sue. It allows anyone who does not like a project to block or delay it with legal challenges.²⁰

1978: California Passes Proposition 13 (Prop 13)

Under Prop 13, properties are reassessed to current market value only upon a change in ownership. As long as a home is not sold, property tax increases are limited to a maximum of 2% per year.²¹ Prop 13 has led to decreased tax revenues, thereby forcing municipalities to raise money through alternative means, such as increasing development fees. Increased development fees can discourage further development, contributing to the lack of sufficient housing.²²

1986: California Passes Proposition 58 (Prop 58)

Prop 58 excludes reassessment of property values when property is transferred between parents and children.²³ So, if a property already has a much lower tax liability than similar properties due to Prop 13, then that benefit, and negative impact on municipal revenues, transfers to the next generation.

¹⁹ <http://opr.ca.gov/ceqa/> (accessed 4/28/20)

²⁰ *ibid*

²¹ <https://www.californiataxdata.com/pdf/Prop13.pdf> (accessed 4/26/20)

²² https://lao.ca.gov/Publications/Report/3497#Did_Assessments_Associated_With_Development_Rise_After_Proposition.A013.3F

²³ "Did Proposition 13 Increase Fees on Developers?" (accessed 6/10/20)

²³ <https://lao.ca.gov/Publications/Report/3706> (accessed 4/26/20)

1986: City of Los Angeles passes Proposition U (Prop U)

Prop U reduced the Floor Area Ratio in half (the relationship between the lot size of a property and the size of the structure on that property) for most of the City's commercial and manufacturing zones.²⁴ It decreased the approved size of a building on any given lot. Its aim was to permanently and dramatically decrease the development potential of the City's commercial corridors.²⁵ One of the effects was a decrease in housing development potential.²⁶

1993: Los Angeles Homeless Services Authority (LAHSA)

LAHSA is an independent, joint powers authority. It coordinates and manages over \$300 million annually in federal, State, County, and City funds for programs that provide shelter, housing, and services to people experiencing homelessness.²⁷ LAHSA is the broker for distributing the funding provided by County Measure H (passed in 2017) to its various programs, which they refer to as strategies for alleviating homelessness.²⁸

2016: City of Los Angeles passes Proposition HHH (Prop HHH)

Prop HHH includes a \$1.2 billion bond measure to build 1,000 housing units per year for the next 10 years in the City.²⁹

2016: City of Los Angeles passes Measure JJJ

Measure JJJ was intended to bring more affordable housing to the City by incentivizing market-rate developers into the affordable housing business. Two important parts of Measure JJJ are:

1. Developers who receive a requested change in zoning must pay prevailing wages to their workers and set aside a percentage of affordable units.³⁰
2. A Transit Oriented Communities (TOC) program provides density bonuses and other incentives for projects that include affordable units near transportation hubs.³¹

2017: Los Angeles County passes Measure H

Measure H provides supportive services, rental subsidies and housing to the County's homeless through a Countywide 0.25% increase in sales tax.³²

2019: California passes AB 1482—Tenant Protection Act of 2019

²⁴ <https://www.lewis.ucla.edu/proposition-u/> (accessed 4/26/20)

²⁵ https://en.wikipedia.org/wiki/Proposition_U (accessed 4/26/20)

²⁶ <https://www.lewis.ucla.edu/proposition-u/> (accessed 6/10/20)

²⁷ <https://www.lahsa.org/about> (accessed 4/25/20)

²⁸ Per Committee interview with high ranking LAHSA official, 2019

²⁹ <https://www.latimes.com/local/lanow/la-me-ln-hhh-spending-commitments-20190421-story.html> (accessed 6/10/20)

³⁰ [https://ballotpedia.org/Los_Angeles,_California,_Affordable_Housing_and_Labor_Standards_Initiative,_Measure_JJJ_\(November_2016\)](https://ballotpedia.org/Los_Angeles,_California,_Affordable_Housing_and_Labor_Standards_Initiative,_Measure_JJJ_(November_2016)) (accessed 4/22/20)

³¹ <https://therealdeal.com/la/2017/11/10/everything-you-need-to-know-about-las-new-transit-oriented-development-incentives/> (accessed 4/22/20)

³² <https://homeless.lacounty.gov/history/> (accessed 4/20/20)

The State is placing limits on rent hikes. A landlord can only raise the rent 5% plus the rate of inflation per year. For example, if on a given year the rate of inflation is 1.5%, the landlord is forbidden to raise the rent more than 6.5% for that year.³³

2019: California passes five Accessory Dwelling Unit (ADU) bills³⁴

- SB 13:³⁵
 - Eliminates additional parking space requirement for ADUs
 - Prohibits development impact fees on units smaller than 750 square feet and significantly limits the impact fees that may be charged on larger ADUs
 - Suspends local owner occupancy laws for five years
 - Reduces the ADU application approval time from 120 to 60 days
- AB 670:³⁶ A Homeowners Association (HOA) can no longer prohibit an owner from adding an ADU on their property
- AB 671:³⁷ provides government incentives when building ADUs with affordable rent
- AB 881:³⁸ no minimum lot size requirement for building an ADU
- AB 68:³⁹ no minimum lot size requirement for building both an ADU and a junior ADU (two accessory dwellings) on the same property

Relaxing ADU regulations should encourage more of these units to be built creating more rental units in the State.

2019: California passes SB 330—Housing Crisis Act of 2019

SB 330 is designed to speed up housing construction in California during the next half-decade by slashing the time it takes to obtain building permits, limiting fee increases on housing applications, and barring local governments from reducing the number of homes that can be built.⁴⁰

³³ <https://la.curbed.com/2019/9/24/20868937/california-rent-control-law-bill-governor> (accessed 4/29/20)

³⁴ <https://www.hcd.ca.gov/policy-research/AccessoryDwellingUnits.shtml> (accessed 4/28/20)

³⁵ https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB13 (accessed 6/10/20)

³⁶ http://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201920200AB670 (accessed 6/10/20)

³⁷ http://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201920200AB671 (accessed 6/10/20)

³⁸ http://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201920200AB881 (accessed 6/10/20)

³⁹ http://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201920200AB68 (accessed 6/10/20)

⁴⁰ <https://sd09.senate.ca.gov/news/20191009-gov-newsom-signs-sb-330-%E2%80%99Chousing-crisis-act-2019%E2%80%9D> (accessed 6/10/20)

METHODOLOGY

The Committee toured numerous County and City facilities, as well as private and Non-Profit Organizations (NPOs) providing services to the homeless population. The committee met with specialists at those sites.

Here is a list of sites toured:

- Salvation Army Shelter, Pasadena
- Downtown Women's Center, Los Angeles
- Salvation Army Bell Shelter, Bell
- Tri-City Mental Health Services, Claremont
- Hope for Home Homeless Services Center, Pomona
- Wellness Center, Pomona
- Parkside Family Apartments, Pomona
- Southern California Association of Non-Profit Housing (SCANPH), Los Angeles
- Union Rescue Mission, Los Angeles
- Hope of the Valley Rescue Mission, Pacoima
- Restrooms, showers, and cleaning stations provided for the unsheltered in various locations around the County

In addition, the Committee interviewed outreach workers, shelter staff, LAHSA officials, professors, and advocates specializing in homeless issues.

The Committee researched the topic of home scarcity, innovative housing, and homeless issues utilizing:

- Articles and pamphlets
- Government bills, statutes and mandates
- Books
- Academic research papers
- In-person interviews, site visits, and phone interviews

RESULTS OF INVESTIGATION

Following are the investigative results of the five general areas outlined in the Executive Summary above:

1. Encouraging development of affordable and market-rate housing

“You don’t have to love developers (or capitalism) to recognize that they are a necessary means to a shared goal: more homes for people who need them, lower prices, greener cities, more equity.”⁴¹

*Dan Bertolet, PhD, Research Director,
Housing and Urbanism, Sightline Institute⁴²*

The oft-cited cause of the displacement of people from low-income housing is gentrification.⁴³ Rising rents in traditionally middle class neighborhoods, chase the middle class into low-income neighborhoods. The new middle-class residents make neighborhood improvements, rents rise, and low-income renters are priced out of their homes.⁴⁴ This Committee believes, based on its investigation, that it is the scarcity of affordable housing overall that is to blame for the rising rents, not the process of gentrification itself.

Anti-gentrification activists use discretionary permitting and state environmental review laws as leverage to demand costly concessions from developers, or to block projects outright. The costs, delays, and uncertainties involved in negotiating a community benefit agreement drive up the cost of new housing development and adds to the housing shortage.⁴⁵

The Committee’s investigation found the shortage of housing in the State and County, and, in particular, affordable housing, was due to the following issues:

- **Zoning:** In order to produce more homes in the County, developers have to use less land per new housing unit; that is, building homes on smaller lots or stacking homes vertically in apartment buildings. A well-functioning housing market would see more apartments built in high-rent areas within the County. However, many neighborhoods within the County are zoned to prevent this type of building.⁴⁶

⁴¹ <https://www.sightline.org/2017/09/28/impact-fees-an-urban-planning-zombie-in-need-of-slaying> (accessed 4/26/20)

⁴² <https://www.sightline.org/author/danbertolet/> (accessed 6/2/20)

⁴³ <https://en.wikipedia.org/wiki/Gentrification> (accessed 6/2/20)

⁴⁴ *ibid*

⁴⁵ Elmendorf, Christopher S., Beyond the Double Veto: Housing Plans as Preemptive Intergovernmental Compacts (December 1, 2019). 71 *Hastings Law Journal* 79 (2019), pg 91. Available at SSRN: <https://ssrn.com/abstract=3256857>

⁴⁶ <https://temercenter.berkeley.edu/blog/california-needs-to-build-more-apartments> (accessed 4/23/20)

Compared to other highly populated urban counties, the County is several times less dense, and therefore could easily accommodate higher density construction:^{47 48}

2010 Census Data on Population Density		
County	Population per square mile	Density in Comparison to Los Angeles County
Los Angeles	2,420	
San Francisco	17,179	86% more dense
Cook County*	5,495	56% more dense
New York City†	27,012	91% more dense

*contains Chicago in Illinois

†comprised of 5 counties (boroughs) run under one municipality

In many municipalities within the County, residential development of multi-unit buildings must undergo discretionary review⁴⁹ before obtaining a building permit.⁵⁰ Developers seeking to build apartments must request approval on a case-by-case basis from the local city council and/or zoning board, while holding public meetings at which existing residents can raise objections. This ad hoc approval process makes building new housing a longer, riskier, and more expensive proposition for the developer, which translates into higher costs for the finished housing unit.⁵¹

Another obstacle to home creation in the County is a direct result of the passage of the 1986 Prop U, which limits high-density commercial and office buildings in the City.⁵²

This proposition has had a long reach and is a key driver of the low-slung urban form defining most of the City's commercial areas. Transit stops, retail spaces, restaurants and other amenities now fill these commercial areas without negatively affecting the property values of nearby residential neighborhoods. This contradicts the fear that originally drove the passage of Prop U.⁵³ With the repeal of Prop U, these areas could be the foundation for walkable, transit-oriented, and mixed-use neighborhoods, including the creation of apartment units on top of retail spaces.⁵⁴

⁴⁷<https://www.census.gov/quickfacts/fact/table/newyorkcitynewyork,sanfranciscocountycalifornia,cookcountyillinois,losangelescountycalifornia,US/PST045219> (accessed 4/22/20)

⁴⁸ Density percentages from formula $(1 - (\text{pop per sq mile of LA} / \text{pop per sq mile of compared county}))$

⁴⁹https://en.wikipedia.org/wiki/Discretionary_review (accessed 6/2/20)

⁵⁰<https://www.law.berkeley.edu/wp-content/uploads/2019/02/Examining-the-Local-Land-Use-Entitlement-Process-in-California.pdf> (accessed 4/23/20)

⁵¹<https://turnercenter.berkeley.edu/blog/california-needs-to-build-more-apartments> (accessed 4/23/20)

⁵²https://en.wikipedia.org/wiki/Proposition_U, (accessed 4/22/20)

⁵³<https://www.lewis.ucla.edu/proposition-u/> (accessed 4/23/20)

⁵⁴ ibid

Allowing more multifamily units in both residential and commercial areas would go a long way to create more homes in the City, and subsequently, bring down the costs.

- **Municipal codes, including Building and Fire:** Because of the lack of affordable housing units, residents of the County must often share homes. Certain municipal codes often restrict this activity.

For example, Hope of the Valley Rescue Mission offers a family transitional housing program and had acquired a 12- bedroom home in Chatsworth to house families and individuals exiting their group shelters. The Los Angeles Fire Department, citing that there would be more than six people living there who were not related, and therefore did not constitute a single family, **issued a citation on October 31, 2019 to Hope of the Valley. There was no fire-related issue.** Though not successful, the ensuing court case ended up costing Hope of the Valley around \$7,000 in court and lawyer fees that could have gone to provide services for other people in need.⁵⁵ Enforcement of these antiquated municipal codes interferes with the development of transitional housing.

The Salvation Army Bell Shelter (the largest homeless shelter west of the Mississippi) currently provides temporary housing for up to 500 homeless individuals at an old Army base.⁵⁶ In 2018, the Bell Shelter built a 64 unit low-income, permanent housing apartment building. A second apartment complex was planned; however, the municipal code parking requirement prevented the project from going forward.⁵⁷ Once again, the enforcement of an unrealistic municipal code interfered with the development of much-needed permanent housing.

- **Development fees:** Builders build homes only if it is profitable to do so. If the cost of building a home is greater than the potential profit in either renting or selling the home, then builders will not build.⁵⁸

The inefficient property tax structure created by California's Prop 13 and subsequently Prop 58, has municipalities offsetting the loss in income by driving up development fees.⁵⁹ The Committee's investigation found City and County developer fees to be several times higher than those found in other United States counties. For example, in Salt Lake City, developer fees are \$3,538 per unit for a multi-family apartment⁶⁰ versus the city of Los Angeles where the fee is \$14,000.

⁵⁵ See Appendix 1

⁵⁶ <https://bellshelter.salvationarmy.org/> (accessed 4/23/20)

⁵⁷ Per interview with Bell Shelter staff on 11/21/19

⁵⁸ <https://www.latimes.com/business/story/2019-08-08/california-housing-shortage-home-builders> (accessed 5/15/20)

⁵⁹ <https://www.kqed.org/news/11666284/5-reasons-californias-housing-costs-are-so-high> (accessed 4/23/20)

⁶⁰ <https://utahstories.com/2018/10/impact-fees-in-sugar-house/> (accessed 4/22/20)

The fees for a single-family home in the city of Los Angeles are \$11,000, so the fee is regressive, as apartments/condominiums are generally more affordable than single-family homes.⁶¹ In other County municipalities, that fee for a multi-family unit can be as high as \$18,751.⁶² Development fees have risen 2.5% from 2008-2015 in California while nationally they decreased a little over 1%. These added fees make it more difficult for builders to deliver new housing for sale or rent at affordable prices.⁶³ In addition, the way that some municipalities structure their fees can incentivize fewer, larger units, reducing the amount of housing built.⁶⁴

The development fees imposed by cities on builders are intended to pay for the costs of providing public services; however, these fees vary greatly amongst municipalities and do not reflect an equitable compensation for those services.⁶⁵ For example, a high-rise, multi-family unit in Downtown Los Angeles is more apt to be inhabited by people who either use public transportation or travel shorter distances or do not have children. Yet, the new building is charged a general impact fee to pay for maintaining sewage lines in older neighborhoods, freeways and roads to suburban neighborhoods and schools. Ultimately, most development fees are passed down to renters and new home buyers, rather than incumbent home owners, so it is regressive. The costs of providing public services should come from the public itself through already existing property taxes, which are progressive.⁶⁶

Development fees are not transparent or consistent across County municipalities, so it is difficult for a developer to accurately assess the feasibility of a project beforehand. Unexpected fees can lead developers to reduce the size, delay, or scrap the project entirely.⁶⁷

- **CEQA Lawsuits:** People often use CEQA appeals to address either their personal issues with a particular project,⁶⁸ or to extort money from developers.⁶⁹ Rarely are the CEQA lawsuits actually about environmental issues.⁷⁰ This adds long delays to projects, sometimes years, and astronomical expenses which either forces the developer to raise rates on multi-family apartments, or to sell the project, leaving home creation, both low cost and market rate, the loser in both cases.

⁶¹ <https://www.latimes.com/opinion/story/2020-02-28/la-ed-development-fees-state-bills> (accessed 4/22/20)

⁶² <https://marketurbanismreport.com/blog/why-is-new-housing-in-california-so-expensive> (accessed 4/22/20)

⁶³ http://ternercenter.berkeley.edu/uploads/Development_Fees_Report_Final_2.pdf, pg. 5 (accessed 4/23/20)

⁶⁴ <https://therealdeal.com/la/2018/03/19/rising-housing-development-costs-bad-news-for-las-housing-crunch-report/> (accessed 4/20/20)

⁶⁵ http://ternercenter.berkeley.edu/uploads/Residential_Impact_Fees_in_California_August_2019.pdf, pg. 10 (accessed 4/23/20)

⁶⁶ <https://www.sightline.org/2017/09/28/impact-fees-an-urban-planning-zombie-in-need-of-slaying> (accessed 4/20/20)

⁶⁷ http://ternercenter.berkeley.edu/uploads/Development_Fees_Report_Final_2.pdf, pg. 23-24 (accessed 4/20/20)

⁶⁸ www.ladowntownnews.com/development/at-the-reef-mega-project-a-battle-and-resolution/article_613c06b4-b068-11e7-9e04-b798a88b60ee.html (accessed 4/26/20)

⁶⁹ <https://www.ceqadevelopments.com/2019/07/12/ceqa-meets-rico-true-stories-of-extortion-and-litigation-abuse-in-tinseltown/> (accessed 4/26/20)

⁷⁰ <https://cal.streetsblog.org/2019/03/13/is-ceqa-preventing-housing-from-being-built-in-california/> (accessed 4/26/20)

- **California’s Regional Housing Needs Assessment (RHNA) Process is flawed:** The RHNA is the State’s Housing Element Law planning tool which provides a blueprint for how each regional jurisdiction will grow and develop.⁷¹ Los Angeles County municipality RHNA targets are updated every eight years, and determine the amount of housing units at each income level that each municipality needs to permit each cycle.⁷²

The Committee found that RHNA is flawed and needs to be simplified and reformed:⁷³

- **Most municipalities cannot afford the amount of low-income homes allocated by the RHNA:** Little thought is given to how these needed units, especially the affordable units, might be built. For example, the fifth RHNA cycle, covering 2013–2021, estimated that California would need over 665,000 income-restricted units, or roughly 80,000 affordable units per year.⁷⁴ However, the Low Income Housing Tax Credit (LIHTC) program, the primary subsidy for new income-restricted housing, finances the production of only about 7,000 units in California annually, i.e. less than 10% of the RHNA target.⁷⁵ Meeting our estimated need for affordable housing would require annual expenditures in the low tens of billions of dollars and would essentially bankrupt most local jurisdictions in the State, including Los Angeles County municipalities.⁷⁶
- **The RHNA allocations require planning for units to be developed but jurisdictions are not required to build them.** Because the State is aware that the RHNA allocations for housing, both low income and market rate, are untenable for most local jurisdictions, the RHNA only requires that cities demonstrate, in their plans, that they have space that can potentially hold the needed income-restricted housing. But nothing in the law ensures that any income-restricted housing will actually be *built*, nor that these potential sites must actually be reserved for that purpose.⁷⁷
- **There is an unequal distribution of income-restricted housing across jurisdictions in the County.** The Committee reviewed the production of LIHTC housing across the County’s 88 cities. Thirty have constructed no LIHTC units ever, while 24 others have built only one or two buildings. The City, which is home to roughly 40% of the County population, has 70% of the County’s 1,235 income-restricted buildings built through the

⁷¹ <https://escholarship.org/uc/item/45g2k3fp>, pg. 1 (accessed 5/4/20)

⁷² <https://www.next10.org/publications/housing-goals> (accessed 5/3/20)

⁷³ <https://www.lewis.ucla.edu/2019/05/10/rhna-flawed-law/> (accessed 5/2/20)

⁷⁴ <https://www.lewis.ucla.edu/2019/05/10/rhna-flawed-law/> (accessed 5/2/20)

⁷⁵ <https://lao.ca.gov/Reports/2016/3345/Low-Income-Housing-020816.pdf>, pg. 3 (accessed 5/3/20)

⁷⁶ <https://lao.ca.gov/publications/report/3345> (accessed 5/3/20)

⁷⁷ <https://www.lewis.ucla.edu/2019/05/10/rhna-flawed-law/> (accessed 5/2/20)

LIHTC program.⁷⁸ That said, the RHNA numbers are not true “housing needs;” they are the results of a political process where cities lobby and, often, fight to keep their numbers low.⁷⁹

- **RHNA rewards cities that refuse to build, and allocates “housing need” to places where housing is needed least.** RHNA was originally written, in part, to push back on the many restrictions cities had placed on housing production. In practice, the assessment looks at places that have grown slowly because they restrict housing production, and then projects that growth will be slow there in the future. This predicted slow growth, in turn, leads to the conclusion that these cities “need” less housing. Slow growth thus becomes a self-fulfilling prophecy.⁸⁰
- **RHNA unnecessarily pits affordable units against market-rate units.** If a jurisdiction within the County were to hit its RHNA target for market-rate housing, it should in no way suggest the city in question has “enough” market-rate housing, nor does it mean that less low-income homes were created as a result. Similarly, the fact that the County has zoned relatively few places as suitable for low-income housing should not tell us those places must be protected at all costs; it should tell us that the County *needs to change its zoning*. RHNA creates conditions where people fight over the few and shrinking sites where multi-family housing is allowed, when the real goal should be to create many more of those sites. Zoning is not immutable, and cities can change it. (See section above on “Zoning”.)⁸¹

A better model for creating both market-rate and low-income housing is the model used by many northeastern states.⁸² In this model, a city is out of compliance if less than 10% of its housing stock is income-restricted. And if a city is out of compliance, developers can bypass many local reviews when building low-income housing.

This approach has two straightforward benefits. First, it is simple. There is no need for a complex modeling effort to determine “housing needs” every eight years. More importantly, it avoids politics. Without a complex allocation system, there is no one to lobby. Every city should have at least 10% affordable housing. In California, that 10% would represent a drastic improvement. In the last RHNA cycle, only one in ten California cities were asked to zone more than 10% of their stock as income-restricted housing.⁸³

⁷⁸ Per Committee members contacting each municipality

⁷⁹ <https://www.lewis.ucla.edu/2019/05/10/rhna-flawed-law/> (accessed 5/3/20)

⁸⁰ *ibid*

⁸¹ *ibid*

⁸² Elmendorf, Christopher S., Beyond the Double Veto: Housing Plans as Preemptive Intergovernmental Compacts (December 1, 2019). 71 *Hastings Law Journal* 79 (2019), pg. 95-97. Available at SSRN: <https://ssrn.com/abstract=3256857>

⁸³ <https://www.lewis.ucla.edu/2019/05/10/rhna-flawed-law/> (accessed 6/10/20)

Measure JJJ was passed by the City in 2016 to incentivize market-rate builders to create more affordable housing and create more high-paying construction jobs.⁸⁴ Here are the two parts to that measure and the outcomes:

- Developers who receive a requested change in zoning or a general plan amendment, must pay prevailing wages to their workers and set aside a percentage of affordable units.

This part of the measure had a *negative* effect on new home growth. The year before Measure JJJ passed, zone changes to increase home density generated plans for more than 19,000 residential units. After Measure JJJ passed, only one project has been approved under the Measure JJJ rules.⁸⁵

The prevailing wage requirement is the primary impediment to the use of zone changes and general plan amendments. Union labor increases the cost of development by 20% to 30%.⁸⁶ Measure JJJ made it cost prohibitive for builders to apply for zone changes, and, as a result, no low-income homes were built.

- The Transit Oriented Corridor (TOC) program, which grants extra height and density to projects that provide affordable housing, has accounted for nearly 20,000 proposed units between 2017 and early 2020.⁸⁷ The TOC program has been phenomenally successful in creating both low-income and market-rate homes near transit stations.

According to a joint study by LAPLUS and the Real Estate Development & Design Program, College of Environmental Design at University of California Berkeley, published May 2019, "... the housing situation in Los Angeles would have been better off if TOC had been authorized as a standalone measure, without the JJJ provisions for general plan amendments and zone changes."⁸⁸

In 2019, State legislators and Governor Gavin Newsom took unprecedented steps to boost housing production in the State with the passing of the following bills:

- The State passed many Accessory Dwelling Unit bills lifting local zoning regulations on the building of backyard cottages and converted garages. Also

⁸⁴ <https://www.latimes.com/opinion/story/2019-09-06/los-angeles-has-a-program-to-build-lots-of-affordable-housing-near-transit-of-course-nimbys-want-to-shut-it-down>

⁸⁵ <https://urbanize.la/post/study-housing-production-slows-los-angeles-following-passage-measure-jjj> (accessed 4/27/20)

⁸⁶ Vallianatos, Smith, Morrow, Mendel, Wang. "Measure JJJ: An Evaluation of Impacts on Residential Development in the City of Los Angeles." <https://wordpressstorageaccount.blob.core.windows.net/wp-media/wp-content/uploads/sites/867/2019/06/2019-Measure-JJJ-An-Evaluation-of-impacts-on-residential-development-in-City-LA.pdf>, pg. 48 (accessed 4/27/20)

⁸⁷ <https://la.curbed.com/2020/1/22/21055436/transit-oriented-communities-development-dense-housing-explained> (accessed 6/2/20)

⁸⁸ Vallianatos, Smith, Morrow, Mendel, Wang. "Measure JJJ: An Evaluation of Impacts on Residential Development in the City of Los Angeles." <https://wordpressstorageaccount.blob.core.windows.net/wp-media/wp-content/uploads/sites/867/2019/06/2019-Measure-JJJ-An-Evaluation-of-impacts-on-residential-development-in-City-LA.pdf>, pg. 4 (accessed 4/27/20)

included were government incentives for building ADUs with affordable rent.⁸⁹ (See list of ADU bills in background section of this document.) The intent is to boost much-needed home growth by creating more housing in traditionally low-density neighborhoods.⁹⁰

- The Housing Crisis Act of 2019, SB 330, sponsor, State Senator Nancy Skinner, explains, “We have a housing crisis. California’s failure to build enough housing has resulted in the highest rents and home ownership costs in the nation and has deepened homelessness. SB 330 green lights affordable and market-rate housing that already meets local zoning rules and prevents cities from enacting new regulations that might limit the housing we so desperately need.” By reducing the overhead costs due to lengthy review processes and burdensome fees, the County hopes to see a surge in affordable housing.⁹¹

2. Homelessness Prevention

Until regulation and zoning laws are updated and housing shortages are addressed, many people will remain homeless, and many more are at risk. Homelessness, besides being a humanitarian crisis, presents a significant negative fiscal impact on the County.⁹² Therefore, the most cost-effective approach is to keep people from becoming homeless in the first place.

Adult Residential Facilities and Residential Care Facilities for the Elderly (Board and Care Facilities), are vital housing resources for many County residents with mental illnesses and other health needs. Board and Care facilities provide these individuals with a stable home, meals, and various other supportive services.⁹³ State budget allotments and Social Security payments to the facilities are about \$35 a day per resident.⁹⁴ This is not nearly enough to keep these homes in business, so, since 2016, 39 Board and Cares serving 949 individuals were forced to close their doors, leaving their vulnerable residents potentially homeless.⁹⁵

Measure H funds provide supportive services and rental subsidies to the County’s homeless, but only \$23 million of the funds’ total budget of \$460 million (5%) is allocated to “Homeless Prevention.”⁹⁶

LAHSA, the County and the State are developing programs and enacting laws to try to prevent homelessness:

⁸⁹ https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201920200AB68 (accessed 6/10/20)

⁹⁰ <https://sd09.senate.ca.gov/news/20191009-gov-newsom-signs-sb-330-housing-crisis-act-2019> (accessed 4/28/20)

⁹¹ See October 9, 2019, press release titled “Gov. Newsom Signs SB 330, Housing Crisis Act of 2019,” found under “News” section of State Senator Nancy Skinner’s website; <https://sd09.senate.ca.gov/news/20191009-gov-newsom-signs-sb-330-housing-crisis-act-2019>

⁹² <https://homeless.lacounty.gov/wp-content/uploads/2019/02/homeless-costs-final.pdf>, section v, “Overall Utilization and its Costs” (accessed 4/28/20)

⁹³ <https://scvnews.com/la-county-to-intervene-to-prevent-board-and-care-closures/> (accessed 5/11/20)

⁹⁴ <https://www.latimes.com/california/story/2019-11-06/homeless-housing-board-care-homes-mental-illness> (accessed 5/11/20)

⁹⁵ *ibid*

⁹⁶ <https://homeless.lacounty.gov/news/1-a-county-makes-460-million-investment-in-fight-against-homelessness-year-3-measure-h-pending-plan-funds-expansion-of-housing-and-prevention/> (accessed 5/8/20)

LAHSA's Problem-Solving Program

LAHSA's Problem-Solving program was set up in November of 2019 to try to rapidly rehouse those who are newly homeless or those at risk of becoming homeless. The Problem Solvers, through creative conversations and active listening, can help the person tap into their own social circle to meet their housing needs. In addition, there is a Problem-Solving Assistance Fund available to provide one-time or minimal assistance.⁹⁷

For example, a LAHSA Problem-Solving Specialist, charged with homeless prevention outreach, was interviewed by the Committee and recounted this story:⁹⁸

A young man moved to Los Angeles, had an apartment with a roommate, the roommate moved out, so he was unable to pay rent and became homeless. The LAHSA Problem-Solver connected with the young man, and through conversation techniques acquired through the program, discovered the young man had a family out-of-state that he was too embarrassed to call for help. The Problem-Solver mediated a telephone conversation between the young man and his mother, who had been extremely worried about him, and wanted him to come home. Through the Problem-Solving Assistance Fund, the young man was sent home.

This anecdote exemplifies the shift in approach when dealing with the homeless or soon-to-be homeless. Before, the young man would have been put on LAHSA's lengthy waiting list, the Consolidated Entry System (CES)⁹⁹, for a home which would most likely never materialize. Through conversation, mediation, and one-time financial assistance, this young man's needs were addressed. The program's goal is to divert 20% of individuals or households at an entry point of the homeless system.¹⁰⁰

Problem-Solving Specialists are currently offering training to all organizations that provide homeless services within the County. Before COVID-19 stay-at-home orders, the classes were taught in various County venues, but are now taught online, and can therefore reach a larger audience.¹⁰¹

In 2019, the Los Angeles County Board of Supervisors adopted a permanent ordinance prohibiting rent increases in excess of three percent (3%) per year and evictions without just cause for rental properties in the unincorporated area of Los Angeles County.¹⁰²

Tenant Protection Act of 2019, AB 1482

⁹⁷ http://ceslosangeles.weebly.com/uploads/1/2/2/1/1221685/5_problem_solving_for_ces_.pdf (accessed 5/9/20)

⁹⁸ Interview with LAHSA Problem-Solving Specialist 1/31/2020

⁹⁹ <https://www.lahsa.org/ces/about> (accessed 5/31/20)

¹⁰⁰ <https://www.lahsa.org/news?article=586-problem-solving-a-humanistic-approach-to-ending-homelessness> (accessed 6/10/20)

¹⁰¹ Per Committee email conversation with LAHSA Problem-Solver Specialist, May 2020

¹⁰² <http://file.lacounty.gov/SDSInter/bos/supdocs/140272.pdf> (accessed 6/10/20)

AB 1482 protects renters from landlords hiking up rents more than 5% a year plus the rate of inflation. The hope is that cost-burdened renters will be able to stay in place, even as land values around them rise due to housing scarcity and gentrification.¹⁰³

California 2020-21 State Budget Allocates Funds for Board and Care Homes

In January 2020, the State allocated a \$750 million initial investment to create a structure for developing affordable housing units, supplementing and augmenting rental subsidies, and stabilizing board and care homes.¹⁰⁴

3. Providing Human Necessities to the Unsheltered Homeless

“At the direction of Mayor Garcetti, LASAN [Los Angeles Sanitation Department] is implementing significant redeployment of our resources to provide cleaner, safer environments in and around homeless encampments. Through the new CARE [Comprehensive Cleaning and Rapid Engagement] program, we are adding crews, who will handle more frequent cleanups and daily trash collection; increasing public health resources at encampments; and delivering regular hygiene services in areas of highest need.”¹⁰⁵

The CARE program, funded through the general City fund, monitors and provides the portable showers that are strategically placed around homeless encampments. Currently, CARE has six units: three are active, two are being modified to meet the specific needs of the shower/bathrooms, and one is reserved, in case one of the other units breaks down.¹⁰⁶

Each unit consists of a trailer and a tow vehicle, which together are called a Hygiene Compound. The trailers are outfitted with three compartments, each containing a toilet, shower, and sink.¹⁰⁷ One compartment is Americans with Disabilities Act (ADA) compliant.¹⁰⁸ By the end of June 2020, CARE anticipates seven additional Hygiene Compounds, bringing their total active units to 13.¹⁰⁹

The units are parked onsite from 6 a.m. to 2:30 p.m. Allowing one hour for installation, and another hour for dismantling, the units provide service from 7 a.m. to 1:30 p.m. Currently, the number of homeless who use these facilities are 20-30 per

¹⁰³ <https://www.natlawreview.com/article/ab-1482-tenant-protection-act-summary-key-provisions> (accessed 5/14/20)

¹⁰⁴ <https://www.gov.ca.gov/2020/01/10/governor-newsom-proposes-2020-21-state-budget/> (accessed 5/11/20)

¹⁰⁵ <https://www.lamayor.org/mayor-garcetti-announces-new-plan-deploy-new-sanitation-teams-deliver-services-homeless-encampments> (accessed 6/10/20)

¹⁰⁶ Committee interview with CARE Representative, March 2020

¹⁰⁷ *ibid*

¹⁰⁸ <https://www.interactiveaccessibility.com/services/ada-compliance>,

<https://www.ladbs.org/docs/default-source/publications/information-bulletins/building-code/accessibility-details-restrooms-drinking-fountains.pdf?sfvrsn=18> (accessed 6/10/20)

¹⁰⁹ Committee interview with CARE representative, March, 2020

day. Each patron is allowed 15 minutes in the shower. After each shower the compartment is sanitized.¹¹⁰

Prior to establishing a site for the mobile shower trailer, the site needs to be vetted. Workers need to verify there is accessible water (fire hydrant), waste capability (sewer system), close proximity to homeless encampments, and minimal impact on the surrounding businesses. While the Hygiene Compound is on site, numerous Non-Profit Organizations (NPO) are providing mental health assistance, housing and medical care referrals.¹¹¹

Hygiene Compounds are staffed with volunteer workers, and also those previously incarcerated, re-entry individuals, and others sponsored through a non-profit program that pays them a standard wage. The CARE program allows these workers to earn a paycheck, gain some skills, and lay the groundwork for pursuing a job. “This builds pride, discipline and empowerment for the individual,” according to a CARE program official, who was impressed with the, “hard-working crews, and that their relationship to others is more genuine.” The volunteers also hand out trash bags or boxes for the individuals to clean up their area, with regular trash pick-up by the City.¹¹²

CARE anticipates that the Hygiene Compounds will have 10-11 permanent locations, and will be situated in the areas which have the densest homeless populations. Currently, the CARE program has no plans for providing trailers that house washers and dryers for the homeless.¹¹³

In addition to the Hygiene Compounds, the CARE program provides periodic clean-up of the homeless encampments. CARE workers will post notification to move from the location selected, and will do a “deep clean” and sanitize the site. The program recently purchased a sidewalk-cleaning machine they use to clean the concrete in the selected areas. This greatly improves the basic appearance of the site. In addition, the team does outreach, and disposal of discarded items.¹¹⁴

There are 30 CARE Teams that go through the encampment areas and distribute hand sanitizers, blankets and other small personal care items. The team is currently working to see if they can get donations of blankets and other clothing for the individuals who use the Hygiene Compounds.¹¹⁵

By June of 2020, there is projected to be 13 operating Hygiene Compounds. Since CARE reports that between 30-40 people use each Compound daily,¹¹⁶ when all are in

¹¹⁰ Committee interview with CARE representative, March, 2020

¹¹¹ *ibid.*

¹¹² *ibid.*

¹¹³ *ibid.*

¹¹⁴ *ibid.*

¹¹⁵ *ibid.*

¹¹⁶ *ibid.*

service, the Compounds can provide a total of 520 showers per day.¹¹⁷ Therefore, by Committee calculation, only 3,640 individuals have access to the CARE showers per week (this assumes only one shower per week).¹¹⁸ There are approximately 27,000 unsheltered homeless in the City of Los Angeles,¹¹⁹ which means 23,360 unsheltered homeless in the City do not have access to a weekly shower through the CARE program.¹²⁰

The Committee found only two other organizations that provide weekly showers outside of the City: Lava Mae which operates out of the Whittier Narrows, and Shower of Hope, which services the unsheltered of East Pasadena.¹²¹ Lava Mae averages showers for about 100 people a week, and Shower of Hope provides no more than 40.¹²² With a homeless count of 45,000 unsheltered homeless in the County,¹²³ the Committee recommends additional shower units for the unsheltered of the County.

An audit by several organizations noted that the United Nations High Commissioner for Refugees (UNHCR) recommends that there should be 20 people per toilet on the street and/or a toilet no further than 50 meters (164 ft.) from a dwelling.¹²⁴ In Los Angeles, just on Skid Row, where in 2017 there were approximately 1,777 unsheltered individuals, in the daytime there are approximately 43 toilets available, 80 toilets short by UN standards. At night, there were only nine toilets available, a shortage of 164 public toilets. According to a recent study, “It is harder to find a bathroom on Skid Row than in a Syrian refugee camp.”¹²⁵

Of the permanent public toilets, the City has provided four self-cleaning toilets, at \$250,000 each, which have been criticized for being unreliable and too costly to build and maintain. Further, it has been reported that often people sleep in them, get stuck in them as the automated doors fail to open, and frequently the units are out of order.¹²⁶

A possible alternative is the Portland Loo. “Free and accessible around the clock, the Loos are designed specifically to prevent problems that are commonly experienced with public toilets.”¹²⁷ There is no running water inside, just a spigot outside that runs cold water. There is no mirror, there are bars at the top and the bottom of the structure, which has many advantages. There is a graffiti-proof coating, and walls and doors are

¹¹⁷ 13 compounds x 40 people = 520 showers

¹¹⁸ 520 showers per day x 7 = 3,640 showers per week

¹¹⁹ <https://www.lahsa.org/documents?id=3421-2019-greater-los-angeles-homeless-count-city-of-los-angeles.pdf> (accessed on 6/10/20)

¹²⁰ 27,000 – 3640 = 23,360

¹²¹ <https://www.latimes.com/local/lanow/la-me-ln-shower-trailers-20180814-story.html> (accessed 6/10/20)

¹²² <https://www.latimes.com/local/lanow/la-me-ln-shower-trailers-20180814-story.html> (accessed 6/10/20)

¹²³ <https://www.latimes.com/california/story/2019-07-21/homeless-right-to-shelter-housing-law-california-new-york> (accessed 6/10/20)

¹²⁴ <https://www.innercitylaw.org/wp-content/uploads/2017/07/No-Place-To-Go-final.pdf>, pg. 32 (accessed 6/13/20)

¹²⁵ https://laist.com/2017/06/30/bathroom_access_in_skid_row.php (accessed 5/14/20)

¹²⁶ Ibid

¹²⁷ <https://portlandloo.com/> (accessed 5/14/20)

made from heavy-gage stainless steel. The Portland Loo costs \$90,000 with an annual maintenance cost of \$12,000 a year.¹²⁸

Today, with an estimated 45,000 unsheltered individuals in the County, the UN standard of one toilet per 20 people¹²⁹, would require 2,000 public toilets be available.¹³⁰

4. Shelters

The Union Rescue Mission was the first shelter in the County of Los Angeles. It opened in 1907, on Skid Row, and is still going strong.¹³¹ It is one of 177 sites in the County providing shelter to the homeless.¹³²

As of 2019, notable County homelessness statistics include adding:

- approximately 45,000 unsheltered including those living in vehicles, tents, and makeshift shelters¹³³
- a total of approximately 59,000 homeless individuals in the County¹³⁴
- 7,132 shelter beds available; does not include motel beds funded by the County and LAHSA¹³⁵

Shelters are vital, but they are short-term, emergency lodgings. Although for many, shelters are better than living on the street, but they are not stable housing. They are a Band-Aid to a more permanent solution.

Most shelters are operated by NPOs, many of which have religious affiliations.¹³⁶ The traditional rules regarding admittance to a shelter is that, in order to stay there, you had to follow certain procedures and rules. For example, the Salvation Army, as well as many other shelters, do not allow the residents to drink alcohol or take non-prescription drugs, but do require them to take prescribed medication.¹³⁷ These requirements, along with others, cause many homeless people to choose to remain on the streets.¹³⁸

¹²⁸ *ibid*

¹²⁹ <https://www.innercitylaw.org/wp-content/uploads/2017/07/No-Place-To-Go-final.pdf> Page 17 of 32 under graph (accessed 5/14/20)

¹³⁰ <https://www.innercitylaw.org/wp-content/uploads/2017/07/No-Place-To-Go-final.pdf> Page 17 of 32 under graph (accessed 5/14/20)

¹³¹ <https://urm.org/about/history/> (accessed 5/15/20)

¹³² <https://storymaps.arcgis.com/stories/400d7b75f18747c4ae1ad22d662781a3> Page 5 of 20 (accessed 6/3/20)

¹³³ <https://www.latimes.com/california/story/2019-07-21/homeless-right-to-shelter-housing-law-california-new-york> (accessed 6/10/20)

¹³⁴ <https://storymaps.arcgis.com/stories/400d7b75f18747c4ae1ad22d662781a3> Page 3 of 20 (accessed 6/4/20)

¹³⁵ <https://storymaps.arcgis.com/stories/400d7b75f18747c4ae1ad22d662781a3> Page 5 of 20 (accessed 6/4/20)

¹³⁶ Per Committee interviews and tours with shelter workers (9/19 – 3/20)

¹³⁷ Per Committee interview with Salvation Army and Union Rescue Mission staff

¹³⁸ Per numerous Committee interviews with homeless advocates

Today, the “best practices” perception of sheltering the homeless is “housing first,”¹³⁹ and then begin to deal with other personal issues. In order to deal with individual situations, a stable environment is needed first.¹⁴⁰

Hope for Home, located in Pomona, is a shelter built in collaboration among the cities of Pomona, La Verne and Claremont. Tri-City Mental Health provides mental health services, East Valley Medical provides physical health services, and Volunteers of America provides operational services for the shelter. This is a new shelter and an example of “best practices” for a shelter. All homeless are welcome, without prerequisites. Through Tri-City Mental Health, they have many wraparound services for various situations, including drug and alcohol treatment, and a media room for job training. These services are voluntary.¹⁴¹

In addition, the shelter itself provides beds, meals, showers, laundry services, individual storage compartments, and even kennels, grooming and veterinarian services for the residents’ pets. It is a large, tent-like structure, with movable partitions. At the moment, the shelter houses a total of 250 adult men and women.¹⁴²

Generally, the maximum stay time is 90 days. However, many residents remain longer because there is no other housing for them.¹⁴³

5. Best Practices and Innovative Building Solutions

Vacant, Already Constructed County Housing Units

The American Community Survey estimates about 93,535 homes are sitting empty in the city of Los Angeles alone, including second homes and vacation units.¹⁴⁴ In a County housing market, where only 4.1% of rental housing units are available to rent (healthy rental markets sit between 7 to 8%), homes intentionally left vacant are exacerbating the problem and keeping many in the County homeless.¹⁴⁵

Senate Bill 1079, up for a vote during the 2019-2020 legislative session, would allow local officials to adopt ordinances to fine “in an unspecified amount” corporations and companies that leave residential buildings vacant for more than 90 days.¹⁴⁶

In addition to the vacant homes in the private market, at least 163 homes owned by California Transit Authority (Caltrans)¹⁴⁷ have been sitting vacant for years. These homes, along with about 300 more, were purchased to make room for an extension of

¹³⁹ <https://endhomelessness.org/resource/housing-first/> (accessed 6/3/20)

¹⁴⁰ https://housingfirsteurope.eu/assets/files/2017/03/HFG_full_Digital.pdf , pg 54 (accessed 6/10/20)

¹⁴¹ Per Committee interview with Tri-City Staff

¹⁴² *ibid*

¹⁴³ *ibid*

¹⁴⁴ <https://la.curbed.com/2019/6/11/18660735/vacancy-tax-empty-homes-penalty-los-angeles> (accessed 5/11/20)

¹⁴⁵ *ibid* (accessed 5/11/20)

¹⁴⁶ http://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB1079 (accessed 5/11/20)

¹⁴⁷ <https://la.curbed.com/2020/3/16/21182478/moms-occupy-el-sereno-house-caltrans> (accessed 6/10/2020)

the 710 Freeway, a project that was officially abandoned two years ago.¹⁴⁸ As reported in 1995 by the *Los Angeles Times*, “Many of the more than 600 houses [owned by Caltrans] the state has accumulated are now surplus due to a change in the freeway route years ago.”¹⁴⁹ Therefore, these homes currently sitting empty have been so at least since 1995.

Although Caltrans is purportedly selling some of these homes, and offers to buy them have been made by the homes’ renters (who supposedly have first choice), it remains to be seen, when, or even if, the offers will be accepted.¹⁵⁰ “I think Caltrans is unable to staff the process,” according to Christopher Sutton, an attorney in Pasadena who has represented Caltrans tenants in court. “[Caltrans] is selling nine properties a year. At that rate, it is going to take them approximately 50 years to sell these properties.”¹⁵¹

Thus, since at least 1995, Caltrans has had many vacant units and units in need of repair that are mandated to be either rented or sold. This Committee questions as to why this is not being done when there are around 59,000 homeless people desperately in need of shelter. Particularly, with the COVID-19 virus pandemic, all available housing units should be occupied.

Innovative Housing

The “housing first” model for sheltering the homeless is considered the best practices model because of its success. Shelters are valuable emergency housing. Congregate housing, where 6-12 people share a dwelling, 2-4 people to a bedroom, with shared common rooms, is valuable as temporary housing. However, in order to successfully progress out of homelessness, one needs a private, permanent place, with a key.¹⁵²

When permanent housing was provided to the homeless, Skid Row Housing Trust (SRHT) literature says, “a miraculous thing happened, long-term, homeless people...often considered ‘beyond help,’ got better, a lot better.”¹⁵³

Although there are variations on a theme, the Committee found five innovative, practical, long-term bridge, and permanent housing construction ideas that should be explored by the City and County.

¹⁴⁸ <https://spectrumnews1.com/ca/la-west/news/2020/03/25/reclaiming-our-homes-movement> (accessed 5/15/20)

¹⁴⁹ <https://www.latimes.com/archives/la-xpm-1995-04-26-mn-59080-story.html> (accessed 5/15/20)

¹⁵⁰ <https://www.kcrw.com/news/shows/greater-la/2-bedroom-condo-in-south-pasadena-75-000-with-a-catch-for-caltrans-tenants-one-last-shot-at-home-ownership> (accessed 5/15/20)

¹⁵¹ <https://www.kcrw.com/news/shows/greater-la/2-bedroom-condo-in-south-pasadena-75-000-with-a-catch-for-caltrans-tenants-one-last-shot-at-home-ownership> (accessed 5/15/20)

¹⁵² Interview with a representative from Hope of the Valley Rescue Mission on 2/14/20

¹⁵³ <https://www.architecturalrecord.com/articles/7997-star-apartments-los-angeles> (accessed 5/15/20)

- **New Genesis**

One of the new housing models from the developer, SRHT, is the New Genesis Apartments, an affordable housing complex located near 5th and Main Streets in Downtown Los Angeles. This structure, opened in 2012, cost \$24.5 million to build 106 units (cost per unit is \$231,132). New Genesis is considered supportive housing because it includes on-site social services. SRHT has three other structures along the same model. New Genesis reserves 79 units for people who were recently homeless or who suffer from a physical disability or mental illness, and 24 for low-income residents. The remaining units are rented at market rate. This mixed-income housing project is a “distinct evolution” from their other developments, which require a year of homelessness and proof of disability before being accepted as a resident. Rents are \$738 for a low-income, 400 sq. ft. apartment. The loft apartments rent for \$949 per month.¹⁵⁴

- **Potter’s Lane**

Potter’s Lane, located at 15171 Jackson Street in Midway City, CA, is a 16-unit apartment complex, made from 54 recycled shipping containers, which opened in February, 2017. These containers, modified into 480 sq. ft. apartments, are being re-purposed into a kitchen, a bathroom, and a living space for homeless veterans. This project was fostered by Donna Gallup, the president of American Family Housing, the non-profit overseeing the \$6.3 million project, with a cost of \$393,750 per unit. It “will be the state’s first multifamily housing made from shipping containers,” said Gallup.¹⁵⁵

The containers are energy-efficient, have steel sides (decreasing upkeep) and long windows on the sides to let in light. They were sent to the manufacturer to be designed in May 2016 (each apartment was a combination of three containers) and were ready to be installed four months later.¹⁵⁶

According to Gallup, the container housing, “ultimately proved a concept for quickly developing high quality, durable and energy efficient homeless housing on a short timeline.” The entire complex was completed in less than five months.¹⁵⁷

Potter’s Lane has won the 2017 Golden Nugget Award for best Affordable Housing Project, as well as, five other PCBC Golden Nugget Awards for merit.¹⁵⁸

¹⁵⁴ http://www.ladowntownnews.com/news/a-new-housing-model-at-the-new-genesis/article_a8915efa-253b-11e2-8748-0019bb2963f4.html (accessed 5/15/20)

¹⁵⁵ <https://www.scp.org/news/2017/01/30/68500/a-new-use-for-old-shipping-containers-housing-for/> (accessed 5/15/20)

¹⁵⁶ *ibid*

¹⁵⁷ *ibid*

¹⁵⁸ <http://afhusa.org/potterslane.php> (accessed 5/15/20)

▪ STAR Apartments

The Star Apartments, Los Angeles, located at 6th Street and Maple Avenue, is another SRHT creation. This is a mixed use project, piggybacked onto an existing structure, which uses multifamily modular prefabricated construction. Using the existing structure as a base, “craning in the units seemed like a natural fit,” says Michael Maltzan, the project architect. “Prefab emerged as the most direct and efficient approach, addressing issues from technical and financial to social and urban.”¹⁵⁹

Guerdon Enterprises, located in Idaho, prefabricated the wood frame modules, each a 300 sq. ft. studio with a full kitchen, a bath, and with the finished interior factory installed. These units were fabricated in seven weeks and then assembled, over the base structure, in only six weeks. The 102-unit structure cost \$40 million to build, each unit costing \$392,157.¹⁶⁰ All of these units are reserved for the chronic homeless with underlying conditions.¹⁶¹ The residents contribute 30% of their income for rent.¹⁶²

▪ Tiny Homes

One of the types of innovative housing that was mentioned in the book entitled “Give Me Shelter” is the tiny home. By definition, a tiny home has a maximum of 400 sq. ft.¹⁶³

Other communities in California have adopted the tiny home approach to housing the homeless. Here are a few:

- A variety of builders, contractors, and a church worked together to build six tiny homes for homeless residents in Castro Valley.¹⁶⁴
- With the help of \$8,000 in donations, donated materials, and around 100 volunteers, a community of 11 tiny homes for the homeless are under construction in Oakland.¹⁶⁵
- In San Jose, Habitat for Humanity built 40 tiny homes at a cost of \$6,500 per tiny home and 40 more are in the works.¹⁶⁶ The first 40 homes are built on Santa Clara Valley Transit Authority lands and the second group of 40 will be on Caltrans-owned property.¹⁶⁷

¹⁵⁹ <https://www.architecturalrecord.com/articles/7997-star-apartments-los-angeles> (accessed 5/15/20)

¹⁶⁰ https://en.wikipedia.org/wiki/Star_Apartments (accessed 5/15/20)

¹⁶¹ <https://www.architecturalrecord.com/articles/7997-star-apartments-los-angeles> (accessed 5/15/20)

¹⁶² https://en.wikipedia.org/wiki/Star_Apartments (accessed 5/15/20)

¹⁶³ Borges, Sofia & Mitchell, R. Scott. Give Me Shelter. (Los Angeles: ORO Editions, 2018), p. 72.

¹⁶⁴ <https://www.ktvu.com/news/tiny-homes-for-working-homeless-headed-to-castro-valley> (accessed 5/31/20)

¹⁶⁵ <https://sfist.com/2020/01/20/oakland-homeless-group-the-village-constructs-tiny-home-community/> (accessed 5/31/20)

¹⁶⁶ <https://sf.curbed.com/2020/3/3/21162419/san-jose-tiny-homes-homeless-mabury-road-opening-delayed> (accessed 5/31/20)

¹⁶⁷ *ibid*

Amazon has “build it yourself” kits for over two dozen tiny homes for sale by mail order. There is even a two-story model. These homes range from \$5,000 to \$19,000. The most expensive one is two stories, with three rooms on the first level, spanning 294 sq. ft., and an attic loft bedroom above. Most of these homes have free shipping and take about two days to build.¹⁶⁸

Oakland-based tiny homes builder, Gregory Kloehn, led a one-week workshop for USC architectural students in which they built three tiny homes out of trash and illegally dumped materials, except for a small budget for locks and wheels. Vernon.¹⁶⁹

Boxabl is a steel and concrete, 375 sq. ft., prefabricated home that literally unfolds upon arrival at the delivery location. It is “basically an instant-house with everything you could possibly need in a small house.” It has a family room (with room for a full-sized couch) a full kitchen, with appliances, a bathroom, with a full bath/shower, and a bedroom that can fit a queen size bed. The homes also include washers and dryers, heating and air conditioning. There are no stairs or ladders and the homes can be ordered ADA-compliant, making them a great place for seniors and disabled individuals. The best part about these homes is that they cost \$49,500. In addition, Boxabl plans to create more Boxabls that connect, so in the future you can add to the home by stacking rooms vertically or connecting horizontally. These homes can be used as emergency housing because they can be re-folded, stacked, and stored for future use.¹⁷⁰

- **PODS**

In 2018, MADWORKSHOP published a book entitled “Give Me Shelter, Architecture Takes on the Homeless Crisis.” Featured in this publication are a series of nomadic shelters, the now defunct Dome Village, tiny homes, other forms of modular structures, and one which they informally named the USC Pods (Pods).¹⁷¹

These pods were developed as the final project of a University of Southern California (USC) Homeless Studio class, which consisted of 11 students and two professors. Working closely with them were experts from the SRHT, the City planning department and activists for the homeless. This project was funded by MADWORKSHOP, which allowed the students to actually build rather than just render a structure.¹⁷²

¹⁶⁸ <https://www.businessinsider.com/amazon-tiny-home-kit-allwood-getaway-cabin-loft-2019-7> (accessed 5/15/20)

¹⁶⁹ Borges, Sofia & Mitchell, R. Scott. Give Me Shelter. (Los Angeles: ORO Editions, 2018), p. 72.

¹⁷⁰ <https://tinyhousetalk.com/375-sq-ft-unfolding-house-for-49500/> (accessed 5/15/20)

¹⁷¹ Borges, Sofia & Mitchell, R. Scott. Give Me Shelter. Los Angeles: ORO Editions, 2018. Print.

¹⁷² <https://www.fastcompany.com/3067572/the-25k-pod-that-could-ease-las-homelessness-crisis> (accessed 4/28/20)

The final design produced a Pod that looked like a cross between a tiny house and a college dorm room. “The bright, inviting space looks like the kind of place that anyone would want to hang out. It looks comfortable, like you want to go in and take a nap,” says one of the instructors.¹⁷³

The team designed the pods to fit the bureaucratic rules and procedures. They began by limiting a single community to 30 beds, thus avoiding the necessity of obtaining a single-use permit, which could stall building for months, even up to a year.¹⁷⁴

The pods circumvented zoning problems by classifying them as “congregant housing.” This means that the “units are fabricated and manufactured offsite and then installed as temporary housing.” This dramatically opens up the possibilities for placement of these communities. Any empty plot of land zoned either manufacturing or residential can be used for a settlement.¹⁷⁵

Since these units are made offsite, they can be set up in only two weeks. They can also occupy the land temporarily, and be easily moved to another location. For example, if a church had a huge parking lot or large grounds, a settlement could be built there. Or, if land was going to be vacant for some time waiting for permission to build, a settlement could be built to operate during that time and then easily re-located.¹⁷⁶

Ken Craft, CEO of the non-profit agency Hope of the Valley, planned to build the first settlement which he calls “Homes for Hope.” Craft was involved in the design process from the beginning. He believed each unit should be raised off the ground to account for uneven land. The units needed a bright, airy, contemporary look so that, “Anyone would be honored and thrilled to live there,” exclaimed Craft.¹⁷⁷

From all appearances, Craft achieved his aim. The interior of each pod is a relatively spacious 92 square feet, with one wall that is convex to extend beyond the foundation, maximizing the interior space and storage. There is room for a bed, desk, chair and shelves. There are two windows for ample natural light and air flow. Since the units are modular, they can be combined and repurposed into bathroom units, dining areas, and case-worker offices. Three units can fit on the back of an 18-wheeler. A two-story, 30 bed complex, complete with inner courtyard, can be built in just two weeks.^{178 179}

¹⁷³ *ibid*

¹⁷⁴ *ibid*

¹⁷⁵ *ibid*

¹⁷⁶ Interview with a representative from Hope of the Valley Rescue Mission 2/14/20

¹⁷⁷ <https://www.fastcompany.com/3067572/the-25k-pod-that-could-ease-las-homelessness-crisis>, (accessed 4/28/20)

¹⁷⁸ <https://www.fastcompany.com/3067572/the-25k-pod-that-could-ease-las-homelessness-crisis> (accessed 4/28/20)

¹⁷⁹ See Appendix 2, Homes for Hope Brochure

The pods are extremely affordable. Individual pods, including materials, furnishings, mechanical systems, and labor, cost just \$25,000.¹⁸⁰ A full 30-bed development, including wrap-around services, is estimated at just under \$1 million. Compared to the \$600,000 per single unit for LAHSA’s latest project, this development is a bargain.¹⁸¹

Although these pods are considered bridge housing, they last for 50 years, so could possibly be a permanent home.¹⁸²

The Homes for Hope team has created an elegant, informal solution to an immense problem. “I’m not saying this is a panacea, but this is a solution that will work and it could be implemented quickly and at much lower cost. If it is implemented on a grander scale, it could put a huge dent in reducing homelessness in Los Angeles,” said Craft.¹⁸³

According to an executive from Hope of the Valley Rescue Mission, they sent a proposal to LAHSA for 2017-2018 Prop HHH funds to build the Homes for Hope settlement.¹⁸⁴ See appendix 2, “Homes for Hope Brochure,” to see the documentation included in that proposal.¹⁸⁵ They were not approved, as stated by the Hope of the Valley Rescue Mission executive. Therefore, none have been built, although he had everything in order, ready to go, including a location for the first settlement.¹⁸⁶

¹⁸⁰ *ibid*

¹⁸¹ <https://urbanize.la/post/audit-recommends-reallocation-measure-hhh-supportive-housing-funds> (accessed 4/28/20)

¹⁸² Interview with a representative from Hope of the Valley Rescue Mission on 2/14/20

¹⁸³ <https://www.fastcompany.com/3067572/the-25k-pod-that-could-ease-las-homelessness-crisis> (accessed 4/28/20)

¹⁸⁴ Proposition HHH Facilities Program FY2017-2018 Request for Proposal

¹⁸⁵ Courtesy of Hope of the Valley Rescue Mission

¹⁸⁶ Interview with a representative from Hope of the Valley Rescue Mission on 2/14/20; See appendix 2, potential locations

USC Pods and Pod Village



USC Pods- Courtesy of Hope of the Valley Rescue Mission

Through our investigation, the Committee found that as of July 2019, there were 22,000 vacant lots in the County, 2,200 of which were located in the City of Los Angeles.¹⁸⁷ The median lot size in the City is 0.15 acres or 6,534 sq. ft.¹⁸⁸ The Pods, which provide wraparound services, and house 30 residents per community, require at least 0.25 acres (approximately two lots per community).¹⁸⁹ If the City allocated 600 lots to build Pod villages, then 300 could be constructed to house 9,000 people. At the cost of about \$1 million per village, the total cost would be \$300 million.¹⁹⁰

If the City built tiny homes without wraparound services, and allocated 1,600 lots, at 16 homes per lot (this includes the required distance between each house), that would

¹⁸⁷ <https://la.curbed.com/2019/7/3/20681291/map-public-property-los-angeles> (accessed 5/15/20)

¹⁸⁸ <http://www.newgeography.com/content/006196-the-high-residential-densities-california-and-wild-wild-texas> (accessed 5/4/20)

¹⁸⁹ See Appendix 2, Hope for Homes brochure

¹⁹⁰ 300 pod villages x 30 people per village = 9000 people; 300 villages x \$1M = \$300M

house 25,600 residents.¹⁹¹ At the cost of \$50,000 per tiny house, the total cost would be \$1.28 billion.¹⁹²

Therefore, using land already owned by the City, you could house 34,600 people for the total cost of \$1.58 billion.¹⁹³

Both of these dwelling types are portable and easy to install. The Pods are ready to build. They do not appear to require additional modifications to zoning ordinances. The tiny homes may need some modifications in the zoning and/or other regulations for their installation. But, if housing is really wanted, it only takes political will to make those changes.

Therefore, according to the calculations above, within months, the City of Los Angeles could house 34,600 of its homeless residents. With the 2019 unsheltered City homeless count at 27,000,¹⁹⁴ this would house all the currently unsheltered in the City. Prop HHH authorized a \$1.2 billion bond to *partially* fund permanent and supportive housing. For just a little more money, this example completely satisfies the requirements for both bridge, and permanent, single-occupancy housing.

If this model could be duplicated throughout the County, along with encouraging development of affordable and market-rate housing through policy changes as outlined above, it would go a long way in preventing homelessness and housing those currently homeless.

¹⁹¹ 1600 lots x 16 homes = 25,600 homes

¹⁹² \$50,000 x 25600 = \$1.28B

¹⁹³ \$1.28B + .3B = \$1.58B

¹⁹⁴ <https://www.lahsa.org/documents?id=3421-2019-greater-los-angeles-homeless-count-city-of-los-angeles.pdf> (accessed on 6/10/20)

RECOMMENDATIONS

- 8.1 Streamline and standardize zoning laws and municipal codes across all municipalities in the County. As part of the process, allow for more flexibility in increasing affordable housing options.
- 8.2 Put a measure on the ballot to repeal City Proposition U
- 8.3 Reduce, standardize, and clearly document (make transparent) developer fees across all municipalities within the County. This includes publishing the fees associated with every project.
- 8.4 Remove the non-TOC related provisions from Los Angeles Measure JJJ
- 8.5 Support replacing the current State Housing Element law with a model that states that 10% of housing stock in all municipalities must be income-restricted (low-income). A city is considered out of compliance if less than 10% of their housing stock is income-restricted. And, if a city is out of compliance developers can bypass many local reviews when building low-income housing.
- 8.6 Support CEQA reform:
 - Disallow serial, duplicative lawsuits that challenge projects that have successfully completed the CEQA process
 - Require all entities that file CEQA lawsuits to fully disclose their identities and their environmental interest
 - Outlaw CEQA proceedings from extending beyond nine months
 - Prevent judges from tossing out an entire project based on a few deficiencies in an environmental impact report; allow developers to remedy via a “fix-it-ticket”
 - Ensure those who bring CEQA actions and lose, pay court costs and attorney’s fees of the prevailing party
- 8.7 Support Senate Bill 1079, up for vote in the California Legislature in November 2020
- 8.8 Increase the percentage of Measure H funds for housing vouchers to those who are severely rent burdened and to adequately subsidize Board and Care homes
- 8.9 Employ additional resources to create greater access for unsheltered individuals in the City and County of Los Angeles to showers, and hygiene provisions.

- 8.10 Provide additional public toilets in the City and County of Los Angeles (the UN standard recommends 2000 toilets Countywide)
- 8.11 Build USC Pods in vacant lots owned by the County and City of Los Angeles
- 8.12 Build tiny homes in vacant lots owned by the County and City of Los Angeles
- 8.13 Make all vacant Caltrans housing low-income

ACRONYMS

ACRONYMS	DEFINITION
ADA	Americans with Disabilities Act
ADU	Accessory Dwelling Unit
CALTRANS	California Transit Authority
CEQA	California Environmental Quality Act
CES	Consolidated Entry System
EIR	Environmental Impact Report
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Agency
HOA	Homeowners Association
HUD	Housing and Urban Development
LAHSA	Los Angeles Homeless Services Authority
LIHTC	Low Income Housing Tax Credit
NPO	Non-Profit Organizations
RHNA	Regional Housing Needs Assessment
SCANPH	Southern California Association of Non-Profit Housing
SRHT	Skid Row Housing Trust
SSI	Supplemental Security Income
TOC	Transit Oriented Communities
UNHCR	United Nations High Commissioner for Refugees
USC	University of Southern California

REQUIRED RESPONSES

Responses are required from:

Recommendations	Responding Agency
8.1, 8.3, 8.5, 8.8, 8.9, 8.10, 8.11, 8.12	County of Los Angeles Board of Supervisors
8.1, 8.3, 8.4, 8.5, 8.6, 8.7, 8.8	Chief Executive Officer, Los Angeles County
8.5, 8.6, 8.7	State Assembly Members representing districts within Los Angeles County
8.5, 8.6, 8.7	State Senators representing districts within Los Angeles County
8.2, 8.4, 8.9, 8.10, 8.11, 8.12	Los Angeles City Council
8.8, 8.9, 8.10, 8.11, 8.12	Los Angeles Homeless Services Authority
8.13	Caltrans District 7

COMMITTEE MEMBERS

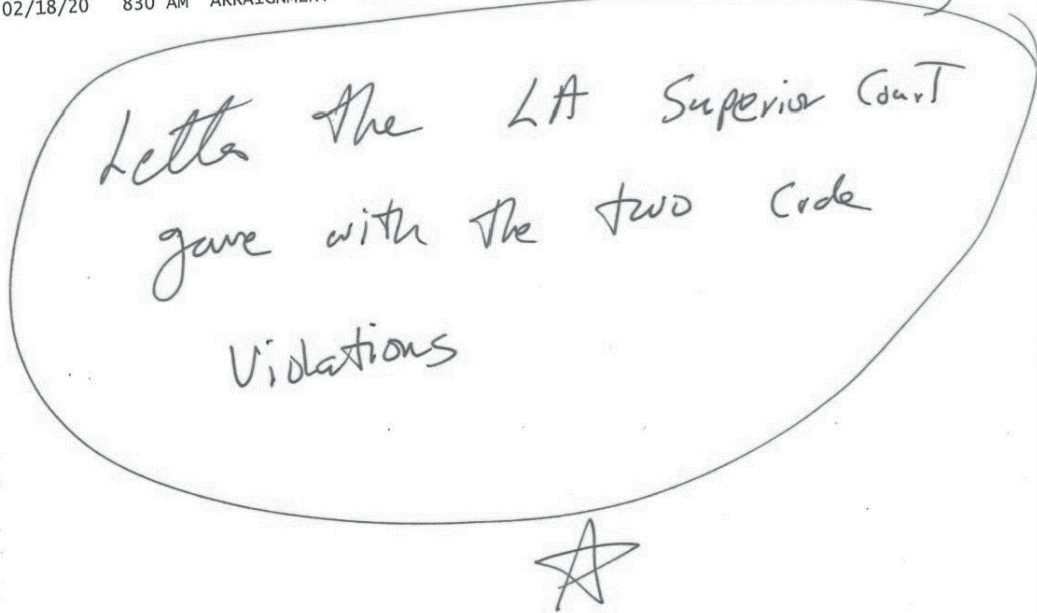
Jenalea Smith, Chair
Rebecca Hunter, Co-Chair
Deanne Walls, Secretary
Gordon Jefferson
Nirja Kapoor
Mike Padilla
Heather Preimesberger
Joseph Sarria
Irene Shandell-Taylor

SUPERIOR COURT OF CALIFORNIA
COUNTY OF LOS ANGELES
PAGE NO. 1
CURRENT DATE 11/05/19
NO. [REDACTED] VS.
THE PEOPLE OF THE STATE OF CALIFORNIA
DEFENDANT 03: [REDACTED]
LAW ENFORCEMENT AGENCY EFFECTING ARREST: L.A. CITY FIRE DEPARTMENT

BAIL: APPEARANCE DATE	AMOUNT OF BAIL	DATE POSTED	RECEIPT OR BOND NO.	SURETY COMPANY	REGISTER NUMBER
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CASE FILED ON 10/31/19.
COMPLAINT FILED, DECLARED OR SWORN TO CHARGING DEFENDANT WITH HAVING COMMITTED, ON OR ABOUT 02/14/19 IN THE COUNTY OF LOS ANGELES, THE FOLLOWING OFFENSE(S) OF:
COUNT 01: 57.109.1 LAM MISD
COUNT 02: 57.110.1.1 LAM MISD
NEXT SCHEDULED EVENT:
02/18/20 830 AM ARRAIGNMENT DIST CRIM JUSTICE CTR (LAC) DEPT 047

Letta the LA Superior Court
gave with the two Code
Violations



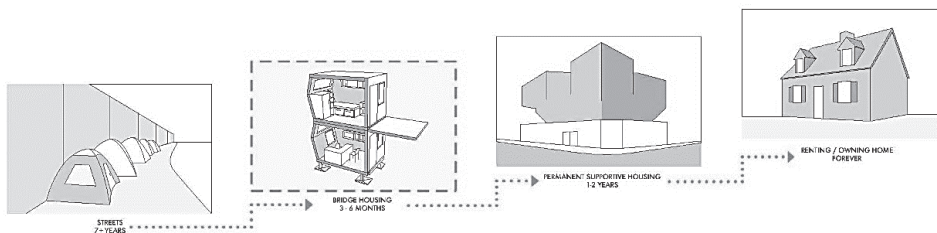
¹⁹⁵ Courtesy of Hope of the Valley Rescue Mission

APPENDIX 2

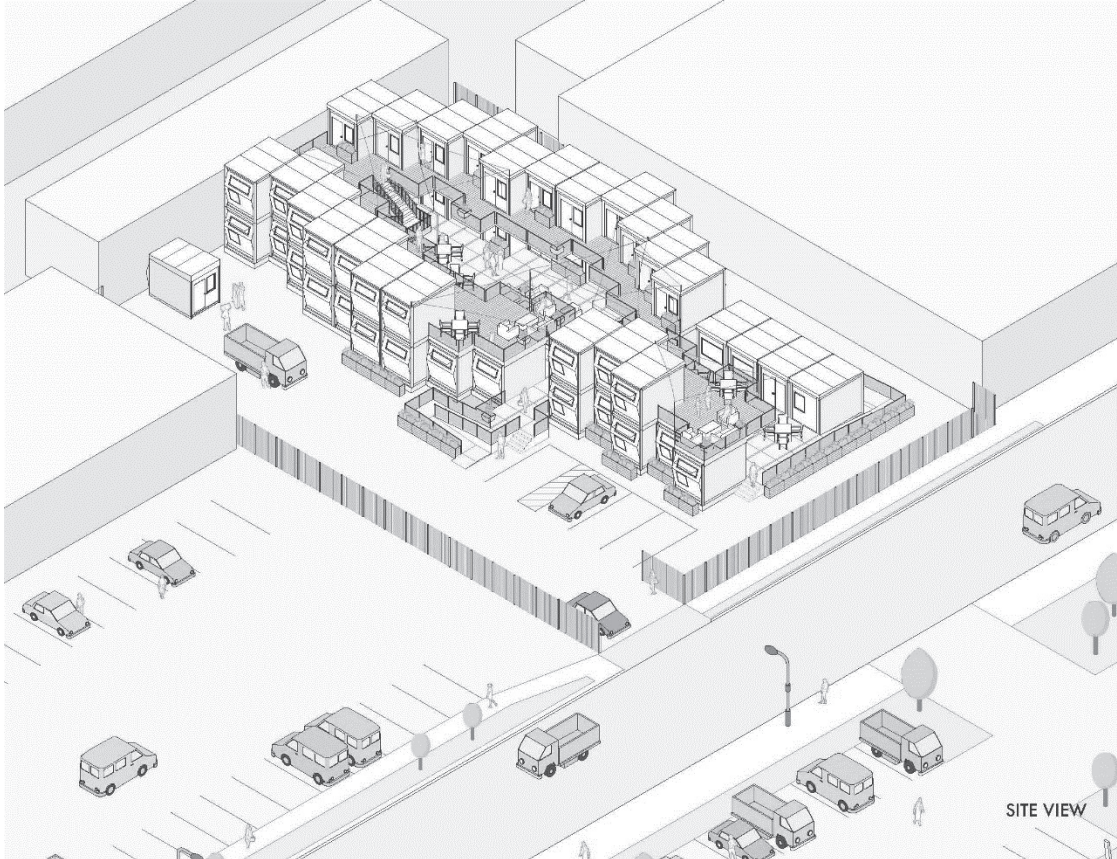
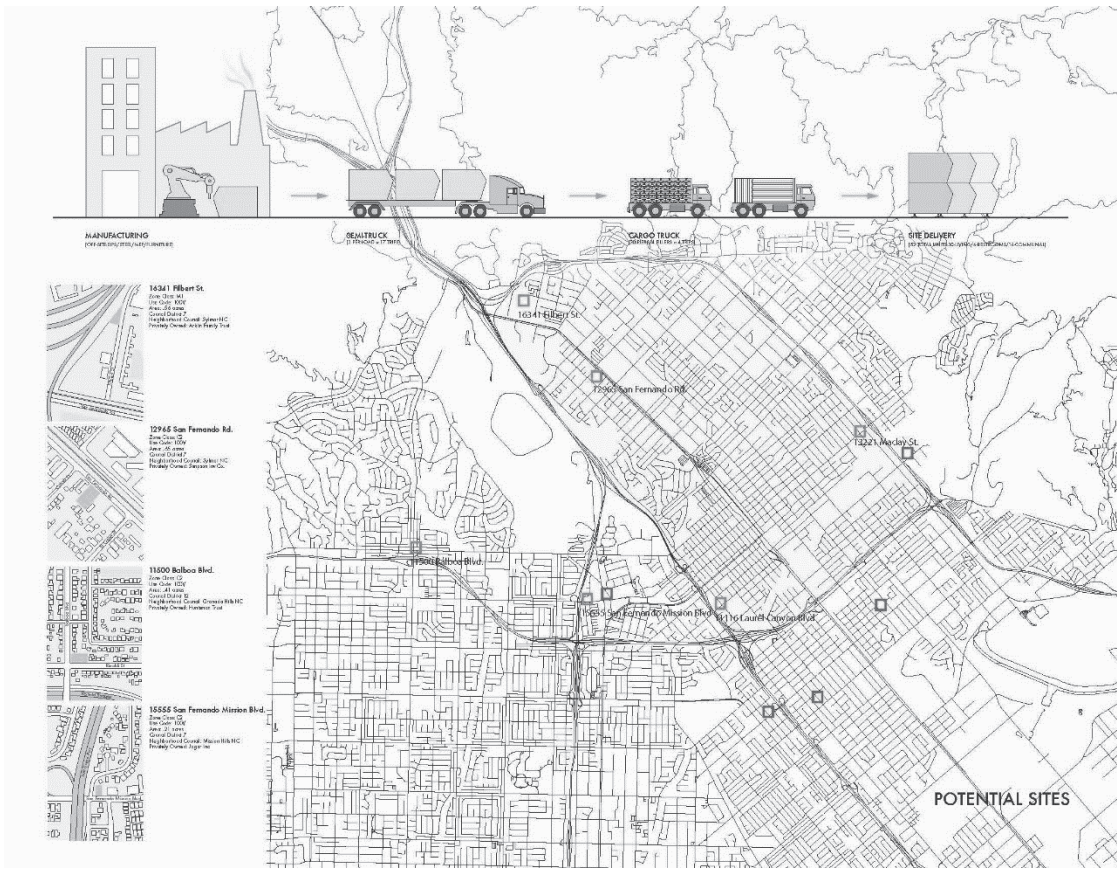
Homes for Hope Brochure¹⁹⁶

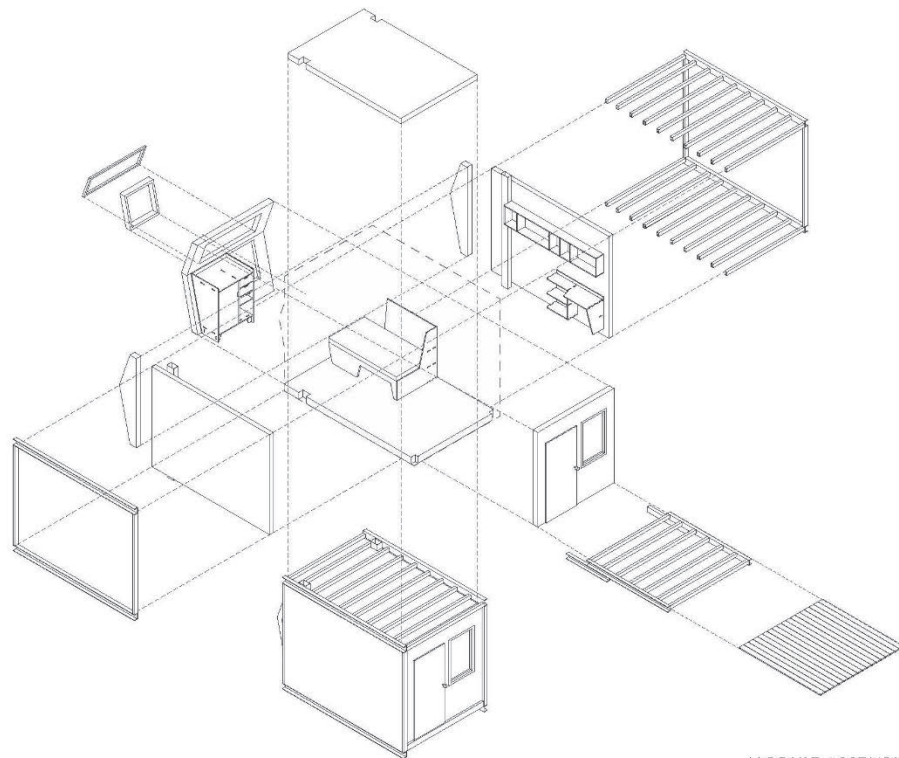
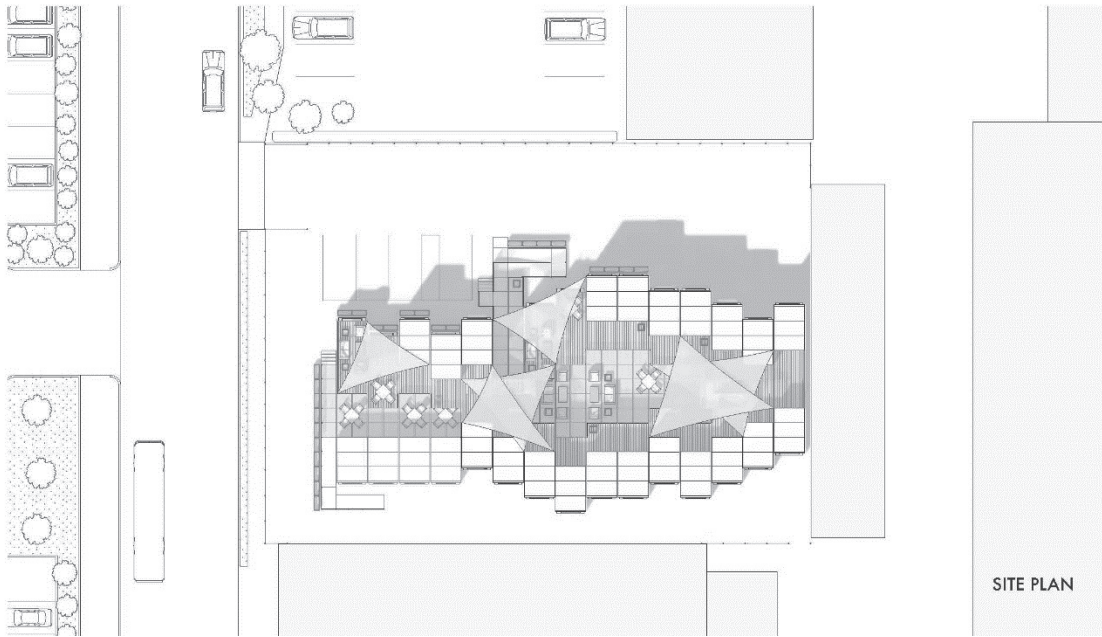
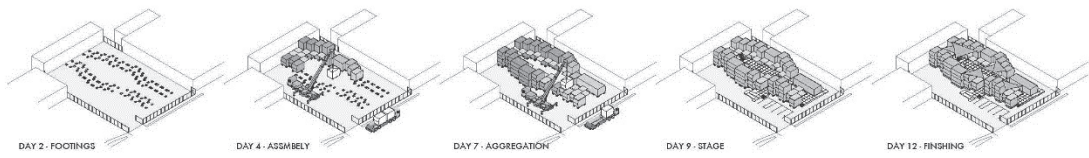


In a city with a vacancy rate of 2%, countless plots of land remain underutilized across LA. Homes for Hope activates this unused land to provide modular, bridge stabilization housing for immediately sheltering the city's homeless. Installed or dismantled in two weeks or less, Homes for Hope easily reconfigures and adapts to a range of site conditions. The 92 sqft units aggregate into 30-bed communities, making it a by-right project zoned as congregant housing. The stackable units are structurally isolated and maintain their integrity as they adjust and relocate from site to site. The base modules combine to form communal spaces, bathroom facilities, outdoor terraces, and courtyards. Homes for Hope offers an affordable and empowering solution for rapidly rehousing our city's most vulnerable the first step on one's journey home.

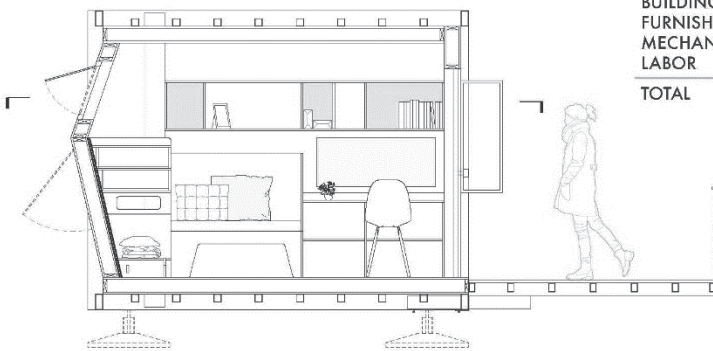
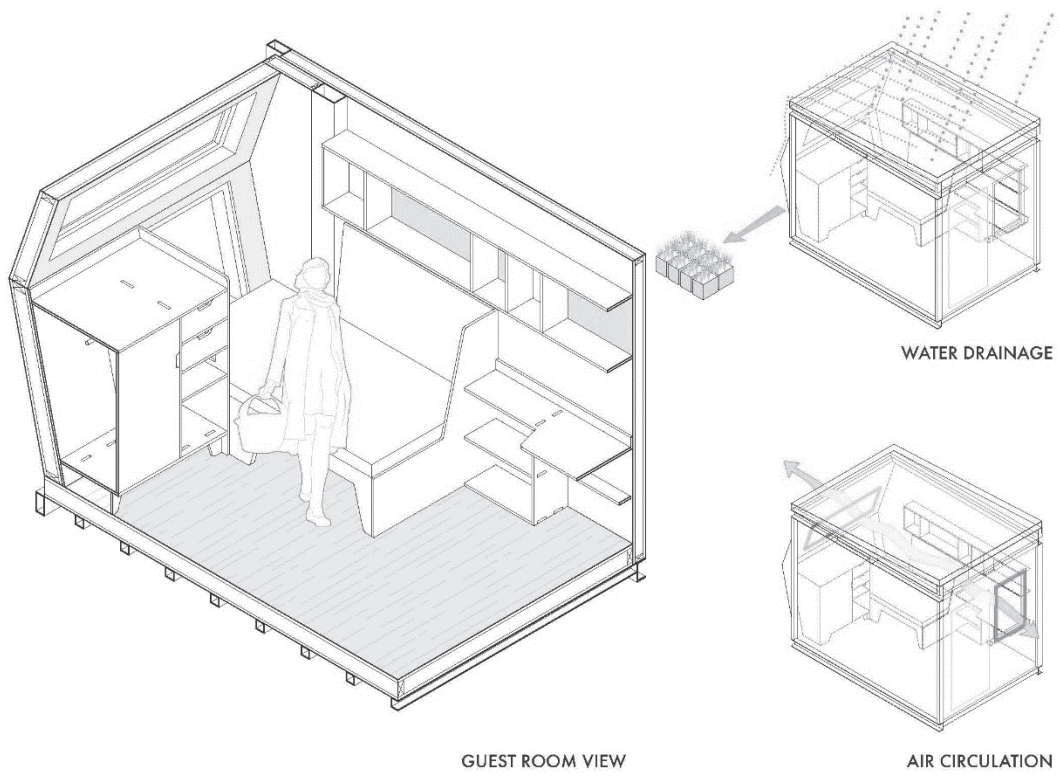


¹⁹⁶ Courtesy of Hope of the Valley Rescue Mission

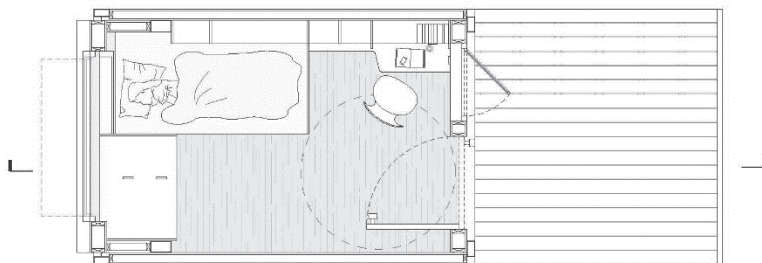




MODULE ASSEMBLY SYSTEM

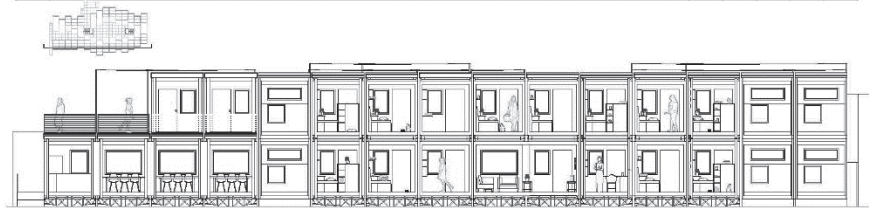


COST PER UNIT	ESTIMATE COST
BUILDING MATERIALS	\$13,500
FURNISHINGS	\$ 2,800
MECHANICAL SYSTEMS	\$ 1,200
LABOR	\$ 7,500
TOTAL	\$25,000

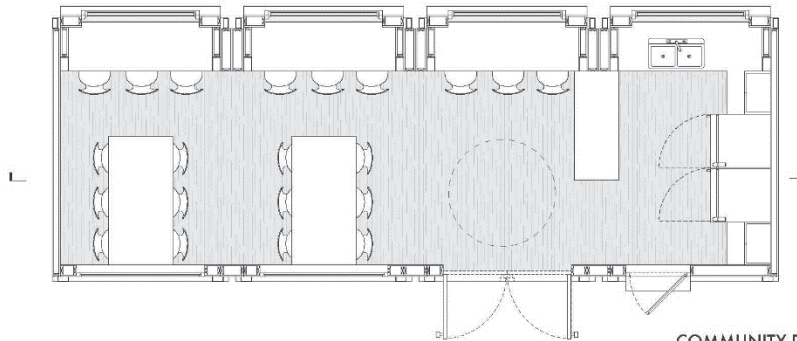
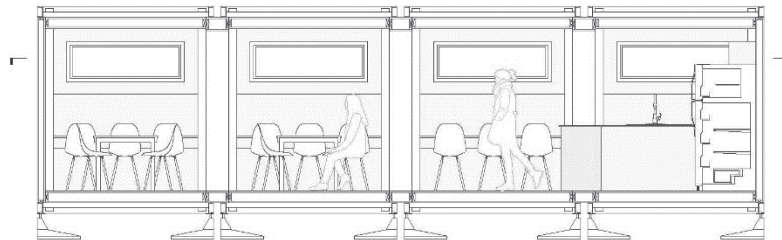


GUEST ROOM PLAN AND SECTION

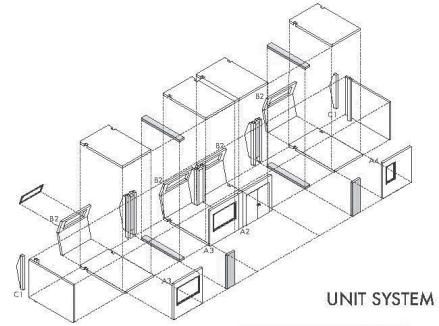
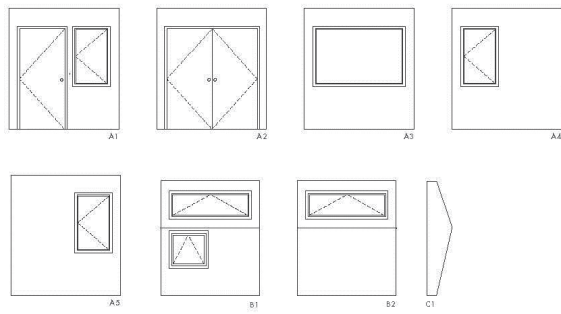
FIRST FLOOR PLAN



BUILDING SECTION



COMMUNITY DINNING ROOM



UNIT SYSTEM





Courtesy of Hope of the Valley Rescue Mission

ADDENDUM

With the risk of the COVID-19 virus spreading through the unsheltered homeless population,¹⁹⁷ the City, County and State took measures to reduce infection:

- On orders from Mayor Eric Garcetti, the City of Los Angeles is working to turn 42 recreational centers into temporary facilities for 6,000 unsheltered residents. The beds were paid for with a mix of city and state dollars, as well as Federal Emergency Management Agency (FEMA) reimbursements.¹⁹⁸
- The County, participating in an ambitious statewide effort known as Project Roomkey, partially funded by FEMA, secured 3,245 hotel/motel rooms by May 18th 2020.¹⁹⁹ The primary goal is getting seniors and medically fragile people off the streets and out of overcrowded shelters.²⁰⁰ The immediate commitment is to provide them a home for 90 days.²⁰¹
- U.S. District Judge David O. Carter ruled that Los Angeles County had to move more than 7,000 homeless people from freeway overpasses and underpasses. The City and County have until September 1 to “humanely” relocate anyone camped within 500 feet of an overpass, underpass, or ramp and into a shelter or “an alternative housing option,” such as a safe parking site, or hotel or motel room. Mayor Garcetti said that he did not view the preliminary injunction as an “order” and said “we hope... we can come to a common agreement.”²⁰²

Although the above measures show that movement can be made toward sheltering the homeless when there is political will, what happens after the recreational centers need to be used as intended?

Neither the City nor County has additional funds²⁰³ to maintain homeless people in hotel/motel rooms at market rates, nor additional shelters to house the homeless now housed in County recreational centers. The homeless will return to the streets.

¹⁹⁷ <https://www.nbclosangeles.com/investigations/covid-19-spread-faster-through-las-homeless-population/2346315/> (accessed 5/30/20)

¹⁹⁸ <https://la.curbed.com/2020/3/18/21186253/homeless-shelters-recreation-centers-los-angeles> (accessed 5/30/20)

¹⁹⁹ <https://www.latimes.com/homeless-housing/story/2020-05-03/coronavirus-homeless-hotel-commandeer-squatting-protest-los-angeles> (accessed 5/30/20)

<https://www.latimes.com/homeless-housing/story/2020-05-19/newsom-coronavirus-homeless-population-hotel-project-roomkey>(accessed 6/11/20)

²⁰⁰ <http://www.chirpla.org/news/once-400-night-westside-la-hotel-now-homeless-people-fleeing-coronavirus> (accessed 5/30/20)

²⁰¹ *ibid*

²⁰² <https://la.curbed.com/2020/5/15/21260566/homeless-freeways-los-angeles-camps-shelter> (accessed 5/30/20)

²⁰³ <https://www.nytimes.com/2020/05/26/us/coronavirus-california-economy.html>;

<https://patch.com/california/encino/la-county-grapples-2-5-billion-deficit> (accessed 5/30/20)

Hospitals on Ventilators



Hospitals on Ventilators

2019-2020

**Los Angeles County
Civil Grand Jury**

HOSPITALS ON VENTILATORS

EXECUTIVE SUMMARY

Hospitals in Los Angeles County may not be equipped to meet future demand. Over the next 10 years, Los Angeles County (County) faces a significant projected growth in the population and increasing healthcare needs.¹ The growing homeless population, increases in the usage of emergency rooms (ERs), and unaddressed mental health needs will further exacerbate the stress on the County's hospitals. Moreover, some hospitals may not have the funds needed to make state-mandated seismic upgrades,² leading to the closure of much needed ERs³ and trauma centers and resulting in further strain on the remaining hospitals.

The 2019-2020 Los Angeles County Civil Grand Jury (Jury), Hospitals on Ventilators Committee (Committee) performed an in-depth assessment of the hospital ER and trauma networks serving the most populous county, with one of the largest in terms of square miles.

The Committee believes that the medical network needs help ... STAT.

BACKGROUND

There are several factors that will likely contribute to increasing healthcare needs in the County. First, the population in the County is projected to grow significantly. One way to ascertain this growth is to look at housing requirement projections. The Southern California Association of Governments (SCAG) is the nation's largest metropolitan planning organization (MPO).⁴ One of SCAG's responsibilities is to research and draw up plans for growth management. Through its Regional Housing Needs Assessment (RHNA), SCAG quantifies the need for housing in each jurisdiction.⁵ The Committee reviewed SCAG's data which showed that housing needs will increase by 8.1% in the County. (Appendix 1)

An increase in the number of County residents facing homelessness may also impact healthcare needs.⁶ The Los Angeles Homeless Service Authority (LAHSA) Homeless forecast for the County in the coming years is daunting. The 2019 LAHSA count is

¹ http://economy.scag.ca.gov/Economy%20site%20document%20library/2019_economic_reports_LosAngeles.pdf (accessed 6/1/2020)

² https://www.rand.org/pubs/research_reports/RR3059.html (accessed 6/1/2020)

³ <https://www.centerforhealthjournalism.org/fellowships/projects/southern-california-emergency-room-use-has-actually-risen-after-passage> (accessed 6/1/2020)

⁴ <https://www.scag.ca.gov> (accessed 5/3/2020)

⁵ <https://www.ca-ilg.org/MPO-profile/southern-california-association-governments> (accessed 5/6/2020)

⁶ Interview with high ranking LAHSA commissioner (10/15/2019)

58,936 a 12% increase (7,72) since the 2018 count.⁷ With the desired results from Los Angeles City (City) Proposition HHH delayed, the homeless situation is growing.⁸

Hospitals in the County were already seeing an impact in their ERs even before the COVID-19 pandemic. Some hospitals, such as St. Vincent Medical Center, located in Downtown Los Angeles, closed in 2020 due to bankruptcy.⁹ According to interviews with County health officials and hospital executives, two hospitals are at risk of closing due to the inability to bear the costs associated with achieving State-mandated seismic standards: Antelope Valley Hospital,¹⁰ located in Lancaster, and Harbor-UCLA Medical Center,¹¹ located in Torrance.

In 2002, County voters approved Measure B,¹² a special tax levied to raise revenue for, among other things, funding trauma centers so more do not close due to financial hardship. In April of 2018, the Board of Supervisors decided that the County's Emergency Medical Services (EMS) Agency would have oversight of the Measure B Funds.¹³ Measure B's title includes Bioterrorism Preparedness. In 2017-2018, the BOS allocated \$9.9 million to support the County's public health programs for bioterrorism preparedness activities and addressing the medical needs of people exposed to bioterrorist or chemical attacks. A portion of Measure B funds are transferred to the Department of Public Health for this purpose.¹⁴

METHODOLOGY

This investigation began by looking at how the trauma network in the County was being funded, and whether it was taking into account the future healthcare needs of the County and progressed into looking at EMS as a whole.

This Committee interviewed officials from the County, and high-level officials at public and private hospitals. In addition, the Committee gathered statistics from reports and studies from the State and the County.

RESULTS OF THE INVESTIGATION

Our investigation revealed the cracks in the emergency healthcare network were there before the COVID-19 pandemic,¹⁵ and a large investment is needed so that the County does not have to rely solely on the federal government, or the State. These demands

⁷ <https://www.lahsa.org/news?article=558-greater-los-angeles-homeless-count-shows-12-rise-in-homelessness> (accessed 5/6/2020)

⁸ <https://www.lacontroller.org/audits-and-reports/high-cost-of-homeless-housing-hhh/> (accessed 6/1/2020)

⁹ LATimes - "after-years-of-financial-woes-st-vincent-hospital-runs-out-of-prayers" (accessed 1/12/20)

¹⁰ <https://www.avhospital.org/news/read/224> (accessed 1/5/2020)

¹¹ Interview with high ranking DHS official (1/10/2020)

¹² <http://www.smartvoter.org/2002/11/05/ca/la/meas/B/> (accessed 11/7/2019) (accessed 1/12/2020)

¹³ http://file.lacounty.gov/SDSInter/dhs/1036113_MBAB011018.pdf (accessed 6/15/2020)

¹⁴ Ibid – Section 7 (accessed 6/15/2020)

¹⁵ <https://www.latimes.com/california/story/2020-03-20/coronavirus-hospital-bed-icu-pandemic> (accessed 3/20/20)

for hospital beds, N95 masks and other safety gear, ventilators, and specialized staff must be met through the County.¹⁶ Many County and hospital officials, several of whom the Committees interviewed at length before the pandemic, told our Committee about pending hospital closures, which would further strain the health network.¹⁷

The Committee identified the following factors that will likely have a major negative impact on the ability of the County health care system, particularly hospitals, ERs, and trauma centers, to meet future demand:

I. Hospitals within Los Angeles County

- Committee members met with hospital executives who expressed concern about their hospital's continuing inability to receive enough reimbursement for services rendered to uninsured, underinsured, and indigent patients. This may cause some hospital ERs to close.

- St. Vincent Medical Center, located in Downtown Los Angeles, closed in 2020 due to bankruptcy.¹⁸
 - § “The decline of the urban hospital system once run by the Roman Catholic Daughters of Charity has been decades in the making, as the nonprofit fell behind in funding pensions and struggled with operating deficits and an aging building in need of expensive repairs and upgrades,” according to a Los Angeles Times article.¹⁹

 - § Local patients must now travel to remaining adjacent hospital locations.

- According to interviews with County health officials and hospital executives conducted by this Committee, hospitals at risk of closing due the inability to bear the costs associated with fulfilling State seismic mandatory standards include: Antelope Valley Hospital, located in Lancaster,²⁰ and Harbor-UCLA Medical Center, located in Torrance.
 - Antelope Valley Hospital
 - § The closure of the Antelope Valley Hospital would close the only trauma center located in the Antelope Valley.²¹ Antelope Valley currently has the 2nd busiest ER in the County, according to data provided to this Committee by a County health official.

 - § The closure of Antelope Valley Hospital would mean that all Antelope Valley patients are required to travel more than fifty

¹⁶ <https://www.latimes.com/california/story/2020-04-06/coronavirus-masks-california-hospitals> (accessed 4/20/20)

¹⁷ Interview with high-ranking County health official (10/23/2019)

¹⁸ <https://www.latimes.com/business/story/2020-01-06/st-vincent-hospital-los-angeles-closing#:~:text=The%20nonprofit%owner%20of%20St,the%20struggling%20hospital%20fell%20through.&text=No%20such%20limits%20were%20in,will%20continue%20to%20operate%20St> (accessed 1/7/2020)

¹⁹ *ibid*

²⁰ https://ballotpedia.org/Antelope_Valley_Healthcare_District_California_Measure_AV_Bond_Issue (accessed 3/1/2020)

²¹ https://www.avpress.com/news/hospital-bond-narrowly-in-front/article_987a22ba-5de9-11ea-b9b8-5ff39eca06ce.html (accessed 2/4/2020)

miles to the closest trauma center, located at Providence Holy Cross Medical Center, in Mission Hills. Additional travel time could mean the difference between life and death.²²

§ The Antelope Valley Hospital provides medical services to all patients, regardless of their ability to pay.²³ The Committee is concerned that with the loss of Antelope Valley Hospital, underinsured, non-insured, and indigent patients may lose access to medical services.

§ The only other hospital located in the Antelope Valley, Palmdale Regional Medical Center, is a private for-profit hospital owned by Universal Health Services. Its ER is not a trauma center.²⁴

- Harbor-UCLA Medical Center

§ Closure of this County administered hospital would have a major impact to the local community, Torrance and nearby areas as well as losing a vital ER Trauma Center. Committee members interviewed a County health official who stated that funding for Harbor-UCLA would require closing surrounding County Urgent Care facilities.

II. Federal Government Plans for Reducing National Health Care Funding

The federal government's plans for reducing national health care funding will result in more individuals becoming uninsured or under-insured, thereby adding financial strain on healthcare systems.

- Thanks to the Affordable Care Act (ACA), 90% of Americans now have some form of health insurance.²⁵ However, the ACA continues to face legal challenges, and this fall, the Supreme Court will hear more arguments about dismantling some or all of the ACA.²⁶
- When people are not insured through the Affordable Care Act or Medicaid, and require emergency treatment, hospitals accrue unrecoverable costs.²⁷

²² *ibid*

²³ *ibid*

²⁴ https://www.avpress.com/news/voters-defeating-hospital-measure/article_7f15ceec-5eab-11ea-885e-27c3f6d39232.html (accessed 4/2/2020)

²⁵ <https://www.apha.org/news-and-media/news-releases/apha-news-releases/2020/aca-repeal-would-devastate> (accessed 5/1/2020)

²⁶ *ibid*

²⁷ <https://insight.kellogg.northwestern.edu/article/who-bears-the-cost-of-the-uninsured-nonprofit-hospitals> (accessed 5/31/2020)

III. Population Growth

Due to the expected population growth in the County over the next 10 years this will have an enormous consequence on hospitals, ERs and trauma centers in the County.

- Although the County's population growth rate is slowing down,²⁸ experts point to the country's most populous county reaching a figure of more than 11 million people within the next 20 years.²⁹
- California's 65-plus population is expected to grow by more than 65% by the mid-2030s. This continued projected rise in the senior population will result in a demand for more health care services.³⁰

IV. Housing Growth Estimates

As the County addresses its housing shortage by approving more new housing, the increase in population will further impact healthcare needs.

- While Los Angeles County has 26 percent of the state's population, it accounts for only 20.5 percent of the planned housing capacity of 567,000 housing units.³¹
- In December 2018, the County Board of Supervisors approved plans for 19,000 new homes to be built in Tejon Ranch. The development, known as the Centennial project, will be located at the northwest corner of the County's boundaries.³²

V. Homelessness

The homeless population forecasted for the County in the coming years is daunting. The 2019 homeless population count is 58,936, according to LAHSA. This count is a 10.7% increase over the 2018 count.³³

The increasing growth, in the County, of homeless population has a significant negative financial effect on most hospital ERs and trauma centers, according to interviews with hospital executives this Committee interviewed. ERs are the primary source for medical treatment for this population.³⁴ This population is

²⁸ <https://www.latimes.com/california/story/2019-12-21/california-population-continues-to-decline-with-state-emigration-a-major-factor> (accessed 5/31/2020)

²⁹ <https://www.businesswire.com/news/home/20171103005660/en/L.A.-County-Population-Projected-Surpass-11-Million> (accessed 5/31/2020)

³⁰ <https://www.mercurynews.com/2019/05/27/californias-growing-senior-population-by-the-numbers/> (accessed 6/1/2020)

³¹ <https://www.lewis.ucla.edu/2019/02/28/not-nearly-enough-california-lacks-capacity-to-meet-lofty-housing-goals/> (accessed 6/1/2020)

³² <https://www.latimes.com/local/lanow/la-me-ln-tejon-ranch-decision-20181211-story.html> (accessed 1/13/20)

³³ Los Angeles Almanac "Homelessness in Los Angeles County 2019", <http://laalmanac.com/social/so14.php> (accessed 3/12/20)

³⁴ <https://www.centerforhealthjournalism.org/fellowships/projects/jwch-gives-la-hospitals-place-send-homeless> (accessed 6/1/2020)

generally uninsured, underinsured, or uninsurable.³⁵ Thus, treating hospital ERs expend considerable costs with little to no County reimbursement. These conditions prevailed prior to the current COVID-19 pandemic situation.³⁶ Currently there is no direct procedure path for the required reimbursement to hospitals, other than Measure B funding source to hospital trauma center Emergency Rooms (ERs), according to hospital executives interviewed by this Committee.

VI. Hospitals and Healthcare

The County is composed of 88 cities, 140 unincorporated areas,³⁷ with a population in 2020 of 10,150,558³⁸ covering over 4,000 square miles.³⁹ Within this area there are 75 hospitals with ERs.⁴⁰ In 2012, the hospitals in the County had over 2.6 million visits in their ERs while in 2018 the same hospitals had over 3.2 million, a 23% increase. Below are the individual results of the ten hospitals comparing 2012 vs 2017, and 2017 vs 2018.⁴¹

**BUSIEST EMERGENCY DEPARTMENTS IN LOS ANGELES COUNTY
NUMBER OF REPORTED VISITS, 2012, 2017 & 2018**

HOSPITAL	2012	Diff 2012 vs 2017		Diff 2017 vs 2018	
		2017	%	2018	%
*LA County+USC Medical Center	167,773	150,991	-11.11%	154,668	2.44%
Antelope Valley Hospital	106,521	110,665	3.74%	131,726	19.03%
Memorial Long Beach Medical Cente	88,723	108,467	18.20%	108,995	0.49%
Kaiser Foundation Hospital-Downey	93,939	98,025	4.17%	108,048	10.22%
Providence Holy Cross Medical Cent	85,000	106,900	20.49%	104,406	-2.33%
Martin Luther King, Jr. Comm. Hosp	**0	75,323	100.00%	98,826	31.20%
Pomona Valley Hospital Medical Cen	82,427	95,638	13.81%	95,401	-0.25%
*LAC Harbor/UCLA Medical Center	85,655	89,675	4.48%	94,460	5.34%
Cedars Sinai Medical Center	87,053	91,246	4.60%	90,528	-0.79%
Children's Hospital of Los Angeles	66,785	91,081	26.68%	90,419	-0.73%
Totals	863,876	1,018,011	15.14%	1,077,477	5.84%

* Indicates County Hospitals

** Martin Luther King, Jr. Hospital Closed in 2012

- This chart information was supplied from data submitted by the Los Angeles County Department of Health Services

³⁵ <https://insight.kellogg.northwestern.edu/article/who-bears-the-cost-of-the-uninsured-nonprofit-hospitals> (accessed 6/1/2020)

³⁶ <https://californiahealthline.org/news/california-hospitals-see-massive-surge-in-homeless-patients/> (accessed 6/1/2020)

³⁷ <https://lacounty.gov/government/geography-statistics/cities-and-communities> (accessed 6/1/2020)

³⁸ Worldpopulationreview.com/us-counties/ca (accessed 6/1/2020)

³⁹ <https://lacounty.gov/government/geography-statistics/cities-and-communities> (accessed 6/1/2020)

⁴⁰ <http://www.laalmanac.com/health/he02.php> (accessed 6/1/2020)

⁴¹ <http://www.laalmanac.com/health/he02c.php> (accessed 6/1/2020)

1. Hospital Network

An understanding of the current hospital network system is necessary before addressing the need for the system to grow to meet population demands.

The current organization is composed of 75 hospitals with ERs, and 16 hospitals with ER trauma centers. Trauma center ERs serve patients that require immediate attention, with patients delivered via ambulance or helicopter.⁴² Of the 16 Trauma Center ERs within the County, 13 of them are private (Appendix 3). In addition, outpatient clinics, which have no overnight stay facilities, are operated by the County or private entities. In an interview with this Committee, a hospital official told us that there are too few psychiatric hospital facilities.

2. Trauma Centers

Currently, Measure B funds are distributed to Trauma Centers unequally⁴³:

Distribution of Measure B Funds to Trauma Centers FY Ending 6/30/2018		
County Trauma Medical Center	Measure B Funds	TOTAL
LAC + USC	\$124,243,000	
UCLA Harbor	\$ 55,386,000	
UCLA Olive View	\$ 28,893,000	
		\$208,522,000
13 Non-County Trauma Centers	\$ 89,278,410	\$ 89,278,410
		\$ 297,800,410

The bulk of Measure B funds are divided among the County-administered trauma center hospitals, with any remaining funds open to a request process as outlined in Appendix 5.

3. EMS

The County’s Department of Emergency Medical Services Agency (EMS), has been in operation for over 51 years, with recognized guidelines that all County, City Fire Departments, and independent ambulance Emergency Medical Technicians (EMTs) must follow.⁴⁴

⁴² Los Angeles County Trauma Center Directory = TraumaAll_82417 (accessed 6/1/2020)

⁴³ <http://auditor.lacounty.gov/wp-content/uploads/2018/12/FY1718-Measure-B-Special-Tax-Revenue-Fund-for-Trauma-Centers-Emergency-Medical-Services-and-Bioterrorism-Response.pdf> (accessed 6/16/2020)

⁴⁴ http://dhs.lacounty.gov/wps/portal/dhs/ems/measure_B_Advisory_board_committee_January_10_2018-meeting (accessed 6/1/2020)

In 2018, the Board of Supervisors created a commission composed of approximately 19 healthcare representatives called the Measure B Advisory Board (MBAB).⁴⁵ The MBAB provides overall operational and medical leadership and management for the EMS. They oversee the distribution of funds to County, public, and private hospitals with trauma centers.⁴⁶

In an interview with members of this Committee, a Los Angeles County Fire Department (LACFD) senior manager stated that over 80% of LACFD paramedic ambulance calls are transportation calls for non-life-threatening issues. Once the ambulance arrives at a hospital, the patient is evaluated for emergency inpatient care, or outpatient care. If they are accepted for inpatient care, only then is the ambulance released for additional calls. If the patient is in need of mental health or drug-related services, the ambulance will transport the patient to an appropriate facility. The ambulance is then released for further calls. A new system for LACFD is being tested to create a line of communication using iPads between the paramedics and the emergency room doctors. If successful, the paramedics can assess the patient's needs in the field, and work with an emergency room doctor on appropriate next steps.⁴⁷

Within the EMS, a relatively new unit was developed in 2015 to ensure that data management is well-coordinated, comprehensive, and allows for system analysis. This new unit will ensure that data elements collected, and the associated definitions will be standardized across all databases among EMS providers and hospitals.⁴⁸

The Committee commends the actions above by LACFD and EMS to streamline operations, which can help to reduce the impact on the emergency care network in the County.

4. Seismic Compliance

The California Seismic Safety Commission reported that “California faces a growing seismic risk from the aging, vulnerable hospital infrastructure. This growing risk is attributable to the State’s rapidly expanding population, the continuing decline in the number of emergency rooms, a greater percentage of non-ambulatory patients in the total hospital population, and fewer hospital beds. These trends contribute to increased reliance on outpatient clinics that may not be designed or equipped to provide emergency services.”⁴⁹

The Alquist Hospital Facilities Seismic Safety Act (Hospital Act) was enacted in 1973 in response to the moderate Magnitude 6.6 Sylmar Earthquake in 1971. Four major hospital campuses were severely damaged and evacuated; two hospital buildings

⁴⁵ http://file.lacounty.gov/SDSinter/dhs/1050881_MABA012819.pdf (accessed 6/1/2020)

⁴⁶ *ibid*

⁴⁷ Per Committee interview with LAFD Official (accessed 6/1/2020)

⁴⁸ Emergency Medical Services Agency 2018 EMS Systems Report (accessed 6/1/2020)

⁴⁹ <https://ssc.ca.gov/serp.html?q=1971%2BEarthquake+hospitals> pg 2 (accessed 6/1/2020)

collapsed, killing 47 people, and three people were killed in another hospital that nearly collapsed.⁵⁰

“When the Hospital Act was passed in 1973, the State anticipated that, based on the regular and timely replacement of aging hospital facilities, the majority of hospital buildings would be in compliance with the Act’s standards within 25 years. However, hospital buildings were not, and are not, being replaced at the anticipated rate. In fact, the majority of the State’s urgent-care facilities are now more than 40 years old.”⁵¹

Hospitals in the state are monitored by the California Office of Statewide Health Planning and Development (OSHPD), which is the leader in collecting data and disseminating information about California’s healthcare infrastructure. OSHPD also monitors the construction, renovation, and seismic safety of hospitals and skilled nursing facilities.⁵² It, additionally, provides loan insurance to assist the capital needs of California’s not-for-profit healthcare facilities.

OSHPD assigns a rating to all hospitals under the Structural Performance Category (SPC).⁵³ SPC rating range from 1 to 5 with SPC-1 assigned to buildings that may be at risk of collapse during a strong earthquake and SPC-5 assigned to buildings reasonably capable of providing services to the public following a strong earthquake.

From the OSHPD “New Seismic Category for Hospitals”⁵⁴:

SPC 1 – State law requires all SPC 1 buildings to be removed from providing general acute care services by 2020.

SPC 2 – State law requires all SPC 2 buildings to be removed from providing general acute care services or be brought up to code by 2030 unless they meet OSHPD standards.

SPC 3 - State law requires all SPC 3 buildings to meet OSHPD to be removed from providing general acute care services by 2030.

SPC 4 – State law on all SPC 4 building be in compliance with the Hospital Act. Buildings in this category will have been constructed or reconstructed under a building permit obtained through OSHPD. These buildings may be used to January 1, 2030 and beyond.

SPC 5 – State law on all SPC 5 buildings must be in compliance with the structural provisions of the Hospital Act and have been constructed or reconstructed under an OSHPD permit. These buildings may be used without restriction to January 1, 2030, and beyond.⁵⁵

⁵⁰ *ibid*

⁵¹ *ibid*

⁵² <https://ssc.ca.gov/serp.html?q=1971%2BEarthquake+hospitals> pg. 3 (accessed 6/1/2020)

⁵³ <https://data.chhs.ca.gov/organization/about/office-of-statewide-health-planning-development> (accessed 6/1/2020)

⁵⁴ https://www.calhospital.org/sites/main/files/file-attachments/oshpd_spc-4d_flyer.pdf?1497561307 (accessed 6/1/2020)

⁵⁵ https://www.calhospital.org/sites/main/files/file-attachments/oshpd_spc-4d_flyer.pdf?1497561307 (accessed 6/1/2020)

The chart below shows the statistics of the top 10 counties within the State with hospitals at risk of seismic damage.⁵⁶ Los Angeles County has the highest number of SPC 1 & SPC 2 hospital buildings in the State.⁵⁷

Los Angeles County Hospital Retro-Fit/Seismic Analysis (as of 6/13/2020)								
HOSPITALS by County	# Hospitals	# Hospital Bldg.	Hospital Bldg. SPC 1	%	Hospital Bldg. SPC 2	%	Totals SPC 1 & SPC 2	%
Los Angeles County	94	693	57	8.2%	166	24.0%	223	32.2%
San Diego County	25	254	0	0.0%	68	26.8%	68	26.8%
Orange County	35	246	3	1.2%	57	23.2%	60	24.4%
San Bernardino County	24	196	6	3.1%	36	18.4%	42	21.4%
Riverside County	20	138	2	1.4%	25	18.1%	27	19.6%
Santa Clara County	14	120	16	13.3%	19	15.8%	35	29.2%
Alameda County	17	108	10	9.3%	28	25.9%	38	35.2%
San Joaquin County	8	91	2	2.2%	16	17.6%	18	19.8%
Kern County	13	95	1	1.1%	22	23.2%	23	24.2%
Ventura County	10	88	10	11.4%	7	8.0%	17	19.3%

In reviewing the data for Seismic Analysis of Los Angeles County Hospitals it reflects that of the 94 Hospitals, in Los Angeles County, having over 693 buildings there are 57 Hospital buildings or 8.2% with a SPC 1 rating. Additionally, there are another 166 buildings with a SPC 2 rating.⁵⁸ Some hospitals in California have been forced to close due to its inability to cover the costs of new construction or seismic retrofit. Other hospitals may face the same fate.⁵⁹ The question that arises is how the Los Angeles County Hospital network picks up the patient slack that the added closings might bring.⁶⁰

Added to this is the fact “for retrofits of existing hospitals, the costs associated with disruption and losses in productivity can often be greater than the direct construction costs for the seismic improvements”⁶¹ (Appendix 2)

⁵⁶ http://www.hospitalseguro.cl/documentos/california_hospital_rating.pdf (accessed 6/1/2020)

⁵⁷ <https://data.chhs.ca.gov/dataset/seismic-ratings-and-collapse-probabilities-of-california-hospitals> (accessed 6/1/2020)

⁵⁸ <https://data.chhs.ca.gov/dataset/seismic-compliance-data-by-county-for-general-acute-care-hospitals/resource/f988c3b3-0520-473c-a633-97c26d55405c> , Page 2 (accessed 6/12/2020)

⁵⁹ <https://www.aamc.org/news-insights/hospitals-shaky-ground-meeting-challenge-seismic-safety> , Small Hospitals face a bigger challenge (accessed 6/1/2020)

⁶⁰ <https://www.healthcarefinancenews.com/news/hospitals-close-under-strain-california-seismic-requirements>, Page 5 (accessed 6/1/2020)

⁶¹ https://ssc.ca.gov/forms_pubs/hosp_seismic_sfty.pdf, Page 5 - November 2001 (accessed 12/9/2019)

5. Affordable Care Act

Patient care is always the top priority for hospitals and their ERs. The Affordable Care Act raises the stakes via its “pay for performance” provisions that reward health care providers for delivering high quality care and penalizing those that fall short.⁶² Through the Hospital Value-Based Purchase Program,⁶³ Medicare pays hospitals according to how well they perform on a set of clinical quality measures, such as readmission rates. Hospitals with higher-than-expected readmissions have already been penalized millions of dollars by Medicare.⁶⁴

Expanded health insurance coverage through the Affordable Care Act (ACA) is having a major impact on many of the nation’s hospitals through increases in the demand for care, increased patient revenues, and lower uncompensated care costs for the uninsured. In anticipation of higher revenues from patient care, the ACA calls for reductions in Medicaid Disproportionate Share Hospital (DSH) payments that support hospitals that serve a large number of Medicaid and uninsured patients to help cover the costs of uncompensated care.⁶⁵

DSH cuts were scheduled to begin in 2014 but were delayed to FY2018. While many people are focusing on how these changes affect public hospitals and large urban safety net systems, many not-for-profit hospitals that have a strong tradition and a mission of caring for underserved populations also may be affected.⁶⁶

Adding to this analysis is the impact delivered to hospitals through Medicare. The Centers for Medicare & Medicaid Services (CMS), the federal agency that runs Medicare, is changing the way Medicare pays for hospital care by rewarding hospitals for delivering services of higher quality and higher value. The Affordable Care Act authorizes Medicare to reduce payments to acute care hospitals with excess readmissions that are paid under CMS’s inpatient Prospective Payment System (IPPS).⁶⁷

⁶² <https://www.ced.org/blog/entry/top-healthcare-stories-for-2016-pay-for-performance> (accessed 2/11/2020)

⁶³ https://www.cms.gov/Outreach-and-Education/Medicare-Learning-Network-MLN/MLNProducts/downloads/Hospital_VBPurchasing_Fact_Sheet_ICN907664.pdf, September 2017, (accessed 2/11/2020)

⁶⁴ <https://khn.org/news/more-than-half-of-hospitals-to-be-penalized-for-excess-readmissions/> (accessed 6/15/2020)

⁶⁵ <https://www.kff.org/health-reform/issue-brief/how-are-hospitals-faring-under-the-affordable-care-act-early-experiences-from-ascension-health/> (accessed 6/15/2020)

⁶⁶ *ibid*

⁶⁷ [Medicare.gov/Hospital Compare](https://www.Medicare.gov/Hospital-Compare) (accessed 6/13/2020)

RECOMMENDATIONS

- 9.1 The Board of Supervisors, Department of Public Health, and Department of Health Services should undertake a complete review of current hospitals' (County, Public, and Private) ability to meet SCAG's County growth projections for the upcoming 20 years.
- 9.2 The Board of Supervisors and the Department of Health Services should assess how Measure B funds are being distributed, and look into whether Measure B, or any other funds, can be used to assist hospitals to upgrade infrastructure to meet seismic standards.⁶⁸ (Appendix 5)
- 9.3 The Board of Supervisors, EMS, and the Department of Health Services should consider the COVID-19 pandemic, and ensure sufficient funding such that all medical facilities within the County have adequate supplies (masks, hand sanitizer, ICU ventilators, etc.) for any future crises.
- 9.4 This Committee recommends that the Board of Supervisors, EMS, DHS and the Department of Public Health provide a report specifically outlining how Measure B funds are being used to update the Bioterrorism Preparedness Plan so that the County will always have enough medical equipment on hand to deal with global emergencies.
- 9.5 This Committee recommends that the County Measure B Advisory Board add a member position in order to have a representative from one of the 13 non-County hospitals, preferably the Chief Financial Officer from one of those hospitals. (Appendix 4)
- 9.6 The Board of Supervisors should disclose hospital risk to the public; appropriate disclosure should be displayed at primary entrances of SPC-1⁶⁹ building to inform the public and hospital staff about the earthquake risks posed by each building.
- 9.7 The Board of Supervisors should develop a 10-year business plan for replacing hospital buildings closed due to the 2020 SPC-1 seismic retrofit mandate.

⁶⁸ Auditor.lacounty.gov/wp-content/uploads/2018/12/FY1718-Measure-B-Tax-Revenue-Fund-for-Trauma-Centers-Emergency-Medical-Services-and-Bioterrorism-Response.pdf (accessed 6/1/2020)

⁶⁹ Under regulations developed by the Office of Statewide Health Planning and Development, SPC-1 is a classification ("Structural Performance Category 1") that designates hospital buildings that are most vulnerable to collapse after an earthquake. (accessed 6/1/2020)

REQUIRED RESPONSES

Responses are required from:

Recommendations	Responding Agency
9.1, 9.2, 9.3, 9.4, 9.5, 9.6, 9.7	Board of Supervisors
9.1, 9.2, 9.3, 9.4, 9.5, 9.6, 9.7	Department of Health Services
9.1, 9.3, 9.4	Department of Public Health
9.1, 9.3, 9.4	EMS

ACRONYMS

ACRONYMS	DEFINITION
ACA	Affordable Care Act
CARB	California Air Resources Board
CDA	California Department of Aging
CDHCD	California Department of Housing and Community Development
CMS	Center for Medicare and Medicaid Services
COUNTY	County of Los Angeles
DSH	Disproportionate Share Hospital
EMS	Emergency Medical Services
EMT	Emergency Medical Technicians
ER	Emergency Rooms
LACFD	Los Angeles County Fire Department
LAHSA	Los Angeles Homeless Services Authority
MPO	Metropolitan Planning Organizations
OSHPD	Office of Statewide Health, Planning and Development
RHNA	Regional Housing Needs Assessment
SCAG	Southern California Association of Governments
SCS	Sustainable Communities Strategy

COMMITTEE MEMBERS

Jean Holden, Co-Chair
Larry Sullivan, Co-Chair
Hind Baki
Gordon Jefferson
Heather Preimesberger
Irene Shandell-Taylor
Jenalea Smith

Appendix 1⁷⁰

SCAG Summary File by Households

	2020 HH20	2030 HH30		2020 HH20	2030 HH30
	House Hold Forecast	House Hold Forecast		House Hold Forecast	House Hold Forecast
<u>Alhambra</u>	<u>30304</u>	<u>31070</u>	<u>Santa Fe Springs</u>	<u>5546</u>	<u>6147</u>
<u>Arcadia</u>	<u>20219</u>	<u>21128</u>	<u>Signal Hill</u>	<u>4350</u>	<u>4558</u>
<u>Bradbury</u>	<u>371</u>	<u>390</u>	<u>Torrance</u>	<u>55862</u>	<u>56408</u>
<u>Burbank</u>	<u>42764</u>	<u>45219</u>	<u>Whittier</u>	<u>30472</u>	<u>31661</u>
<u>Covina</u>	<u>16052</u>	<u>16452</u>	<u>Agoura Hills</u>	<u>7496</u>	<u>7656</u>
<u>Durate</u>	<u>7460</u>	<u>7713</u>	<u>Beverly Hills</u>	<u>14979</u>	<u>15216</u>
<u>Glendale</u>	<u>75577</u>	<u>78349</u>	<u>Calabasis</u>	<u>9008</u>	<u>9184</u>
<u>Glendora</u>	<u>17907</u>	<u>18474</u>	<u>Hidden Hills</u>	<u>605</u>	<u>629</u>
<u>La Canada</u>	<u>6859</u>	<u>7004</u>	<u>Malibu</u>	<u>5236</u>	<u>5287</u>
<u>La Verne</u>	<u>11754</u>	<u>12008</u>	<u>San Fernando</u>	<u>6197</u>	<u>6638</u>
<u>Lancaster</u>	<u>50498</u>	<u>59418</u>	<u>Santa Monica</u>	<u>48628</u>	<u>49975</u>
<u>Monrovia</u>	<u>14900</u>	<u>15601</u>	<u>West Hollywood</u>	<u>27580</u>	<u>28330</u>
<u>Palmdale</u>	<u>45820</u>	<u>53046</u>	<u>Westlake Village</u>	<u>3283</u>	<u>3374</u>
<u>Pasadena</u>	<u>57819</u>	<u>61083</u>	<u>Carson</u>	<u>26298</u>	<u>28166</u>
<u>San Dimas</u>	<u>12163</u>	<u>12218</u>	<u>Compton</u>	<u>23682</u>	<u>24081</u>
<u>San Gabriel</u>	<u>12992</u>	<u>14131</u>	<u>Culver City</u>	<u>17146</u>	<u>17505</u>
<u>San Marino</u>	<u>4367</u>	<u>4384</u>	<u>Gardena</u>	<u>21333</u>	<u>22414</u>
<u>Santa Clarita</u>	<u>78378</u>	<u>87662</u>	<u>Hawthorne</u>	<u>29911</u>	<u>30839</u>
<u>Sierra Madre</u>	<u>4821</u>	<u>4851</u>	<u>Inglewood</u>	<u>40578</u>	<u>43738</u>
<u>So. Pasadena</u>	<u>10517</u>	<u>10831</u>	<u>Lawndale</u>	<u>9833</u>	<u>9987</u>
<u>Temple City</u>	<u>11903</u>	<u>13284</u>	<u>Lynwood</u>	<u>15042</u>	<u>15685</u>
<u>Artesia</u>	<u>4620</u>	<u>4784</u>	<u>Azusa</u>	<u>13832</u>	<u>14889</u>
<u>Avalon</u>	<u>1455</u>	<u>1484</u>	<u>Baldwin Park</u>	<u>17311</u>	<u>18161</u>
<u>Bellflower</u>	<u>23269</u>	<u>23306</u>	<u>Bell</u>	<u>8994</u>	<u>9093</u>
<u>Cerritos</u>	<u>15467</u>	<u>15507</u>	<u>Bell Gardens</u>	<u>9731</u>	<u>9931</u>
<u>Diamond Bar</u>	<u>19389</u>	<u>20579</u>	<u>Claremont</u>	<u>12127</u>	<u>12803</u>
<u>Downey</u>	<u>32840</u>	<u>33327</u>	<u>Commerce</u>	<u>3447</u>	<u>3545</u>
<u>El Segundo</u>	<u>7077</u>	<u>7180</u>	<u>Cudahy</u>	<u>5701</u>	<u>5870</u>
<u>Hawaiian Gardens</u>	<u>3692</u>	<u>3820</u>	<u>El Monte</u>	<u>28172</u>	<u>31145</u>
<u>Hermosa Beach</u>	<u>9565</u>	<u>9694</u>	<u>Huntington Park</u>	<u>14986</u>	<u>15651</u>
<u>La Habra Heights</u>	<u>1849</u>	<u>1916</u>	<u>Industry</u>	<u>64</u>	<u>64</u>
<u>Lakewood</u>	<u>26446</u>	<u>27456</u>	<u>Irwindale</u>	<u>406</u>	<u>472</u>
<u>Lomita</u>	<u>8072</u>	<u>8258</u>	<u>La Puente</u>	<u>9563</u>	<u>9716</u>
<u>Long Beach</u>	<u>172680</u>	<u>182872</u>	<u>Maywood</u>	<u>6628</u>	<u>6773</u>
<u>Manhattan Beach</u>	<u>13911</u>	<u>13948</u>	<u>Montebello</u>	<u>19418</u>	<u>20231</u>
<u>Norwalk</u>	<u>26812</u>	<u>26977</u>	<u>Monterey Park</u>	<u>20370</u>	<u>21149</u>
<u>Palos Verdes</u>	<u>5089</u>	<u>5169</u>	<u>Pico Rivera</u>	<u>16778</u>	<u>17526</u>
<u>Paramount</u>	<u>14179</u>	<u>14311</u>	<u>Pomona</u>	<u>40973</u>	<u>46124</u>
<u>Rancho Palos Verdes</u>	<u>15753</u>	<u>15781</u>	<u>Rosemead</u>	<u>14462</u>	<u>15342</u>
<u>Redondo Beach</u>	<u>29410</u>	<u>30057</u>	<u>So. El Monte</u>	<u>4743</u>	<u>4999</u>
<u>Rolling Hills</u>	<u>682</u>	<u>704</u>	<u>South Gate</u>	<u>23992</u>	<u>24621</u>
<u>Rolling Hills Estates</u>	<u>2949</u>	<u>3040</u>	<u>Vernon</u>	<u>76</u>	<u>76</u>

⁷⁰ The data in Appendix 1 was compiled by the Committee from the following sources:
 SCAG_RHNA_Methodologyworksheet_110819_adopted (accessed from November 2019 thru February 2020)

Appendix 1-A⁷¹

SCAG Summary File by Households

	<u>2020</u> <u>HH20</u>	<u>2030</u> <u>HH30</u>
	<u>House Hold</u> <u>Forecast</u>	<u>House Hold</u> <u>Forecast</u>
<u>Walnut</u>	<u>8796</u>	<u>8946</u>
<u>West Covina</u>	<u>32913</u>	<u>33203</u>
<u>LA City</u>	<u>1431326</u>	<u>1578496</u>
<u>La Mirada</u>	<u>14985</u>	<u>15525</u>
<u>Unincorporated</u>	<u>335592</u>	<u>383057</u>
<u>Totals</u>	<u>3469122</u>	<u>3751402</u> <u>8.10%</u>

⁷¹ ibid

Appendix 2⁷²

SEISMIC BY COUNTY HOSPITAL SPC'S 1 & 2

*Master chart for all hospitals from June 8, 2020
by county, by facility name, by building name, by building status, by SPC rating.*

	SPC #		SPC #
Adventist Health Glendale		Children's Hospital Los Angeles	
D & T / D & T Plant	2	Duque Building	2
Rehabilitation Wing	2	McAllister Building	2
TCU	2	Coast Plaza Hospital	
Adventist Health White Mem.		Original Building	2
East Building	2	Telephone Equipment Bldg.	2
Alhambra Hospital Med Cntr		College Medical Center	
Hospital	2	Assembly	2
Antelope Valley Hospital		Engineering	2
Cobalt Addition	2	North and East Wings	2
Dining Room Addition	2	South Wing	2
East Wing Addition	1	Community Hospital Long Beach	
Original Hospital	1	1964 Addition No. 2	1
Beverly Hospital		2/2A 1957 Addition	1
Acct & Resp Therapy (IV)	2	8/8A Elect Vault Bldg	1
Home Health (II) Nursing & Lab	2	Auditorium Addition	1
Main Building North (Block VI)	2	Emergency Generator Building	1
Main/Utility/Tower (Block VI)	2	Hatfield Building	1
Nursing Admin (Block III)	2	HVAC Equip. Bldg	1
Service Bldg. & Add (Block I)	2	Maint. & Loading Dock Canopy	1
California Hospital Medical Center - LA		North & '64 Addition	1
1963 Central Plant	2	Comm Hospital Huntington Park	
1964 Tower	1	Main Hospital	2
		East Los Angeles Doctors Hospital	
1969 Central Plant	2	Original Building	2
D & T Building	2	South Addition	2
California Rehabilitation Institute,		Emanate Health Foothill Presbyterian Hosp.	
Central Plant Expansion 3	2	Original Building	2
Main Hospital	2	Emanate Health Inter-Community Hosp.	
Trigen Central Plant	2	CCU Addition	2
Catalina Island Medical Cntr		East Wing Addition	2
Original Building	2	Generator Building	2
Cedars-Sinai Marina Del Rey Hospital		Lobby Addition	2
Original Building	2	Original Building	2
Cedars-Sinai Medical Center		Psychiatric Wing Addition	2
Main Medical Center	2	West Wing Addition	2
Centinela Hospital Medical Cntr		Emanate Health Queen Of The Valley Hosp.	
Central Plant Addition	2	1968 West Wing Addition	2
Dietary Storage	2	Main Building	2
East Wing	2	MRI / CT Building	2
Engineering	2	South Wing Addition	2
North Wing/Day Surgery	2		
Nursery Addition	2		
West Tower	2		
West Wing/ER Addition	2		

⁷² The data in Appendix 2 was compiled by the Committee from the following sources:
<https://data.chhs.ca.gov/dataset/seismic-ratings-and-collapse-probabilities-of-california-hospitals/resource/8f804127-40f0-4b25-b303-982956c19b73> (accessed 6/14/2020)

Appendix 2-A

SEISMIC BY COUNTY HOSPITAL SPC'S 1 & 2

	<u>SPC #</u>		<u>SPC #</u>
Encino Hospital Medical Cntr		Los Angeles Comm Hosp at Bellflower	
Main Tower/Basement/Mech Bldg.	2	Bellflower Medical Cntr - Bldg. 1	2
North Wing	2	Bellflower Medical Cntr - Bldg. 1 - North	2
West Wing	2	Bellflower Medical Cntr - Bldg. 1 - South	2
Gardens Regional Hospital & Medical Cntr		Bellflower Medical Cntr - Bldg. 2	2
Main Hospital Building	2	Memorial Hospital of Gardena	
Garfield Medical Center		Hospital	1
Emergency Wing	2	Memorial Care Long Beach Med Cntr	
Main Hospital	2	03 - Memorial West - Nursing Unit	2
Nursery/Post-Partum	2	1A -1K Main Tower & Additions	2
Glendale Memorial Hosp and Health Cntr		2A-2C- Central Plant & Additions	2
Juncture Building	1	4A 4B- Memorial West - Rehab Unit	2
Patient Tower	2	5 - X-Ray Addition	2
South Tower	1	Methodist Hospital of So. California	
Good Samaritan Hospital		East Wing	1
1927 Building	1	Main Hospital	2
1953 Building	1	West Wing	1
Greater El Monte Community Hospital		Mission Community Hospital	
Main Hospital/Radiology Addition	2	Building A - Tower	1
Hollywood Presbyterian Medical Cntr		Building C - Emergency Department B	2
D & T Tower	1	Monterey Park Hospital	
Kitchen Addition	1	Original Building	2
North Wing	1	Northridge Hospital Medical Cntr	
South Wing	1	F Tower - Main Tower	2
Huntington Memorial Hospital		G Tower	2
1921 Building	1	Norwalk Community Hospital	
1938 Building	1	1956 Storage Building	2
Service Building	1	Boiler Room	2
Wingate / Hahn Building	1	Engineering Building	2
Kaiser Foundation Hosp-West LA		Original Building	2
Center Tower	2	Olympia Medical Center	
Kindred Hospital Baldwin Park		East Wing & Additions	1
ICU Addition	2	Pavilion / Addition	2
Main Hospital	2	West Wing & Additions	2
Main Hospital Addition	2	Pacifica Hospital of the Valley	
LAC/Harbor-UCLA Medical Center		Building 1	1
Main Hospital Bldg. - FCLC	2	Building 2	1
Main Hospital Bldg. - North Wing	2	Building 3	1
Main Hospital Bldg. - Patient Tower	2	Cafeteria	2
Main Hospital Bldg. - South Wing	2	Central Plant	2
Lakewood Regional Medical Cntr		PIH Health Hospital - Downey	
Main Hospital	2	Original Mechanical Area	1
Los Angeles Community Hospital		Original Nursing Tower	1
1st and 2nd Story Addition	1	Original Surgery and Lab Building	2
Dietary Addition	2	PIH Health Hospital-Whittier	
Original Building & Additions	2	1968 Generator Building	2
		Long Term Care	2
		Original Building Patient Tower	2

Appendix 2-B

SEISMIC BY COUNTY HOSPITAL SPC'S 1 & 2

	<u>SPC #</u>		<u>SPC #</u>
Pomona Valley Hospital Medical Center		St. Mary Medical Center	
1913 Building	1	Bauer Wing	2
1928 Building	1	East Wing	2
1953 Building	2	Torrance Memorial Medical Center	
1958 Building (Emergency Wing)	1	Original Central Plant	2
1958 Lobby Addition	1	Original Hospital Building	2
1961 Building	2	Original Service Building	2
1961 Dining Building	2	USC Verdugo Hills Hospital	
1963 Building - Cafeteria	2	Main Building - North Tower	2
1972 Building - ICU/Emergency	2	Main Building - South Tower	2
2013 High Canopy	2	Valley Presbyterian Hospital	
2013 Low Canopy	2	Base Building (Main Hospital)	2
2013 Vestibule	2	Service Building	2
Boiler Building	2	South Tower	2
Saint Vincent Medical Center		West Hills Hospital & Medical Center	
Central Plant / Parking Garage	2	Main Building	2
Doheny Wing	1	Whittier Hospital Medical Center	
Main Hospital	1	Addition 1	2
San Dimas Community Hospital		Addition 2	2
Main Hospital	2	Addition 3	2
San Gabriel Valley Medical Center		Original Building	2
Pavilion Building	2		
Sherman Oaks Hospital			
01 Orig Bldg Complex & 02 Addition	2		
Southern California Hospital At Culver City			
Outpatient Building & Additions	2		
Pavilion	1		
Tower	1		
<u>Providence Hospitals</u>			
Providence Holy Cross Medical Center			
		Central Plant Building	2
Providence Little Company Of Mary Med Cntr San Pedro			
		Central Wing North	2
		Central Wing South	2
		Central Wing Stair Tower	2
		Central Wing Tower	2
		Drop-Off Canopy	2
		West Wing & Entrance Canopy	2
		West Wing Elevator Tower	2
Providence Little Company of Mary Medical Center Torrance			
		Administrative Wing	2
		ER/Cardiac Wing	2
		Original Hospital	2
Providence Saint Joseph Medical Center			
		East Building	2
		South Building	2

Appendix 3⁷³

Los Angeles County Trauma Center Hospitals

County administered:

LAC Harbor / UCLA Medical Center
1000 W. Carson St. Torrance, CA 90502

LAC + USC Medical Center
1200 N. State St. Los Angeles, CA 90033

NON-County administered (private)

Antelope Valley Hospital
1600 West Avenue J
Lancaster, CA 93534

California Hospital Medical Center
1401 S. Grand Avenue
Los Angeles, CA 90015

Children's Hospital Los Angeles
4650 W. Sunset Blvd. Los Angeles, CA 90027

Cedars-Sinai Medical Center
8700 Beverly Blvd. Los Angeles, CA 90048

Providence Holy Cross Medical Center
15031 Rinaldi St. Mission Hills, CA 91345

Huntington Memorial Hospital
100 W. California Blvd. Pasadena, CA 91355

Henry Mayo Newhall Memorial Hospital
23845 Mc Bean Parkway Valencia, CA 91355

NON-county administered (private) continued

Pomona Valley Hospital Medi
1798 N. Garey Ave. Pomona,
91767

Saint Francis Medical Center
3630 E. Imperial Highway
Lynwood, CA 90262

Saint Mary Medical Center
1050 Linden Ave.
Long Beach, CA 90813

Ronald Regan UCLA Medical
Center 757 Westwood Plaza
Los Angeles, CA 90095

⁷³ The data in Appendix 3 was compiled by the Committee from the following sources:
http://file.lacounty.gov/SDSInter/dhs/1024563_TraumaAll_032817.pdf (accessed 6/14/2020)

Appendix 4⁷⁴

The Makeup of the Measure B Advisory Board (MBAB)

Listed from the Bylaws for the Los Angeles Measure B Advisory Board

Co-Chair:	Chief Executive Officer, Health and Mental Health Services
Co-Chair:	Representative from County Emergency Medical Services (EMS) Agency
Member:	County Auditor-Controller
Member:	Representative from County Department of Health
Member:	Representative from County Department of Public Health
Member:	Representative from County Fire Department
Member:	Representative of the non-county designated trauma hospitals, as appointed by the Hospital Association of Southern California
Member:	Chair (or designee) of the LA County Emergency Medical Services (EMS) Commission
Member:	Surgeon practicing at a designated trauma hospital in the county as appointed by the Southern California Chapter of the American College of Surgeons
Member:	Registered nurse practicing in an emergency department of a designated Trauma hospital in the county appointed by the California Nurses Association

⁷⁴ http://file.lacounty.gov/SDSInter/dhs/1036113_MBAB011018.pdf (accessed 6/15/2020)

Appendix 5⁷⁵

The bulk of Measure B funds are divided among the County-administered hospital trauma centers. For any Measure B funds remaining, the Measure B Advisory Board will consider additional funding requests, using the outlined procedure:

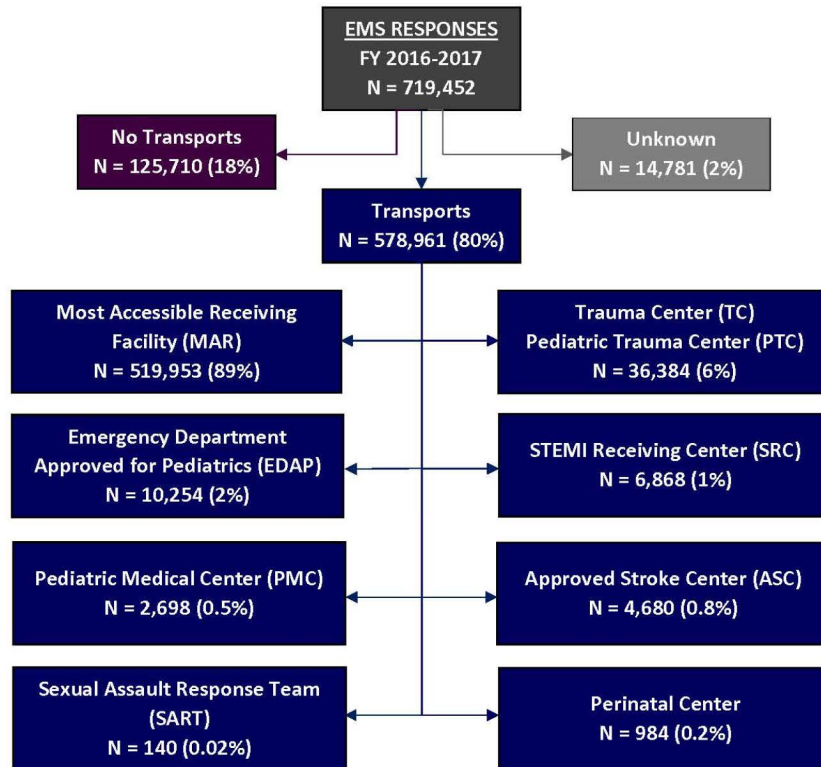
1. The MBAB and or the EMS advises the representative of the non-County administered trauma center hospitals, as appointed by the by the Hospital Association of Southern California, that the MBAB has identified available Measure B funds for consideration to be distributed for reimbursements.
NOTE: The representative of the non-County designated trauma hospitals, as appointed by the Hospital Association of Southern California, only performs as a facilitator between the MBAB and EMS organizations.
2. The representative of the non-County designated trauma hospitals prepares a Measure B funding request(s), in accordance with the procedures established at the April 10, 2018 EMS, establishing the MBAB Bylaws, process for submitting funding proposal, and the measure B funding proposal form.
3. Each requesting entity (can be any of the non-County trauma center hospitals, or any other County medical agency, County fire department, etc.) submits a Los Angeles County Measure B Funding Proposal Form.
4. All requesting entities meet with EMS to prioritize all prepared requests for reimbursement.
5. Each requesting entity attends the MBAB meeting to present their respective Measure B funding request(s).
6. During the MBAB meeting, all funding requests are prioritized, approved, or rejected.
7. The MBAB presents the prioritized funding requests to the County Board of Supervisors (BOS).
8. The BOS makes the final judgments.
9. EMS manages the actual distribution of Measure B funds in accordance with MBAB/BOS approvals.

⁷⁵ https://dhs.lacounty.gov/wps/portal/dhs/ems/measure_B_Advisory_Board_Committee_January_10,_2018_meeting (accessed 6/14/2020)

EMS Transports by Age

FY 2016-2017	Age in Years							Unk	Total	%
	< 1	1-8	9-14	15-35	36-55	56-75	>75			
EMS Responses	4,894	16,658	12,114	157,199	162,052	179,928	141,978	44,629	719,452	
Medical	4,428	12,486	7,606	111,401	129,746	153,207	120,331	42,793	581,998	81%
Trauma	466	4,172	4,508	45,798	32,306	26,721	21,647	1,836	137,454	19%
Medical										
Transported	3,631	10,016	5,838	91,835	113,351	134,855	104,471	5,392	469,389	81%
Not Transported	667	2,205	1,530	16,979	13,986	15,643	14,084	36,807	101,901	18%
Unknown	130	265	238	2,587	2,409	2,709	1,776	594	10,708	2%
Trauma										
Transported	404	3,107	3,201	34,191	25,653	22,575	19,184	1,215	109,530	80%
Not Transported	53	905	1,074	9,970	5,702	3,431	2,057	610	23,802	17%
Unknown	9	160	233	1,637	951	715	406	11	4,122	3%

EMS Transports Destinations



⁷⁶ Los Angeles County EMS System Report 2019 (accessed June 1, 2020)

In Remembrance of Those Who Walked Amongst Us



**2019-2020
Los Angeles County
Civil Grand Jury**

In Remembrance of Those Who Walked Amongst Us

In Remembrance of Those Who Walked Amongst Us

EXECUTIVE SUMMARY

The “In Remembrance of Those Who Walked Amongst Us” Committee (Committee) of the 2019-2020 Los Angeles County Civil Grand Jury (Jury) was created to investigate the Los Angeles County Department of Medical Examiner-Coroner’s Office (Medical Examiner-Coroner).

Although COVID-19 prevented the Committee from fully conducting its intended investigation, the following report is an overview of information we gathered with two recommendations for improving services.

BACKGROUND

California Government Code Section 27491 mandates that the Medical Examiner-Coroner inquire into and determine the circumstances, manner, and cause of all sudden, violent, or unusual deaths that occur in Los Angeles County (County).¹ The Medical Examiner-Coroner’s jurisdiction covers suicides, homicides, accidents, and a small number of natural deaths.² This number usually totals approximately 10,000 deaths a year in the County.³

The Medical Examiner-Coroner investigates natural deaths for which a physician cannot sign a death certificate because the cause of death is unknown, or the decedent has not seen a physician or a registered nurse 20 days prior to death.⁴ In cases of death where the decedent dies in a hospital, or a physician signs the death certificate, the body is sent to a mortuary.⁵

The Medical Examiner-Coroner’s Office responds to scenes of death 24-hours-a-day, 7-days-a-week, regardless of the location in the County.⁶ The Medical Examiner-Coroner’s staff transports, processes, examines, stores, and releases bodies that are under its jurisdiction.⁷ The Medical Examiner-Coroner has a Forensic Sciences Laboratories Division and uses investigators, forensic pathologists, laboratory technicians, and toxicologists to conduct its investigations.⁸

The Medical Examiner-Coroner’s Office works with the Office of Decedent Affairs (ODA). ODA falls under LAC+USC Medical Center, which is under the Department

¹ https://california.public.law/codes/ca_gov't_code_section_27491 (accessed 12/1/2019)

² Per telephone interview with Medical Examiner-Coroner representative on 6/16/2020

³ Per meeting with Medical Examiner-Coroner’s representatives on 8/28/19

⁴ https://california.public.law/codes/ca_gov't_code_section_27491 (accessed 12/1/2019)

⁵ Per telephone interview with Medical Examiner-Coroner’s representative on 6/16/2020

⁶ <https://mec.lacounty.gov/forensic-labs/> (accessed 6/12/2020)

⁷ Per telephone interview with Medical Examiner-Coroner’s representative on 6/16/2020

⁸ <https://mec.lacounty.gov/forensic-labs/> (accessed 6/12/2020)

of Health Services (DHS).⁹ The County handles the remains of decedents who are unclaimed, indigent, and/or unidentified.¹⁰ They are taken to the County Morgue.¹¹ ODA works with the County Public Administrator's Office (PAO),¹² which is a branch of the County Department of Treasurer and Tax Collector.¹³ The PAO reviews, investigates, and tries to find family members of the unclaimed decedents. When PAO cannot find a family member to claim the decedent's body, it closes the case and authorizes ODA to cremate the unclaimed body.¹⁴ ODA personnel cremate the County's dead, depending on the circumstances surrounding a particular death.¹⁵

From the latest statistics (2015-2017), the County has about 60,000 deaths every year¹⁶ and about 1500 go unclaimed.¹⁷ Bodies of unclaimed decedents are cremated if they are not retrieved.¹⁸ The ODA holds all cremains, including from the Medical Examiner-Coroner's cases, for three years. ODA has a crematory license to store the cremains of the unclaimed decedents.¹⁹ During the cremains' holding period, the Identification Office at the Medical Examiner-Coroner's tries to identify and contact the next of kin of those under the Medical Examiner-Coroner's jurisdiction.²⁰ At the end of three years, the County honors and buries the unclaimed residents in a ceremony on the first Wednesday in December.²¹ The County has conducted burials of the unclaimed dead since 1896.²² The earliest mass grave marker at the Cemetery is dated 1961.²³

METHODOLOGY

The Committee's research procedure:

- August 28, 2019, the Committee toured the Medical Examiner-Coroner's Office with the Jury
- December 4, 2019, members of the Committee attended the Los Angeles County Board of Supervisors' Annual Burial of the Unclaimed Dead
- February 4, 2020, the Committee visited the Los Angeles County Department of Medical Examiner-Coroner's Office
- Researched and reviewed websites and newspaper articles relevant to activities of the Medical Examiner-Coroner's office
- Interviews with Medical Examiner-Coroner's staff

⁹ Per telephone interview with ODA representative on 6/16/2020

¹⁰ <http://dhs.lacounty.gov/wps/portal/dhs/publicresources/locateddeceasedpersons/> (accessed 6/16/2020)

¹¹ Per telephone interview with Medical Examiner-Coroner's representative on 6/16/2020

¹² Per telephone interview with ODA representative on 6/17/2020

¹³ <https://ttc.lacounty.gov/public-administrator-frequently-asked-questions/> (accessed on 6/17/2020)

¹⁴ Per telephone interview with ODA representative on 6/17/2020

¹⁵ Per telephone interview with ODA representative on 6/16/2020

¹⁶ <http://www.laalmanac.com/vitals/vi11.php> (accessed 6/12/20)

¹⁷ <https://www.nytimes.com/2018/12/07/us/los-angeles-dead-homeless.html> (accessed 6/12/2020)

¹⁸ *ibid*

¹⁹ Per telephone interview with ODA representative on 6/16/2020

²⁰ Per telephone interview with Medical Examiner-Coroner representative on 6/16/2020

²¹ <https://www.nytimes.com/2018/12/07/us/los-angeles-dead-homeless.html> (accessed 6/12/2020)

²² Per telephone interview with LAC+USC Medical Center on 6/16/2020

²³ <https://www.dailynews.com/2018/12/05/la-county-buries-its-unclaimed-dead-in-ceremony-that-shows-they-still-matter-to-us/> (accessed 6/16/2020)

- Interview with LAC+USC Medical Center staff
- Interviews with Office of Decedent Affairs staff

RESULTS OF INVESTIGATION

The Committee found that the lobby of the Medical Examiner-Coroner’s Office is a place of sadness, where people anxiously wait to see their deceased loved ones. The Medical Examiner-Coroner’s staff interacting with the grieving citizens appeared to be truly compassionate. Given that, it was clear to the members of this Committee, at the August 2019 visit, that the people waiting in the lobby wanted to engage in conversation, reach out for comfort, and make a connection to those around them.

The Committee also observed the intense environment of the Medical Examiner-Coroner’s building where the staff processes bodies after death from suicides, homicides, and natural deaths. The Committee discussed with a staff member the various therapy resources available to waiting citizens, and the working staff. There were none for the public, according to a Medical Examiner-Coroner representative.²⁴ The Medical Examiner-Coroner’s Office website directs those mourning to a public website called Grief Bereavement Resources.²⁵

However, a member of the staff stated that it would be of value to the County if there could be a source of comfort provided to those struggling with their grief while waiting for the viewing. The staff said that having a “comfort animal,” a trained comfort dog, present in the lobby, would be a beneficial addition to the Medical Examiner-Coroner’s Office staff and the mourning public.²⁶ The staff told this Committee “...having a dog allows you to breathe. It helps staff and families decompress. A dog is distracting, somehow helps people talk. It has a therapy component.”²⁷ Having a comfort dog would add greatly to the healing process and sense of caring²⁸ for those who were left behind.

A Medical Examiner-Coroner representative told this Committee that the Medical Examiner-Coroner had partnered with the Department of Animal Care and Control to arrange therapy dog visits for its staff through HOPE.²⁹ HOPE is an animal-assisted crisis response non-profit organization providing services to first responders.³⁰ HOPE teams a trained handler with an animal. Together, the team provides “companionship, comfort, socialization, mental stimulation, and appropriate physical touch to people in need.”³¹ According to a Medical Examiner-Coroner staff, before the COVID-19 County stay-at-home orders, a dog named Calvin and his handler visited the Medical

²⁴ Per Medical Examiner-Coroner staff interview on 8/28/2019, and telephone interview on 6/16/2020

²⁵ Per telephone interview with ODA representative on 6/16/2020

²⁶ Per Coroner staff interview on 8/28/2019

²⁷ Per Coroner staff telephone interview on 6/16/2020

²⁸ Per Medical Examiner-Coroner staff interview on 8/28/2019

²⁹ Per Medical Examiner-Coroner staff interview on 6/17/2020

³⁰ <https://www.hopeaacr.org/about-hope/frequently-asked-questions/> (accessed 6/17/2020)

³¹ *ibid*

Examiner-Coroner once a month for three hours.³² The staff told the Committee that Calvin would walk through the building, allow staff to pet him, rub his belly, and brush his hair, and on few occasions, when appropriate, he also interacted with the grieving families at the Medical Examiner-Coroner and brought them comfort.³³ The staff told the Committee that after Calvin's visits, "People have definitely noticed the difference. First many did not want to touch him. Now they are asking when he will return."³⁴

Last year, on December 4, 2019, the County honored 1,457 unclaimed dead who were cremated in 2016.³⁵ The service is conducted at the crematorium next to Evergreen Cemetery (Cemetery) in East Los Angeles. Some members of this Committee and some members of the Jury attended the December ceremony. The funeral and formal burial service was held at the single mass gravesite marked with a plaque, "2016." The ashes had been buried in advance of the ceremony. The plaque marked the year the bodies were cremated. The chaplains for the LAC+USC Medical Center led an interfaith ceremony. The deeply moving tribute to those forgotten of Los Angeles was held in English, Hebrew, Japanese, Spanish, Tagalog, and Tongva languages, and reflected the cultural diversity of the County. Buddhism, Christianity, Judaism, and Native American religion representatives were some of those who participated.

There were no names listed at the gravesite. However, DHS maintains a "Searchable Database" for the public to search for a deceased relative held at the County Morgue pending disposition or burial at the County Cemetery.³⁶ This searchable file, a "Cremation Log" or "the County of Los Angeles Register of Cremations," lists names of the deceased and dates of death from 2012.³⁷ Family members of the unclaimed decedents buried at the County Cemetery can purchase a small plaque to place on the gravesite.³⁸

The ceremony was held on a day the streets are cleaned around the Cemetery, severely limiting parking, and the Cemetery itself has limited parking.

³² Per Medical Examiner-Coroner staff interview on 6/17/2020

³³ Per Medical Examiner-Coroner staff interview on 6/17/2020

³⁴ Per Medical Examiner-Coroner staff interview on 8/28/2019

³⁵ <https://www.latimes.com/california/story/2019-12-01/la-county-to-remember-1-457-unclaimed-dead-wednesday> (accessed December 2019)

³⁶ <http://dhs.lacounty.gov/wps/portal/dhs/publicresources/locateddeceasedpersons/> (accessed 6/16/2020)

³⁷ *ibid*

³⁸ <https://www.dailynews.com/2018/12/05/la-county-buries-its-unclaimed-dead-in-ceremony-that-shows-they-still-matter-to-us/> (accessed 6/16/2020)

ANNUAL BURIAL OF THE UNCLAIMED

Cremaains are held for three years, then buried. Therefore, 2019 burials are for those who died in 2016. Data collected by the Committee shows that in a decade, from 2006 – 2016, the County buried a total of 16,966 unclaimed decedents, with a median of 1,489 unclaimed decedents and an average of 1,542 decedents a year (Chart 1).³⁹ The Committee’s data further shows that the number of unclaimed burials has gone down (Chart 2).⁴⁰ In recent years, the County’s partnership with the website Ancestry.com has helped in identifying a large majority of the dead.⁴¹

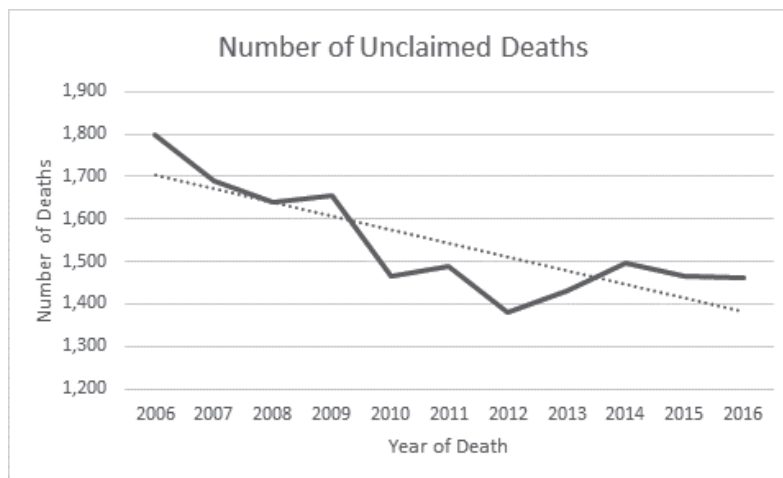
Chart 1

Unclaimed Decedents in Los Angeles County from 2006 - 2016

Year of Death	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Year of Burial	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Number of Burials	1,798	1,689	1,639	1,656	1,464	1,489	1,379	1,430	1,495	1,467	1,460

Average Unclaimed	1,542
Median	1,489
Total Deaths	16,966

Chart 2



³⁹ Chart 1 was created by the Committee from information from the following source:
Public Information Officer from the Los Angeles County Department of Medical Examiner-Coroner, 6/5/2020

⁴⁰ Chart 1 was created by the Committee from information from the following source:
Public Information Officer from the Los Angeles County Department of Medical Examiner-Coroner, 6/5/2020

⁴¹ <https://www.dailynews.com/2018/12/05/la-county-buries-its-unclaimed-dead-in-ceremony-that-shows-they-still-matter-to-us/>
(accessed 6/16/2020)

COMMENDATION

This Committee commends the Los Angeles County Board of Supervisors, the Department of Medical Examiner-Coroner's Office, and the Office of Decedent Affairs in the Department of Health Services for not forgetting the unclaimed dead residents of the County of Los Angeles and honoring them in an annual burial ceremony.

RECOMMENDATIONS

- 11.1 The Department of Medical Examiner-Coroner to explore providing the additional option of a comfort animal for those waiting to interface with staff.
- 11.2 The Department of Health Services and Medical Examiner-Coroner to hold the Ceremony for the Unclaimed Dead on a day where street parking is available by ensuring the ceremony is not scheduled at a day or time when street cleaning will be occurring and vehicles are prohibited from parking on the street.

REQUIRED RESPONSES

California Penal Code Sections 933 (C) and 933.05 require a written response to all recommendations contained in this report. Responses should be made no later than 90 days after the Civil Grand Jury publishes its report and files it with clerk of the County. Responses should be made in accord with Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2019- 2020 Civil Grand Jury must be submitted on or before October 30, 2020 to:

Presiding Judge
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleven Floor-Room 11-506
Los Angeles, CA 90012

RESPONDING AGENCIES

Responses are required from:

RECOMMENDATION NUMBER	RESPONDING PARTY
11.1, 11.2	County of Los Angeles Board of Supervisors
11.1, 11.2	County of Los Angeles Department of Medical Examiner-Coroner
11.2	County of Los Angeles Department of Health Services

ACRONYMS

ACRONYMS	DEFINITIONS
Cemetery	Evergreen Cemetery
County	Los Angeles County
Coroner	Los Angeles County Department of Medical Examiner-Coroner's Office
DHS	Department of Human Services
Jury	2019-2020 Los Angeles County Civil Grand Jury
ODA	Office of Decedent Affairs
PAO	Public Administrator's Office

COMMITTEE MEMBERS

Nirja Kapoor, Chair
Gloria Wilson, Co-Chair
Hind Baki
Jean Holden
Rebecca Hunter
Heather Preimesberger
Irene Shandell-Taylor
LeRoy Titus
Judith Whitman

LA-HOP

(Los Angeles Homeless Outreach Portal)



2019-2020
Los Angeles County
Civil Grand Jury

LA-HOP (Los Angeles Homeless Outreach Portal)

EXECUTIVE SUMMARY

Homelessness is an overwhelming problem in Los Angeles County (County). To help address this issue, the people of the County passed Measure H in 2017 to provide supportive services and rental subsidies to its homeless.¹ In addition, the City of Los Angeles (City) passed Proposition HHH in 2016, which included a \$1.2 billion bond measure to build 1,000 housing units per year for 10 years.²

The Los Angeles Homeless Services Authority (LAHSA) is an independent, joint powers authority of the County including all cities in the County, excluding Pasadena, Glendale, and Long Beach.³ It coordinates and manages over \$300 million annually in federal, state, county, and city funds for programs that provide shelter, housing, and services to people experiencing homelessness.⁴ LAHSA is the broker for distributing the funding provided by Measure H (passed in 2017) to its various programs, which they refer to as strategies, for alleviating homelessness.⁵

One of the tools that supports the strategies is a web portal and smartphone app called the Los Angeles County Homeless Outreach Portal (LA-HOP).⁶ LAHSA launched LA-HOP in July 2018. LA-HOP is an easy-to-navigate portal that can guide anyone wanting to help a homeless person or access information about homeless services.

The 2019-2020 Los Angeles County Civil Grand Jury (Jury) LA-HOP Committee (Committee) found that LA-HOP is not being adequately advertised or promoted by LAHSA.

The Committee has visited numerous County agencies, and these visits combined with review of news articles, leads the Committee to believe that LA-HOP does not appear to be well-known. In addition, the data the Committee received from LAHSA recording LA-HOP report generation, indicates the number of reports generated is low in comparison to the number of homeless individuals during that same time frame.⁷

BACKGROUND

The County launched LA-HOP on July 19, 2018. According to the LA-HOP site,

“Before LA-HOP, when someone witnessed a person struggling on the streets, it was unclear where they could turn to secure help. Without a centralized online system, people relied on emails, phone calls, or word of mouth to submit an outreach request,

¹ <https://homeless.lacounty.gov/news/measure-h-year-one-report-card/> (accessed 5/19/20)

² <https://www.lamayor.org/HomelessnessTrackingHHH> (accessed 5/19/20)

³ <https://www.lahsa.org/coc/> (accessed 5/19/20)

⁴ <https://www.lahsa.org/about> (accessed 4/25/20)

⁵ Per Committee interview with high ranking LAHSA official, 2019

⁶ <https://www.lacounty.gov/lahop/> (accessed 11/19/19)

⁷ See appendix 1 & 2 and Results Section paragraph

*often to the wrong entity. Since the need for outreach services is great, keeping track of these requests was nearly impossible with a non-automated system.”*⁸ Having launched the website, LAHSA is responsible for getting people and organizations to use it.

LA-HOP was designed by LAHSA in collaboration with the Los Angeles County Health Agency and the Los Angeles County Homeless Initiative.⁹ The online portal is at <https://www.lahsa.org/portal/apps/la-hop> and there is also a smartphone app available.

METHODOLOGY

The Jury inspected 168 Los Angeles County Sheriff (Sheriff) and Los Angeles Police Department (Police) jails and detention centers.

As part of this investigation, the Committee:

- visited four hospital trauma centers in the County
- interviewed three LAHSA Officials
- interviewed City Police and County Sherriff Officials
- read articles, research papers, and government reports

RESULTS OF INVESTIGATION

LAHSA states that LA-HOP is a centralized online system to streamline and more efficiently submit outreach requests. The purpose is to replace emails, phone calls and word of mouth with a single online system.¹⁰

From July 2018 through September 2019, users generated over 12,000 requests through LA-HOP. Of those requests, 22% were duplicate or inappropriate, leaving approximately 9,360 valid outreach requests. Only 44%, or approximately 4,118, were generated from County and City workers, including outreach and EMS workers.¹¹ Given there are approximately 60,000 total homeless in the County, this is a relatively small ratio of outreach requests generated through LA-HOP. (See Appendix 2 for graph data provided by LAHSA.)

Through investigation, this Committee found that currently the most common homeless reporting tool is the 211 helpline. The County 211 system has in the past experienced data breaches.¹² The potential for a data breach along with complaints that

⁸ <https://www.lahsa.org/news?article=570-la-hop-celebrates-its-anniversary> (accessed 11/19/19)

⁹ <https://lacounty.gov/lahop/>

¹⁰ <https://www.lahsa.org/news?article=570-la-hop-celebrates-its-anniversary> (accessed 11/19/19)

¹¹ LAHSA Organization, September 30, 2019

¹² <https://www.latimes.com/local/lanow/la-me-ln-211-data-20180515-story.html> (accessed 12/6/19), <https://www.upguard.com/breaches/la-county-211-hotline> (accessed 12/6/19)

the system is difficult to navigate¹³ make it all the more important for LA-HOP to be utilized for those wanting to assist the homeless.

As a result of this investigation, the Committee recommends that LA-HOP should be more widely advertised and promoted for the following reasons:

- LAHSA promotes the LA-HOP portal as the preferred, centralized system for reporting homelessness and providing outreach services.¹⁴
- An evaluation of “Los Angeles County Chief Executive Office—Research & Evaluation Services Homeless Initiative Strategy E6”,¹⁵ that, even in the event housing is not available, it is still valuable that proactive outreach services are offered to the homeless, and those important one-on-one contacts be made and relationships established.

Note that a high ranking law enforcement official told Committee members that homeless individuals often run away from outreach workers. He stated that, not only using LA-HOP to report homelessness, but also wearing a distinctive outreach uniform would encourage engagement as part of their proactive outreach strategy.¹⁶

LA-HOP has the potential to become one of LAHSA’s most useful and utilized tools in the struggle against homelessness in the County, particularly in regards to interfacing with the public.

RECOMMENDATIONS

The Committee recommends the following:

- 10.1 Update procedures by these organizations to use LA-HOP to report homelessness:
 - a. Los Angeles Police Department
 - b. Los Angeles County Sheriff’s Department
 - c. Emergency Medical Services
 - d. County Hospitals
 - e. City and County Fire Departments
 - f. Currently, these organizations use various alternate avenues to connect to homeless services. However, the desired outcome is to have all agencies report through the LA-HOP portal in order to maintain a consistent database.¹⁷

¹³ <https://www.dailybulletin.com/2019/02/02/pomona-la-verne-and-claremont-join-forces-to-help-homeless-navigate-resources/> (pg. 3, accessed 12/6/19)

¹⁴ <https://www.lahsa.org/news?article=570-la-hop-celebrates-its-anniversary> (accessed 12/6/19)

¹⁵ <https://homeless.lacounty.gov/wp-content/uploads/2020/02/rda.outreach011020.pdf> (accessed 12/6/19)

¹⁶ Per Committee interview with high ranking law enforcement official

¹⁷ Information from hospitals, Jury jail, detention center tours (July- October 2019)

- 10.2 Increase exposure of LA-HOP to the general public by having LAHSA advertise via:
- a. Newspapers
 - b. County Agency Publications
 - c. Los Angeles City Publications
 - d. Libraries
 - e. County Events
 - f. Houses of Worship Events
 - g. Community Service Organizations
 - h. Radio and Television Broadcasts
 - i. Social Media
 - j. Public Service Announcements
 - k. Billboards

To encourage maximum usage of LA-HOP, the Committee recommends that LAHSA initiate an incentive program with the above-listed organizations. These incentives can be organizational achievement awards and/or monetary rewards.

- 10.3 In order to be easily identifiable to people in need, LAHSA outreach workers should have a distinctive uniform or vest.¹⁸

REQUIRED RESPONSES

Responses are required from:

Recommendations	Responding Agency
10.1	Los Angeles Police Department
	Los Angeles County Sheriff's Department
	Los Angeles County EMS Agency
	Los Angeles Department of Health Services
	County of Los Angeles Fire Department
	Board of Supervisors
	Los Angeles Homeless Services Authority
10.2	Board of Supervisors
	Los Angeles Homeless Services Authority
10.3	Los Angeles Homeless Services Authority

¹⁸ Per Jury interview of law enforcement official

COMMITTEE MEMBERS

Gordon Jefferson	Chair
Mike Padilla	Co-Chair
Jenalea Smith	Secretary
Rebecca Hunter	
Joseph Sarria	

Appendix 1

LA-HOP update to LA County Supervisors, February 4, 2019:



SACHI A. HAMAI
Chief Executive Officer

County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration
500 West Temple Street, Room 713, Los Angeles, California 90012
(213) 974-1101
<http://ceo.lacounty.gov>

February 4, 2019

To: Supervisor Janice Hahn, Chair
Supervisor Hilda Solis
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Kathryn Barger

From: Sachi A. Hamai
Chief Executive Officer

Board of Supervisors
HILDA L. SOLIS
First District
MARK RIDLEY-THOMAS
Second District
SHEILA KUEHL
Third District
JANICE HAHN
Fourth District
KATHRYN BARGER
Fifth District

LOS ANGELES COUNTY HOMELESS OUTREACH PORTAL (ITEM NO. 9, AGENDA OF DECEMBER 4, 2018)

On December 4, 2018, the Board of Supervisors directed the Chief Executive Office-Homeless Initiative (CEO-HI), in conjunction with the Los Angeles Homeless Service Authority (LAHSA) to report back in 60 days on the following:

- 1) An assessment of how the Los Angeles County Homeless Outreach Portal (LA-HOP) is working in conjunction with other outreach strategies and tools;
- 2) An assessment of the current utilization of LA-HOP by region and requester-type with recommendations to increase awareness and utilization among key groups, including first responders and service providers; and
- 3) Recommendations for streamlining access to LA-HOP.

The attachment responds in detail to the Board's directives, and the below is a summary of the response.

Assessment of How the LA-HOP is Working in Conjunction with Other Outreach Strategies and Tools

With the creation of HI Strategy E6, Countywide Outreach System and the LA-HOP portal, outreach capacity has increased significantly throughout the County. HI Strategy E6 has allowed the County to hire more "specialized" and "generalist" outreach teams that utilize proactive and reactive outreach approaches. Outreach requests received through LA-HOP rely on a reactive outreach approach. In addition, Countywide and Service Planning Area (SPA) coordinators utilize LA-HOP when assigning teams to conduct reactive outreach. LA-HOP has created a mechanism for streamlining all components of E6 outreach and engagement and provides a process for ensuring a proper balance of proactive and reactive outreach, which helps ensure the most effective outreach processes.

"To Enrich Lives Through Effective And Caring Service"

Each Supervisor
February 4, 2019
Page 2

Assessment of the Current Utilization of LA-HOP by Region and Requester Type with Recommendations to Increase Awareness and Utilization Among Key Groups

Since LA-HOP implementation in July of 2018, there have been over 38,000 visits to the portal with 5,352 requests for outreach. A majority of the site visits have been via desktop computers. There are currently 145 outreach teams and 740 team members registered to use LA-HOP. The attachment provides data on the use of LA-HOP by SPA and requester type. The use of LA-HOP is significant in each SPA; however, the use in SPA 1 is low compared to other SPAs, despite 20 LA-HOP trainings with various agencies, community groups, and law enforcement entities, e.g., Sheriff and FBI, in SPA1. Efforts to increase use in SPA1, such as the SPA 1 coordinator attending all upcoming town hall meetings, are planned.

Based on the data, the one sub-population where LA-HOP administrators would like to see an increase in use, is first responders. Discussions and demonstrations are ongoing with first responder personnel to facilitate an increase in use.

It is important to note that teams are working diligently to balance LA-HOP requests with proactive outreach responsibilities. A significant increase in LA-HOP requests could negatively impact the length of time it takes to respond to LA-HOP outreach requests and/or undercut proactive outreach to individuals and encampments already known to outreach workers. Given this concern, and the large volume of requests already being submitted via LA-HOP, there is no recommendation to increase awareness and utilization at this time, aside from encouraging increased use by first responders, and in SPA 1.

Recommendations for Streamlining

There have been several front and back end enhancements to LA-HOP since its launch, that streamline access. One of the enhancements is the creation of a prompt that, when utilized, creates a "shortcut" to the LA-HOP homepage via an icon that displays to iOS Smartphone and tablet home screens (the feature will be added for Android users by the end of February 2019). The icon provides the feel of an app without the cost of creating and routinely updating an app. This and other methods of streamlining access to LA-HOP are described in the attachment. In addition, LAHSA will continue to gather feedback from the general community and outreach workers and use this information to enhance the LA-HOP portal.

The CEO-HI will continue to provide key information regarding LA-HOP via the HI quarterly reports. If you have any questions, please contact Phil Ansell, Director, Homeless Initiative, at (213) 974-1752 or by email at pansell@ceo.lacounty.gov.

SAH:JJ:PA
JR:MDC:ib

Los Angeles County Homeless Outreach Portal (LA-HOP) Board Report

1) An assessment of how the Los Angeles County Homeless Outreach Portal (LA-HOP) is working in conjunction with other outreach strategies and tools

An Introduction to the E6 Coordinated Outreach Strategy Components: The County of Los Angeles' Coordinated Outreach Strategy (Strategy E6) includes a number of components that work closely together to ensure a well-functioning system aimed at better serving our street-based homeless neighbors. These components include:

- Increased number of outreach teams to bring services to people experiencing street-based homelessness
- More specialty staff on outreach teams (e.g., Mental Health, Physical Health, Substance Use professionals)
- Service Planning Area (SPA) and countywide outreach coordinators to help coordinate teams, create and implement strategies to deliver services on the ground, and deploy LA-HOP outreach requests
- Creation of SPA-level proactive outreach zones and outreach team assignments
- Outreach care coordination meetings where teams can coordinate around high-need clients and geographic areas
- Utilization of a centralized client data platform in the Homeless Management Information System (HMIS) and harmonized metrics across all outreach teams
- Centralized and expanded training opportunities geared towards the needs of outreach staff
- Development and implementation of a countywide community portal to receive, route and fulfill reactive outreach requests (Los Angeles County Homeless Outreach Portal, LA-HOP)

Between July 2017 and June 2018, Measure H-funded outreach teams had contact with over 17,000 unduplicated street-based clients, which equals nearly half of Los Angeles County's street-based homeless population identified in the 2017 Homeless Count. This expansive work to support the large number of people experiencing unsheltered homelessness in Los Angeles County has never been more collaborative, coordinated and impactful than it is today under the E6 model. This work rests upon the thoughtful implementation of the components above, most notably a model that ensures teams are proactively serving their assigned zones, thus allowing them to 1) know those experiencing street-based homelessness in their catchment areas, and 2) build trust and rapport over time. Proactive outreach is then augmented by reactive outreach requests, which is helpful in identifying people who may not yet be on the teams' client list or those who may be experiencing worsening clinical conditions.

Proactive and Reactive Outreach:

Proactive Outreach: Proactive outreach ensures that teams can provide regular outreach services in a pre-determined area in accordance with an outreach strategy or plan. This means that teams are regularly serving a general area, thus allowing them to develop rapport with people experiencing homelessness in these predefined areas. A proactive

outreach model allows teams to proactively develop plans of where to go each day and work with people more intensively over time. This model also supports better scheduling of follow-up services. Proactive outreach is considered the most impactful method as compared to reactive models as it's more effective in linking people to services as well as interim and permanent housing, but takes more time and requires many engagements. While this model can be more complex to implement, the E6 proactive approach is bolstered by a) the creation of outreach zones and the establishment of team assignments to these zones in line with need, b) monthly or bi-weekly outreach zone meetings designed to strategize around hotspots, develop care plans for vulnerable clients, and strengthen collaboration between the various types of teams, and c) support from both SPA and countywide outreach coordinators.

Reactive Outreach. Reactive outreach is driven by community requests for outreach services and is especially helpful in cases where people experiencing homelessness may not be on an outreach team's "radar". While reactive outreach is an important part of the overall E6 outreach strategy, it is vital that it be balanced with the need for proactive outreach and the bandwidth of outreach teams. Further, as our proactive model continues to expand, many requests for outreach are likely to be duplicative, as teams are already proactively serving individuals and areas identified through requests for reactive outreach.

Streamlining Reactive Outreach Processes: Prior to the E6 Strategy, community members, business owners, elected officials and other homeless service providers found it extremely confusing where to submit reactive outreach requests. This was a result of a lack of central coordination coupled with limited outreach coverage. Outreach processes such as triaging, fulfilling, documenting, and reporting back to requesters were cumbersome for outreach teams that relied upon low-tech approaches. Also, there was often limited understanding on behalf of the community on what outreach teams could and could not do, thus impacting expectations. In light of these challenges, the E6 Strategy invested in the development of a countywide technology platform to streamline and consolidate how reactive outreach requests were received, triaged, and deployed, while educating the requester on what outreach teams do. With the launch of the Los Angeles County Homeless Outreach Portal (LA-HOP) in July 2018, the Los Angeles Homeless Services Authority (LAHSA) was able to create a user-friendly, efficient tool to fulfill reactive outreach requests. Reduced time routing requests allows for more time to work with people experiencing homelessness. LA-HOP, balanced with the above-mentioned strategy components, has allowed the Coordinated Outreach Strategy to thrive and better support our vulnerable unsheltered homeless neighbors.

2) An assessment of the current utilization of LA-HOP by region and requester-type with recommendations to increase awareness and utilization among key groups, including first responders and service providers

Since the launch of LA-HOP in July 2018, there have been 38,411 total portal visits for an average of 209 visits per day, 55% of which have been from desktop computers. Of the total portal visits, 5,352 were requests for outreach; for 65% of those requests, outreach workers were successful in finding and engaging the clients. To date, most feedback received regarding the portal, from requesters and outreach workers alike, have been extremely positive, with both groups enjoying the ease of use, feedback emails, and educational components. Uptake by outreach teams has been high, with more than 145 outreach teams and 740 outreach team members registered to use the system.

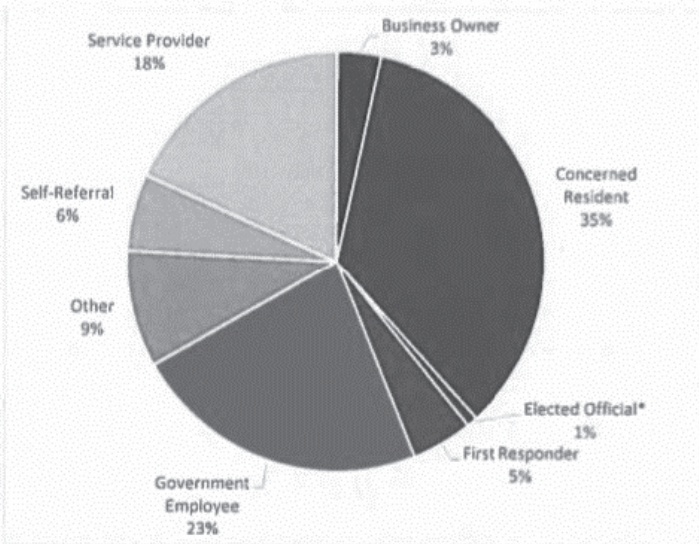
Data below provides information on SPA-level distribution of LA-HOP requests (Table) and who (requester type) is submitting requests using LA-HOP in each of the eight SPAs in the County (Charts 1 through 9).

Table: Distribution of LA-HOP Requests as Compared to Unsheltered Homeless Ratios, 7/19/18 - 1/17/19

SPA	Unsheltered Homeless*	Percentage of Total Unsheltered	LA-HOP Requests	Percentage of Total LA-HOP Requests
1	2,523	6%	101	2%
2	5,716	15%	1,174	22%
3	3,252	8%	538	10%
4	10,583	27%	1,313	25%
5	3,480	9%	600	11%
6	5,856	15%	612	11%
7	3,509	9%	564	11%
8	4,477	11%	450	8%
	39,396	100%	5,352	100%

*2018 Greater Los Angeles Homeless Count

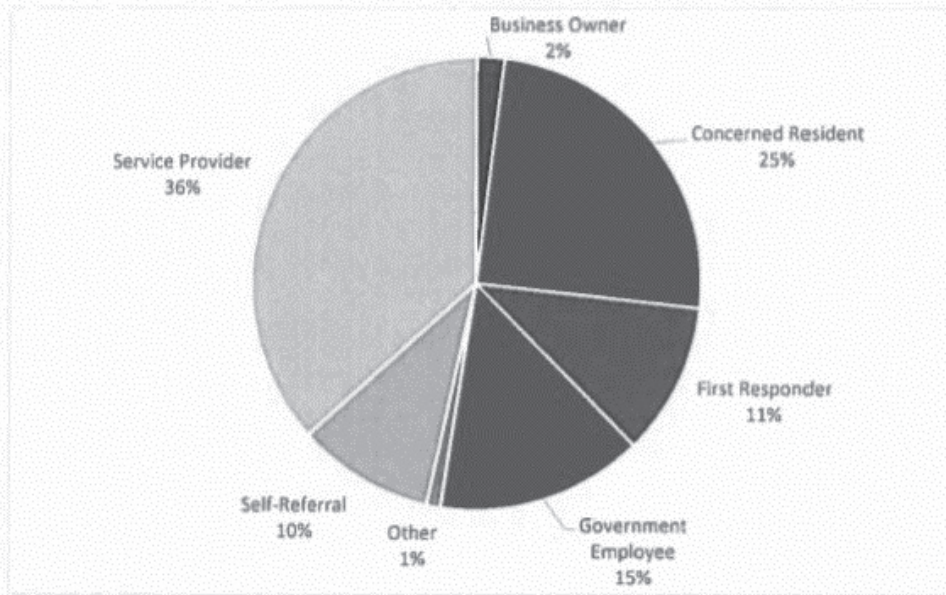
Chart 1: LA-HOP Requests by Requesters Type, All SPAs, 7/19/18 - 1/17/19



Total Requests: 5,352

*Elected Official was not an option until October 2018

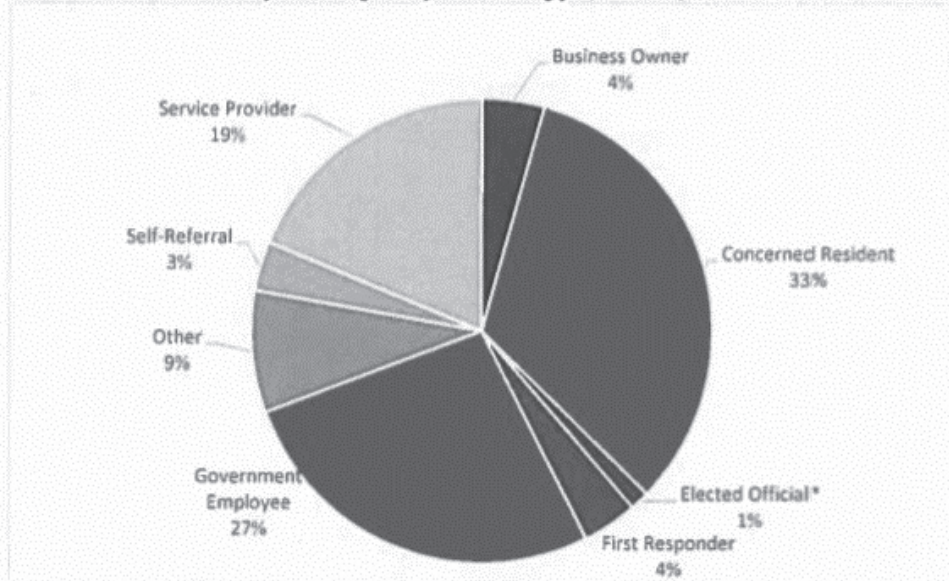
Chart 2: LA-HOP Requests by Requesters Type, SPA 1, 7/19/18 - 1/17/19



Total Requests: 101

*Elected Official was not an option until October 2018

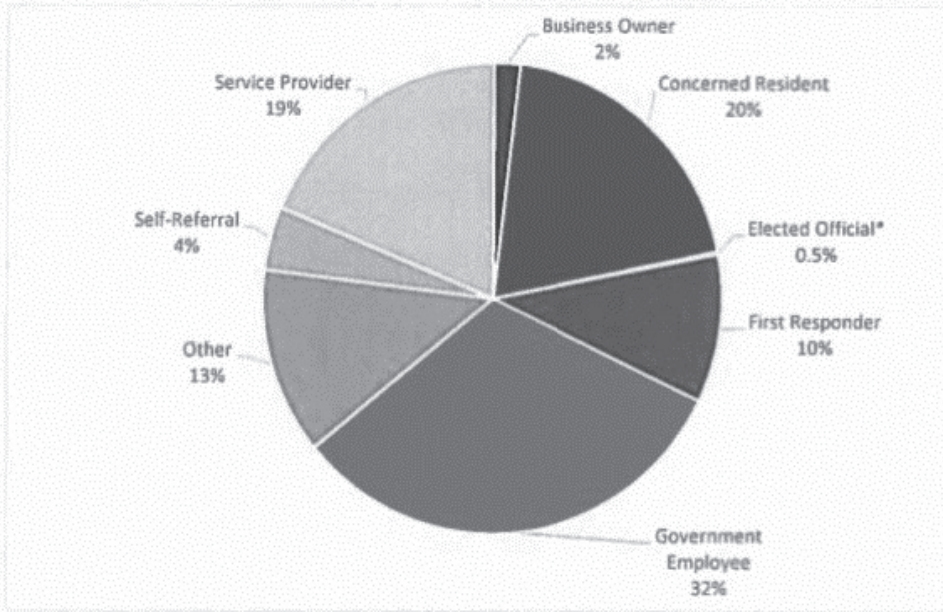
Chart 3: LA-HOP Requests by Requesters Type, SPA 2, 7/19/18 - 1/17/19



Total Requests: 1,174

*Elected Official was not an option until October 2018

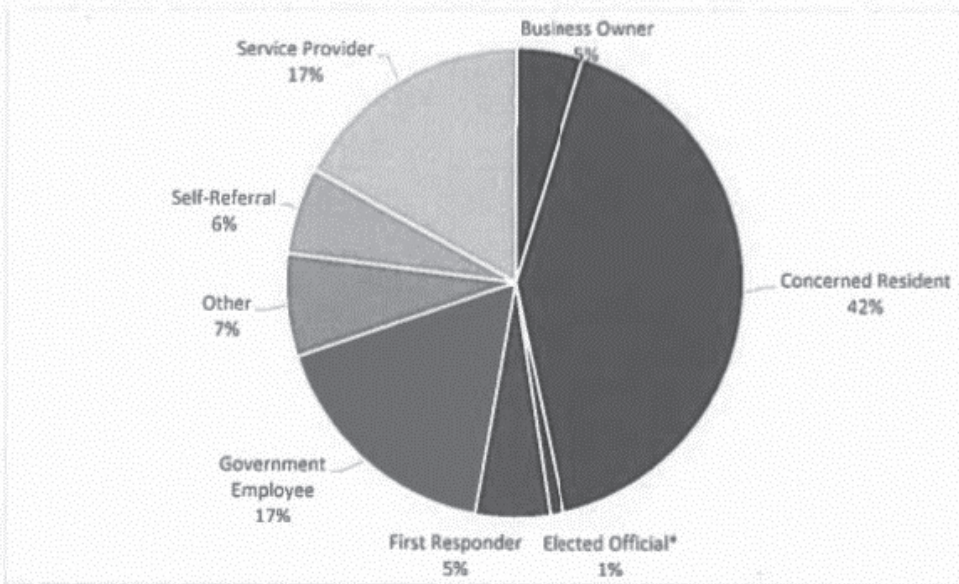
Chart 4: LA-HOP Requests by Requesters Type, SPA 3, 7/19/18 - 1/17/19



Total Requests: 538

*Elected Official was not an option until October 2018

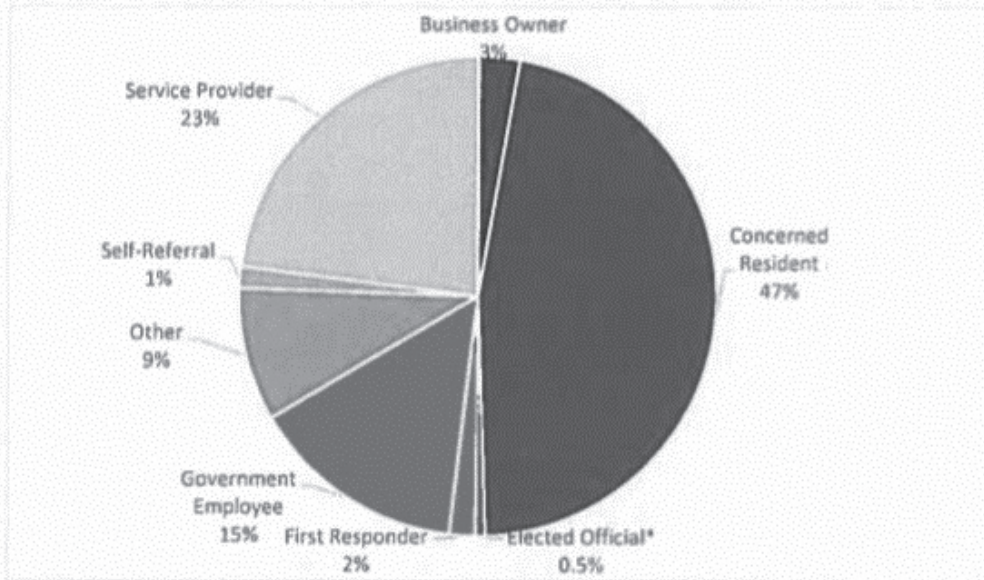
Chart 5: LA-HOP Requests by Requesters Type, SPA 4, 7/19/18 - 1/17/19



Total Requests: 1,313

*Elected Official was not an option until October 2018

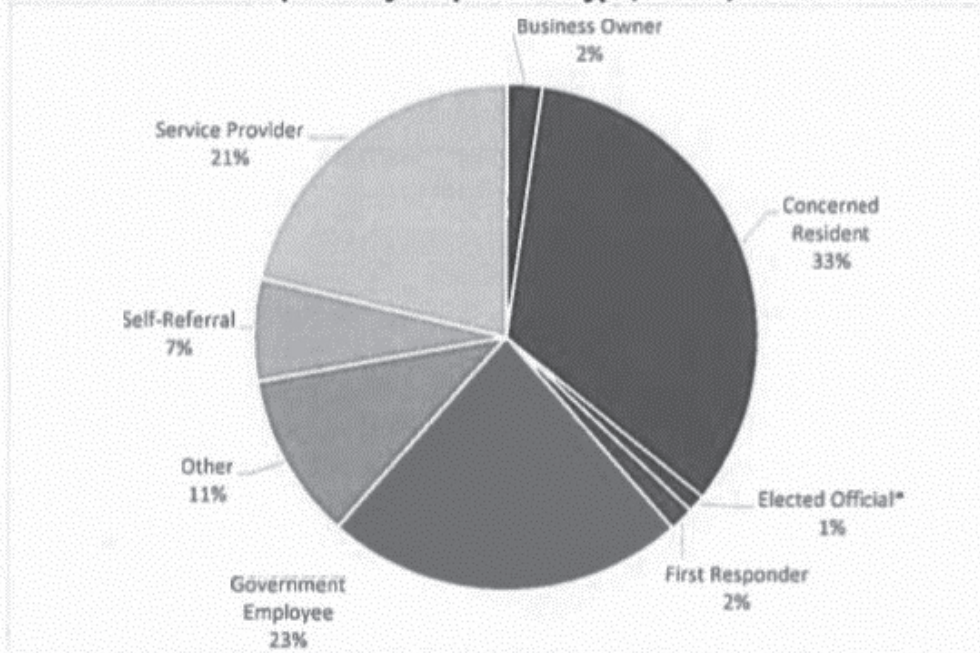
Chart 6: LA-HOP Requests by Requesters Type, SPA 5, 7/19/18 - 1/17/19



Total Requests: 600

*Elected Official was not an option until October 2018

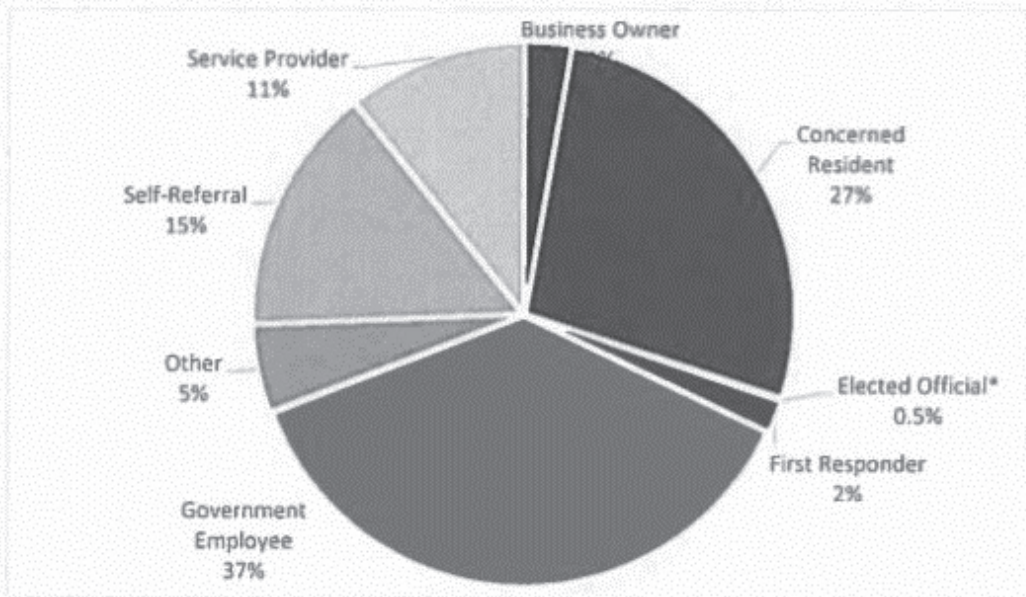
Chart 7: LA-HOP Requests by Requesters Type, SPA 6, 7/19/18 - 1/17/19



Total Requests: 612

*Elected Official was not an option until October 2018

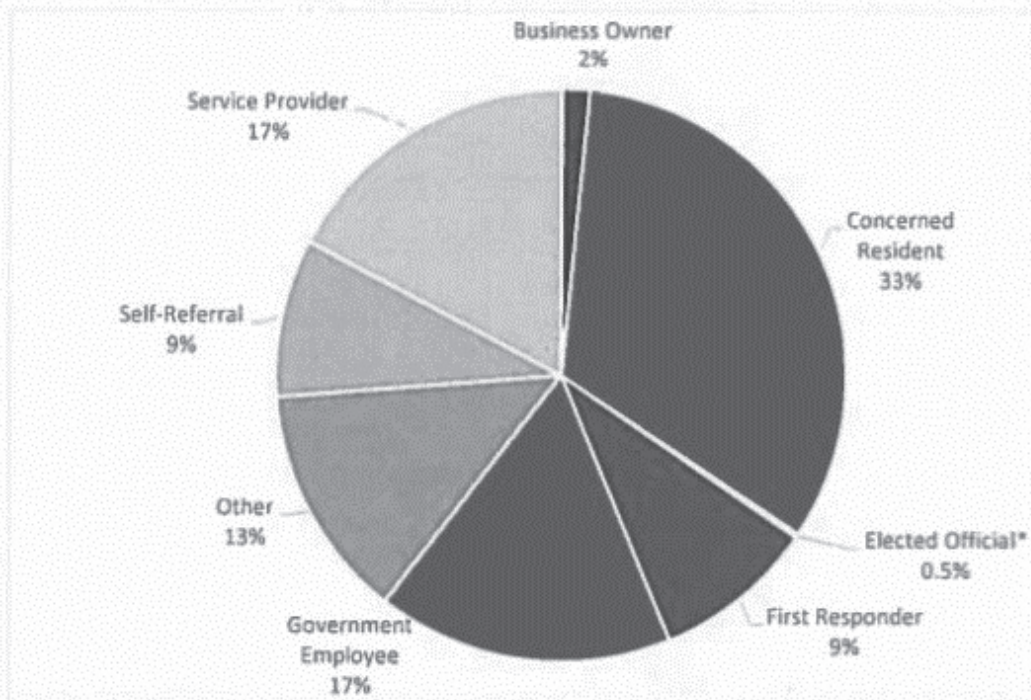
Chart 8: LA-HOP Requests by Requesters Type, SPA 7, 7/19/18 - 1/17/19



Total Requests: 564

*Elected Official was not an option until October 2018

Chart 9: LA-HOP Requests by Requesters Type, SPA 8, 7/19/18 - 1/17/19



Total Requests: 450

*Elected Official was not an option until October 2018

As seen from the above data, there is a diverse group of constituents requesting outreach services via LA-HOP in each SPA. In most cases, concerned residents, government employees/elected officials, and other homeless service providers are the top requesters. As evidenced from the data, and in light of the significant overlap between first responders and homeless outreach work, there is an important opportunity to increase use by first responders. Work to increase awareness and strategic use by this important group will continue both at the SPA and countywide level.

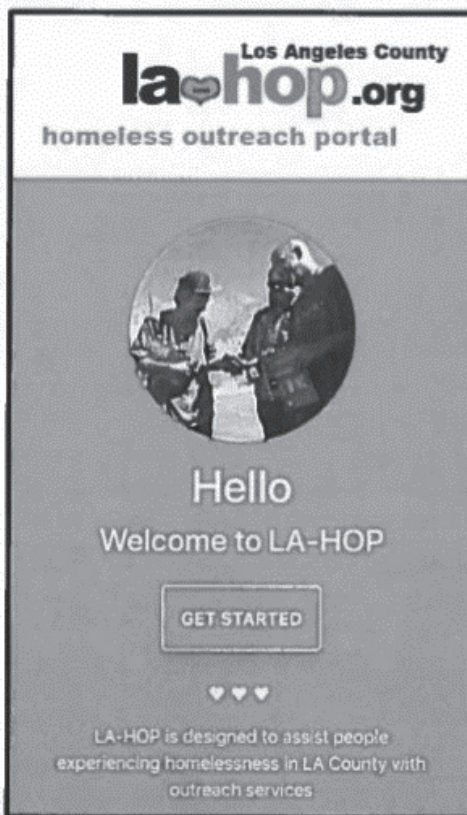
LA-HOP has also been promoted among the thousands of volunteers who participated in the 2019 Greater Los Angeles Homeless Count. Further, LAHSA will be introducing a pocket-sized LA-HOP promotional card in February 2019 to distribute at community events across the County.

It is important to note that outreach teams are working diligently to balance LA-HOP requests with their proactive outreach responsibilities. Significantly increasing requests from the current volume may mean requests may either need to be prioritized, or response times may be lengthy. The E6 leadership team will continue to monitor volume and impact to the system.

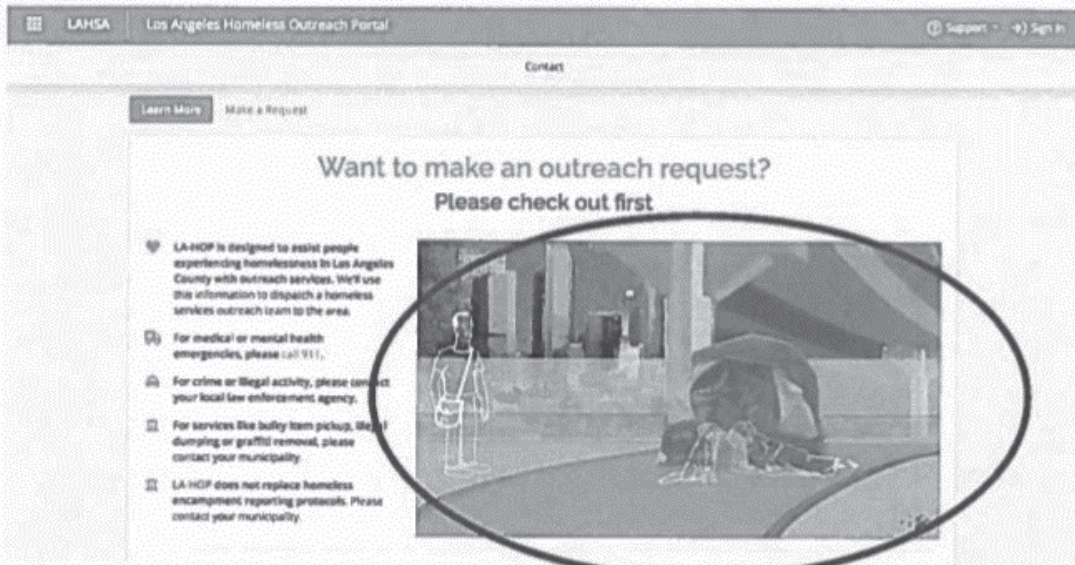
3. Recommendations for streamlining access to LA-HOP.

Since its launch, LA-HOP has implemented several front and back-end enhancements designed to make the system even more user-friendly for requesters, outreach workers, and outreach coordinators. Most notably the following enhancements have been implemented:

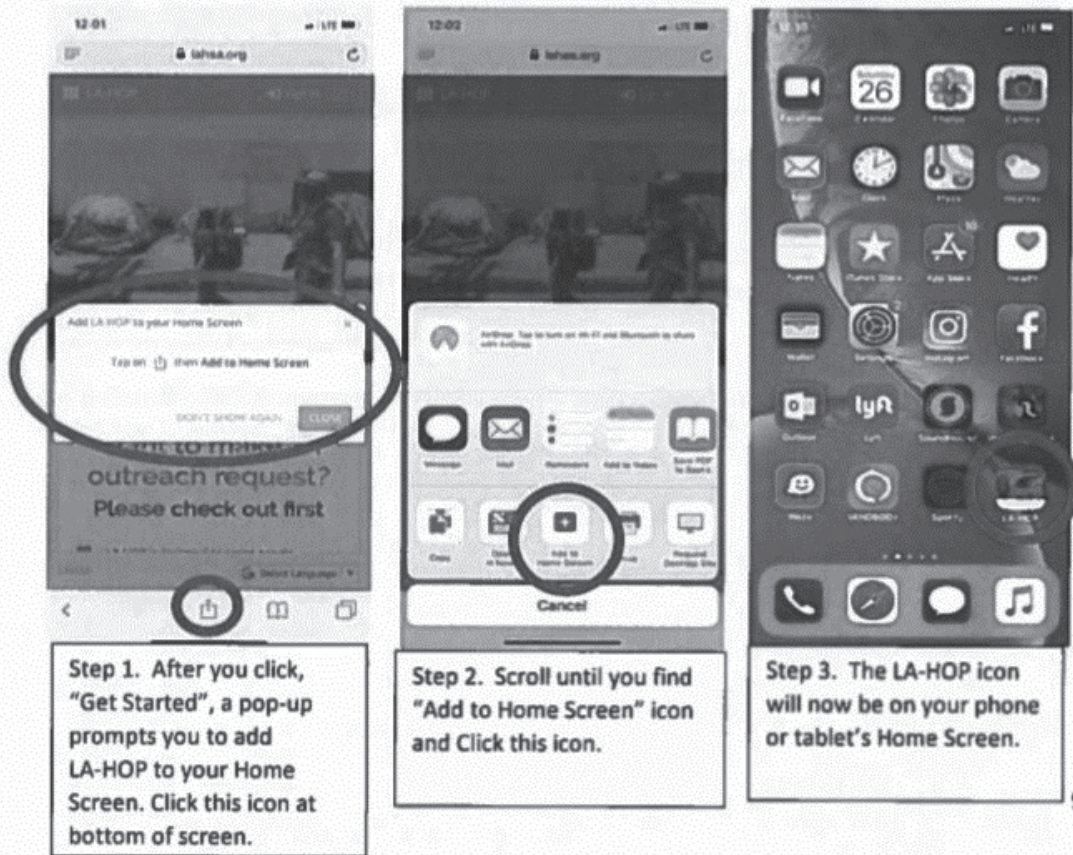
- New, streamlined, web-friendly splash page:



- The launch of an animated video explaining how LA-HOP works: (<https://www.lahsa.org/portal/apps/la-hop/request>):



- Creation of a prompt to create a handy icon on iOS smart phones and tablet home screens, thus creating the feel of an app without needing to download or update. This feature will be added for Android users by the end of February 2019.



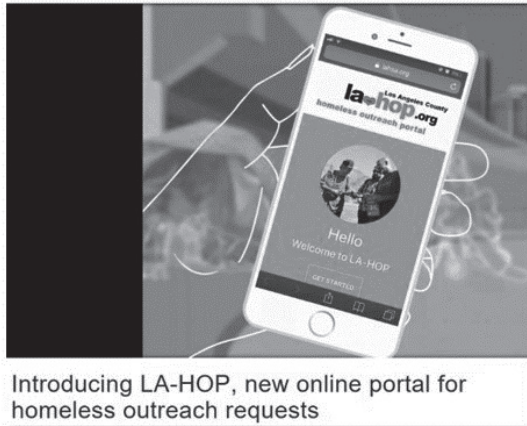
- Enhanced email responses to requesters on request status
- Enhanced tools for Outreach Coordinators to search for, route and track requests

To date, LAHSA has already or is in the process of implementing more than 50 enhancements. LAHSA will continue to gather community and outreach worker feedback and use this to enhance the system.

Appendix 2¹⁹

LA-HOP status presentation from LAHSA on September 30, 2019:

LA-HOP: Online Portal



Introducing LA-HOP, new online portal for homeless outreach requests

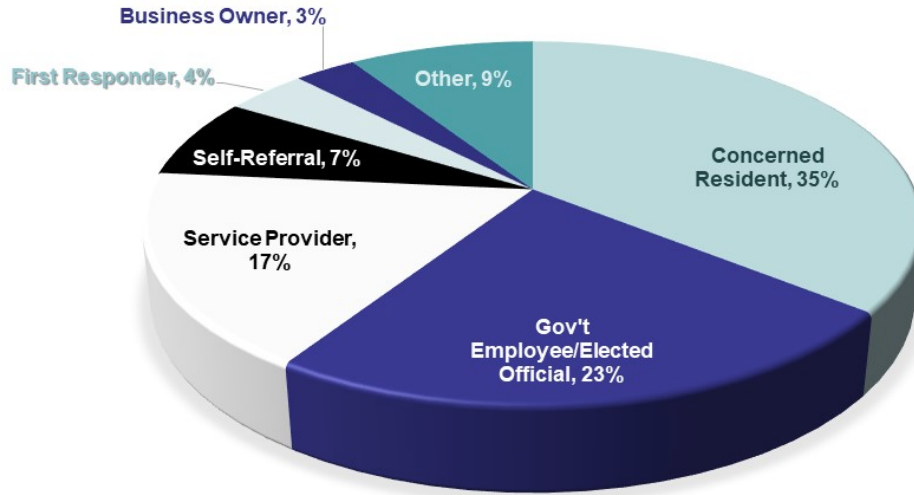
- Launched in July 2018, LA-HOP is:
 - County-wide, web-based portal
 - First-of-its kind tool to **streamline** how we accept, deploy and track large number of requests for homeless outreach
 - Mobile-friendly
 - Multiple languages

Over 12,000 Requests Received!



¹⁹ LAHSA Organization, September 30, 2019

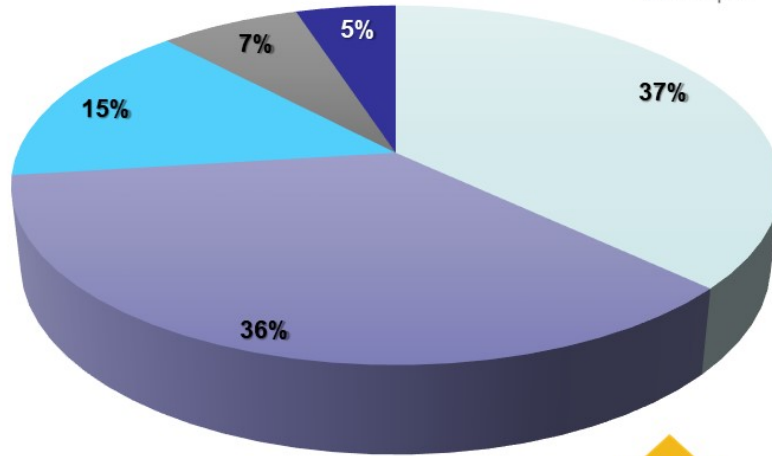
LA-HOP: Utilization Data



LA-HOP: By The Numbers

Processing & Status

- Made Contact
- Not Located After 2 Attempts
- Already Serving/Duplicate Request
- Not Enough Info/Not Appropriate
- Still Open



“Maybe I Voted?”



2019-2020

**Los Angeles County
Civil Grand Jury**

“Maybe I Voted?”

“Maybe I Voted?”

EXECUTIVE SUMMARY

In 2009, the Secretary of State of California (the State) mandated that all California counties would be required to replace their voting systems. As a result, the Los Angeles County Registrar/Recorder (the Registrar) signed a \$282 million contract with Smartmatic to create a system to be used for future elections.¹ The new system took 10 years to build, according to an NBC News report.² The system allows for voters to cast ballots over an 11-day period, instead of one 13-hour day. In addition, approximately 4,000 neighborhood polling sites were replaced with 1,000 Vote Centers containing electronic machines called Ballot Marking Devices (BMDs). BMDs replace the previous punch-card ballots. Los Angeles County (County) officials have stated the new system will cut down on mechanical breakdowns and crowding, and provide sophisticated protections against hacking, according to NBC News.³

Officials at the Registrar’s office, headed by Dean Logan, named the new election system Voting Solutions for All People (VSAP).⁴

To test the new system, the Registrar conducted a “mock” election on September 28, 2019 to familiarize the public with the BMD machines. This was followed by the November 5, 2019 mid-term election which was designated a “pilot” election. The Registrar stated that the mid-term election would test all components of VSAP.⁵

The Civil Grand Jury (the Jury) “Maybe I Voted” (Committee) completed extensive onsite and offsite research, including telephone conference calls, where concerns were repeatedly expressed to the Registrar on the efficacy of the VSAP and the BMDs. In numerous situations, the Committee was unable to receive requested clarification and consistent information from the Registrar. In all Committee research, including the March 2020 11-day election, the Committee found weaknesses throughout all systems, indicating moderate to severe function problems. These include flaws with the operation of the BMDs, and questionable conversion from the former paper ledger to the Electronic Poll Book (e-Poll)-necessitating that voters vote provisionally. The Committee observed inadequate staffing and/or absence of lead poll workers, requiring Vote Centers be closed. Also, the Committee noted insufficient training, and questionable ballot security at Vote Centers.

As all voting systems in the State of California must be certified by the Secretary of State, State officials conducted a three-week assessment of the BMDs in October and November 2019, and observed numerous difficulties with the system.⁶ On January 24, 2020 and January 29, 2020, the State conditionally certified the new election systems,

¹ <https://abc7.com/voting-system-new-la-los-angeles/3595736/> (accessed 8/30/19)

² <https://www.nbcnews.com/politics/2020-election/has-los-angeles-county-just-reinvented-voting-n1000761> (accessed 3/12/20)

³ *ibid*

⁴ <https://vsap.lavote.net/> (accessed 3/12/20)

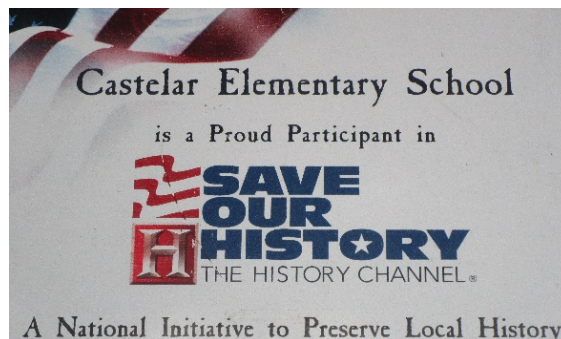
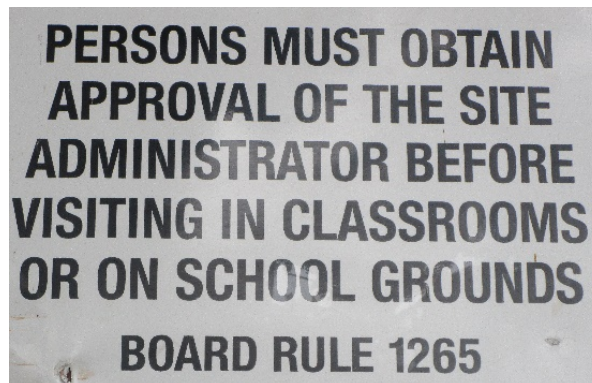
⁵ *ibid*

⁶ <https://www.sos.ca.gov/elections/ovsta/voting-technology-vendors/los-angeles-county-vsap> (accessed 3/12/20)

with 51 conditions. These conditions, (see pages 15, 24), were issued in two separate documents by Alex Padilla, the State of California Secretary of State. The conditions have staggered due dates for resolution leading up to November 3, 2020, the date of the general election. However, three of the conditions were required to be resolved before the March 3, 2020 election. The Committee was unable to determine if these conditions were met.

The Committee is concerned that these conditions must be resolved before the pivotal November 2020 presidential election. Based on onsite Committee observations and assessments, the Committee is particularly disturbed about all security issues that are addressed in the conditions, and requests that the Board of Supervisors (the Board) ensure that all State certification conditions are resolved.

NOTE: Throughout the Committee assessments of the VSAP, all security was of fundamental concern. This was magnified when the Committee visited elementary schools and observed open school entries with **DIRECT ACCESS TO CHILDREN**. In one instance the children were only a portable screen away from the vote activity. Other school entries were fully accessible by any and all people who wished to enter. All persons in the County are by law able to enter a vote site. Most disturbing was the Castelar Street Elementary School on Yale Street. Voters were in close proximity to children, and at times just a few feet away from them. The Castelar entry has security signs stating: “Persons must obtain approval of the site administrator before visiting classrooms or on school grounds.” “Do not enter this area protected by security system.”



“Maybe I Voted?”

BACKGROUND

The California Voter's Choice Act is a law passed in 2016 that modernizes elections in California by allowing counties to conduct elections under a new model which provides greater flexibility and convenience for voters.⁷

In 2009, the State mandated that all California counties would be required to replace their voting systems. As a result, in Los Angeles County, the punch-card voting system was decertified in December 2019.⁸ This system had been operating in the County since 2003. The State announced that the punch-card system is at capacity, and with continued use would not be able to contain a complete listing of candidates and/or propositions.⁹

The County specified that 31,000 BMDs, fundamental to VSAP, will be used in County elections.¹⁰ The Registrar indicated to the Committee that the BMDs would be tested. The Committee has not been able to verify if testing has been done on all BMDs. The State tested 1,500 in the fall of 2019 and found numerous problems.¹¹

An additional component of the VSAP system is the Interactive Sample Ballot (ISB), which allows voters to make their voting selections on a personal electronic device prior to going to the Vote Center. There, voters can then download their ballot choices.¹²

The State's two certifications were issued with 51 conditions. State VSAP conditional certifications were generated on January 24, 2020, and outline 35 conditions, three of which had to be met by March 3, 2020.¹³ State conditional certification for the ISB was generated on January 29, 2020 and outlines 16 conditions.¹⁴

The Committee attended the Board meeting January 28, 2020, where only a few of the 51 conditions were addressed. It was not clear to the Committee if all conditions would be assessed and a plan put in place to resolve them.

Of particular concern to the Committee is State VSAP Condition #3, which outlines strict mandatory deadlines the County must meet.¹⁵

⁷ <https://www.sos.ca.gov/elections/voters-choice-act/> (accessed 3/11/20)

⁸ https://www.washingtonpost.com/investigations/los-angeles-countys-new-voting-machines-hailed-for-accessibility-dogged-by-security-concerns/2020/03/02/fabe5108-5768-11ea-ab68-101ecfec2532_story.html (accessed 5/12/2020)

⁹ <https://www.latimes.com/california/story/2020-02-24/california-presidential-primary-could-hinge-on-big-voting-changes-in-los-angeles> (accessed 5/12/20)

¹⁰ <https://www.latimes.com/la-me-los-angeles-voting-guide-2020-story.html> (accessed 5/12/2020)

¹¹ <https://www.sos.ca.gov/elections/ovsta/voting-technology-vendors/los-angeles-county-vsap/> (accessed 3/11/20)

¹² <https://votingsystems.cdn.sos.ca.gov/vendors/LAC/la-isb-12-cert.pdf> (accessed 5/12/2020)

¹³ <https://votingsystems.cdn.sos.ca.gov/vendors/LAC/vsap20-cert.pdf> (accessed 3/11/20)

¹⁴ <https://votingsystems.cdn.sos.ca.gov/vendors/LAC/la-isb-12-cert.pdf> (accessed 3/11/20)

¹⁵ <https://votingsystems.cdn.sos.ca.gov/vendors/LAC/vsap20-cert.pdf> (accessed 3/11/20)

METHODOLOGY

The Committee mission was to speak and/or meet with responsible and informed parties in order to achieve a full picture of the VSAP system. A number of actions on the part of the Committee provided development of the data contained in this report:

- The Committee made three visits to the Registrar’s Headquarters in Norwalk and met with his staff.
- The Committee initiated a series of telephone interviews/conference calls with Registrar staff.
- The Committee reviewed VSAP documents.
- The Committee reviewed numerous media sources/articles.
- The Committee initiated a series of telephone/conference calls with the Elections Division of the State.
- The Committee attempted on numerous occasions to meet with State officials in person during the October and November 2019 State review and assessment of VSAP. Despite numerous attempts, the Committee was unsuccessful.
- September 12, 2019, the Committee attended a presentation by a Registrar staff member in Monterey Park. The presentation was advertised as an “overview” of the VSAP system and a demonstration of the BMD machine. There was no BMD present at the location. The Committee observed that the explanation of how the VSAP system works was inadequate, and people in attendance expressed confusion. As of this date, the Vote Centers were not yet assigned.
- September 28, 2019, the Committee visited numerous sites throughout the County to observe the public’s use of the BMD machines, as well as to test the efficiency of the machines during an event publicized as a “Mock Election.”
- During the November 5, 2019 election, termed by the Registrar as a “pilot,” the Committee visited 29 of the 40 polling locations.
- January 14, 2020, Committee was escorted by members of the Registrar’s Office to four locations to observe the operations of the VSAP system:
 - ✓ Registrar/Recorder Headquarters, Norwalk
 - ✓ Election Operations Center (EOC), Santa Fe Springs
 - ✓ VSAP Operations Center (VOC), Whittier
 - ✓ Tally Operations Center (TOC), Downey
- January 28, 2020, the Committee attended the Board meeting to hear a presentation about the VSAP system by Dean Logan, County Registrar.
- February 22, 2020 through March 3, 2020, the Committee observed 22 Vote Centers during the Presidential Primary election.
- March 4, 2020, the Committee met with a law professor at a local university.

RESULTS OF INVESTIGATION

Throughout the months-long onsite assessments of the VSAP system, the Committee was unable to receive a majority of requested VSAP clarification and/or information from the Registrar, which impeded the Committee's ability to fully evaluate the VSAP system.

These are the findings of the Committee investigations:

1. Mock Election, September 28, 2019

On September 28, 2019, the Committee made visits to 16 locations throughout the County to observe the "Mock Elections" held by the Registrar. The "elections" were primarily intended for testing of the new BMD.¹⁶ Voters in the County were invited to attend a number of locations to "mock sign in" utilizing the electronic e-Poll, which replaces the paper ledger voter catalogues used in conjunction with the punch card system. The Registrar stated that voters could practice voting on the BMD system and use the e-Poll to sign in.¹⁷

The Committee observed voters using the machines and the poll workers interacting with voters. It was noted by the Committee that a number of voters had trouble signing into the e-Poll, and if and when a ballot was generated, the voters required poll workers to assist them with the BMD. In some locations, the poll workers had difficulty instructing the voters. This often required one poll worker per voter throughout the time the voter was completing their ballot, thus taking time away from assisting other voters. A majority of the poll workers stated that the Presidential Primary election would have both the VSAP and punch card system available.

The Committee observed during the "Mock Election:"

1. Evidence of poor/inadequate training on BMD resulting in staff confusion
2. Evidence of poor site choice, including impossibility of curbside voting, lack of parking, lack of direction signage, poor-to-no signage at site, and sites in high-traffic areas
3. Evidence of slow/very slow generation of ballots
4. Evidence of generation of blank ballots
5. Absence of significant prior advertising, leading to poor attendance
6. Insufficient staff to assist with BMD and e-Poll
7. Absence of signage/instructions on backdrop of every BMD
8. Questionable handicap access

¹⁶ Per Committee Interviews with Registrar/Recorder Office 2019

¹⁷ *ibid*

In addition:

- Time consuming and confusing to figure out BMD toggle switch and button prompts
- Complaints heard from citizens trying to vote: "This isn't clear." "Why isn't there instruction on the machine to show me what to do?" "I don't see how to do it."
- Lengthy time (often up to 6 minutes) to pull up e-Poll voter information for ballot
- Staff unaware that November 5, 2019 election would be a "pilot"
- Staff stated that if BMDs don't work, the old punch card system would be available during the November 2019 and March 2020 elections
- Scanners for Interactive Sample Ballot absent, so unable to assess

2. Election November 5, 2019

The Committee observed 29 of the 40 voting locations. At these locations, voters had a choice between using the BMDs or the punch card system.

Committee observed the following:

- Most voters chose the punch card system
- Late delivery of BMDs
- BMDs not set up at 7a.m. when polls opened
- BMDs being set up with use of instruction manual: confused and frustrated poll workers who had not been trained on BMD assembly
- Some BMDs not set up until late morning/noon
- Some precincts did not have any working BMDs
- Poll workers appeared poorly trained/untrained
- No tech support on site, and no access to roving IT workers
- Jammed ballots resulting in shut down of BMD
- Unused ballots were unsecured
- Numerous angry comments about lack of transportation to Vote Centers. This is critical, as previous 4000 voting sites, that were walkable, have been reduced to approximately 900, requiring transportation.

NOTE: Subsequent to our Committee visits, Committee made several requests to the Registrar to receive the curriculum for VSAP personnel training as well as training schedules. Committee did not receive either. Committee requested attendance at a training session and received no response.

The following chart is a consolidation of November 5 “pilot” election:

NOVEMBER 5, 2019 VOTING "PILOT" RESULTS OF JURY OBSERVATIONS				
Polling Location	Poll Worker Adequately Trained on BMD	% of BMDs in Working Order at Time of Jury Visit	County Lead Present	Notes
South Pasadena War Memorial Building	Unable to Determine	0%	Yes	Opened late at 7:10 a.m. BMDs arrived at 7:32 a.m. No County lead was present. Voting signage was poor.
San Marino High School	Yes	0%	Yes	Staff received eight hours of training.
Sierra Madre Congregational Church	Yes	100%	Yes	California State employee was present as an observer. Technical person was County employee. Two full-time County employees were present.
Sierra Madre Episcopal	Unable to Determine	Unable to Determine	Yes	
Monrovia Second Baptist Church	Unable to Determine	0%	Unable to Determine	BMDs were not working all day.
Monrovia Calvary Church	Unable to Determine	0%	Unable to Determine	BMDs were not working all day.
Monrovia Community Center	Unable to Determine	Unable to Determine	Unable to Determine	Poll workers had problems with BMDs.
Monrovia High School	See Notes	100%	Unable to Determine	BMDs arrived at 10:30 a.m. Technician did not receive hands-on training and stated training was through pictures.
South Pasadena Public Library	No	Unable to Determine	Yes	BMD not set-up at time of Jury arrival.
The Church of Latter-Day Saints South Pasadena	No	Unable to Determine	Unable to Determine	Ballots in white box not secured. e-Poll name misspellings hindered voting process.
Washington Middle School	N/A	N/A	N/A	Location closed. Voting transferred to Long Beach Mission. Voters confused.
Long Beach Rescue Mission	No	0%	Yes	No e-Poll lookup available; paper ledgers used
Roosevelt Elementary School	No	Unable to Determine	Yes	Poll workers not directing voters to BMDs.
Covenant Manor	No	50%	Yes	One poll worker had to stand over and instruct voter through entire process.

NOVEMBER 5, 2019 VOTING "PILOT" RESULTS OF JURY OBSERVATIONS				
Polling Location	Poll Worker Adequately Trained on BMD	% of BMDs in Working Order at Time of Jury Visit	County Lead Present	Notes
Long Beach Jenny Oropeza Community Center	Yes	Unable to Determine	Yes	Voter required hand holding and stated the system was difficult to use.
Drake Park	Unable to Determine	Unable to Determine	No	No BMDs were setup at time of Jury arrival
Lynwood Worship Center	Unable to Determine	Unable to Determine	Yes	No BMDs were setup at time of Jury arrival
Lincoln Elementary School	Unable to Determine	100%	Yes	Site inaccessible. No parking and no handicap accessibility available.
Lynwood High School	Yes	100%	Yes	By 1:00 p.m., 68 voters had voted, but no statistics available on whether they used the BMD.
Bateman Hall	Unable to Determine	100%	Yes	By 1:40 p.m., no one had used the BMD
Durfee Elementary School	Unable to Determine	0%	Unable to Determine	Still setting up BMDs. Using punch card system.
S. Ranchito Elementary School	Yes	100%	Unable to Determine	Trucks had left the yard at 6:50 a.m. Machines setup at 7:30 a.m.
Pico Rivera Library	No	Unable to Determine	Unable to Determine	BMDs delivered at 7:30 a.m. Driver ready to leave dispatch at 5:30 a.m., but left at 7:00 a.m.
Pico Park Community Center	No	Unable to Determine	Unable to Determine	Issue with the BMDs that needed to be replaced. Technician unable to correct problem.
Rivera Middle School	Unable to Determine	100%	Unable to Determine	BMDs installed at 9:30 a.m.
Birney Elementary School	No	Unable to Determine	Unable to Determine	BMDs setup at 8:00 a.m. One machine had paper jam. Voters apprehensive at using BMDs.
Century 21 Allstars	No	Unable to Determine	Unable to Determine	BMDs delivered at 8:00 a.m. and setup at 9:00 a.m. County worker injured back while delivering machines. Location on the 2nd floor of the building. Total lack of communication.

NOVEMBER 5, 2019 VOTING "PILOT" RESULTS OF JURY OBSERVATIONS				
Polling Location	Poll Worker Adequately Trained on BMD	% of BMDs in Working Order at Time of Jury Visit	County Lead Present	Notes
Montebello Gardens Elementary	Yes	100%	Unable to Determine	BMDs set-up at 8:15 a.m. and working well.
The Park	No	0%	Unable to Determine	BMDs arrived at 7:15 a.m. and ready at 7:45 a.m. No BMDs working.

3. **State of California Secretary of State Three-week Assessment, October & November 2019**

Independent Auditor: Freeman, Craft, McGregor Group

The Registrar underwent VSAP three-week testing for the BMDs under the direction of the California Secretary of State’s Office in October and November 2019. This testing was required to certify the BMDs so that the County is able to utilize the BMDs on March 3, 2020, the Presidential Primary Election.

During this test of the BMDs, the State Independent Auditor (Freeman, Craft, McGregor Group) reported numerous problems with the BMDs.

See the following Freeman Craft Volume Test Summary Results¹⁸ dated December 24, 2019.

¹⁸ <https://www.sos.ca.gov/elections/ovsta/voting-technology-vendors/los-angeles-county-vsap/> , (accessed 3/11/20)



FREEMAN, CRAFT, MCGREGOR GROUP

Volume Test Summary Results

County of Los Angeles
VSAP Version 2.0
Ballot Marking Device
Version 1.0
Voting System

California SOS Contract
#18S52064

Prepared for the California
Secretary of State
December 24, 2019

The Volume Test is intended to simulate conditions approximating the normal use by voters in a polling place on Election Day and verify that the equipment will operate reliably under those conditions. Twenty-five temporary employees were hired as test voters. They cast decks containing between 100 and 115 sheet ballots on 50 Ballot Marking Device (BMD) units. Two of the units were fed an additional 150 pre-marked ballots to test the capacity of the ballot boxes. Members of the Freeman, Craft McGregor Group observed the voting and documented any anomalies the voters encountered while operating the machines.

Twenty-nine of the 50 units (58%) experienced incidents that were logged. Test voters encountered 56 incidents, including ballot jams, one ballot printed over two cards and three machines with frozen screens, for a total of 172 anomalous conditions that were documented on incident logs. The data obtained from these incident logs are presented in Attachment A.

The most significant findings are as follows:

Overall, there were 52 paper jams. Four distinct types of paper jams were observed. The first occurred when a voter inserted the ballot into the BMD but pulled it back or did not continue to push the ballot before it loaded into the unit. This is sometimes referred to as a "timid jam" in the incident logs. This results in a false paper jam. The second occurs when a ballot is slightly skewed when the voter attempts to insert their ballot. When this occurs, the ballot gets caught in the printer and is damaged. In order to proceed with voting, the voter must contact an election worker to open the printer cover and the ballot box, clear the jam and replace the damaged ballot. The third jam results from the ballot getting caught in the printer fingers. If this happens after the voter has pressed the cast ballot selection, the ballot removed from the print head is blank and the voter has to re-vote their ballot. Even when this error occurs earlier in the process, the voter needs to summon an election worker to clear the jam and replace the damaged ballot. The fourth jam is caused by ballots not falling cleanly into the

ballot box and hanging just outside of the printer roller. As these ballots accumulate, they begin to interfere with other ballots exiting the printer/scanner head and prevent them from exiting the mechanism and falling cleanly into the box. This results in a paper jam. The ballot box must be opened in order to proceed with voting, but clearing the jam results in the BMD sensors not recognizing the ballot. As a result, the number of ballots in the ballot box does not match the number of ballots recorded on the closing report at the end of the voting session.

There was a total of 5,373 ballots cast during the test. Since there were 52 jams, the mis-feed rate for this test was 0.97%. Thirty-two (61.5%) of the jams resulted in having to restart the voting session. In addition, 23 (44.2%) of these jams damaged the ballot either when the jam occurred or when the ballot was removed and the jam cleared.

In three cases, the BMD became unresponsive to any input and had to be restarted via a forced power cycle. Each of these cases happened during the ballot printing phase of voting. Initially, the ballot stalled for approximately 23 seconds in the printing operation, then was ejected without being printed. The ballot was fed back into the BMD and the attempted printing operation took 57 seconds, then the ballot was ejected again. After the second or third attempt to print, the BMD screen went to all white and the BMD did not recover, respond to any touch input, or poll worker code input to the scanner. The BMD had to be restarted by holding the power button in for more than 10 seconds to cause a forced power off, then the BMD was restarted normally and was able to resume normal operation.

Two of the BMDs were fed an additional 150 ballots, after the initial 100, to test the 250 ballot maximum capacity of the ballot box. During this portion of the test, one of the BMDs experienced 3 ballot box jams.

When a ballot box jam occurs when the ballot is being cast, that ballot is not included in the cast ballot count. As such, there were 253 ballots in the ballot

box before the BMD stopped accepting ballots and indicated that the ballot box was full and needed to be emptied. The close poll report indicated that only 250 ballots were cast.

Excerpt from January 24, 2020, letter from Secretary of State Alex Padilla to Registrar:¹⁹

BALLOT JAMS/MISFEEDS:

- Improve the ballot marking device paper handling and remediate the current jamming and misfeed rate of the ballot marking device of 0.0096% to an acceptable rate of no more than 0.002% as prescribed in the California Voting System Standards.
- Written notice to voters, in all required languages, in advance of the voting period and at all vote centers in a manner that complies with California law on how to properly feed ballots.
- Training to all poll workers on proper insertion of ballots into the ballot marking device for ballot marking and casting and how to properly clear and log ballot jams and paper misfeeds.

BALLOT BOX SECURITY:

- In addition to the serialized ties used to seal the ballot box on the ballot marking devices, Los Angeles County shall use the Secretary of State approved tamper evident adhesive seals on the seam where the ballot box meets the printer cover on the ballot marking devices.
- Verification of the seals is subject to the same chain of custody documentation process and procedure requirements for all other tamper evident materials.

USB AND ROOT ACCESS FOR WORKSTATIONS:

- Los Angeles County shall immediately use physical USB port covers covered by a Secretary of State prescribed tamper evident seal.
- Within five months from the date of this conditional approval, Los Angeles County shall make programming changes within the system to restrict USB access.

“MORE” BUTTON:

- Within five months from this conditional approval, Los Angeles County shall provide a plan to the Secretary of State for reviewing the functionality and usability of the system as it pertains to the current use of the "More" button on the ballot marking device including engagement with stakeholders, disability rights advocates and recognized election material design and usability experts.

¹⁹ <https://votingsystems.cdn.sos.ca.gov/vendors/LAC/vsap20-cert.pdf> (accessed 3/11/20)

4. State of California Conditional Approval of VSAP

The State issued conditional approval of VSAP January 24, 2020²⁰. This document contains 35 conditions, three of which must be completed by March 3, 2020.

These are the State conditions:

²⁰ *ibid*



SECRETARY OF STATE

**CONDITIONAL APPROVAL OF
LOS ANGELES COUNTY'S
Voting Solutions for All People (VSAP) 2.0
VOTING SYSTEM**

Whereas, pursuant to Elections Code section 19202, no voting system, in whole or in part, may be used unless it has received the approval of the Secretary of State; and

Whereas, Los Angeles County submitted an application for the VSAP 2.0 voting system, which is comprised of Tally 2.1.2.27, Ballot Marking Device (BMD) A0.2, FormatOS Version 0.19.0, BMD BASI Version 0.19.0, BMD BESI Version 0.19.0, BMD Manager (BMG) Version 0.19.0, VSAP Ballot Layout (VBL) 1.0-8ddf61d, Enterprise Signing Authority (ESA) and the IBML ImageTrac 6400 High Speed Scanner, submitted on or about November 6, 2018; and

Whereas, a series of tests of the voting system were conducted by the Secretary of State's office and the state approved testing consultant, against the California Voting System Standards, and California law; and

Whereas, the voting system executed all test cases, scenarios, and scripts developed by the Secretary of State's office; and

Whereas, the request for approval of the voting system as described above was considered at a public hearing held January 10, 2020, in Sacramento, California; and

Whereas, written public comment was taken through January 20, 2020; and

Whereas, upon implementation of the conditions set forth below, the voting system satisfies the accuracy, accessibility, usability, and security standards set forth in the California Voting System Standards and California law.

Therefore, I, Alex Padilla, Secretary of State for the State of California, find and determine, pursuant to Division 19 of the Elections Code, as follows:

For the reasons set forth above, Los Angeles County's VSAP 2.0 voting system is hereby conditionally approved.

Use of Los Angeles County's VSAP 2.0 voting system must comply with all California Election Code and California Code of Regulation requirements and is also subject to the following terms and conditions:

1. Los Angeles County shall make available in each vote center a sufficient number of blank write-in paper ballots for any voter that requests to cast a hand-marked paper ballot. The paper write-in ballots shall, at a minimum, contain all elements consistent with the Federal Voting Assistance Program's federal write-in absentee ballot and comply with state law. Any write-in ballot cast at a vote center shall be secured in a ballot secrecy envelope identifying the ballot style or precinct, placed in a secure ballot box and shall be processed as a regular ballot during the canvass period.
2. Los Angeles County is prohibited from installing any software applications or utilities on any component of the voting system that have not been identified and approved by the Secretary of State.
3. Within five business days of this conditional approval, Los Angeles County shall provide to the Secretary of State the final version of its Use Procedures, entitled "Voting Solutions for All People Use Procedures." Within five business days of receipt, the Secretary of State shall review and either approve or return the Use Procedures to Los Angeles County for further revision and resubmittal within two business days. Compliance with the Use Procedures by Los Angeles County is a condition of the approval of this voting system. Compliance with all requirements set forth in the final Use Procedures is mandatory, whether or not a particular requirement is identified in this approval document.
4. The system shall be utilized in a configuration of parallel central election management systems separated by an "air-gap" where a permanent central system established to be running unaltered, certified software and firmware is used solely to define elections and program voting equipment. The system shall be formatted and reinstalled from the certified software after every election.
5. No substitution or modification of the voting system shall be made with respect to any component of the voting system, including the Use Procedures, until the Secretary of State has been notified in writing and has determined that the proposed change or modification does not impair the accuracy or efficiency of the voting system sufficient to require a re-examination and approval.
6. Los Angeles County shall deposit an exact copy of the trusted build files to a State of California approved escrow facility within 10 business days of this certification. These build files along with

the source code and all associated software and firmware shall be escrowed in a California approved source code escrow facility, pursuant to California Elections Code section 19212. Pursuant to California Code of Regulations section 20641, within five business days, Los Angeles County shall certify to the Secretary of State that it has placed the software in escrow.

7. Immediately after any repair or modification of any voting system component that requires opening the housing, the integrity of the firmware and/or software for that component must be verified using an automated mechanism, or all software must be reinstalled by the jurisdiction using the approved firmware and/or software version supplied directly by the Secretary of State before the equipment can be put back into service.
8. The voting system contains no external connections of any type, this includes but is not limited to wireless and modem transmissions, to any device utilized for communication by or with any component of the voting system. No component of the voting system or any device with network connectivity to the voting system, may be connected to the Internet, directly or indirectly, at any time.
9. Upon request, members of the public must be permitted to observe and inspect, without physical contact, the integrity of all externally visible security seals used to secure voting equipment in a time and manner that does not interfere with the conduct of the election or the privacy of any voter.
10. Los Angeles County shall preserve the audit logs of each ballot marking device used in an election, for 22 months after the election.
11. Election workers in a vote center shall not participate in any post-election manual count auditing of results from the vote center in which they were an election worker, except for permanent Los Angeles County employees.
12. Los Angeles County shall develop appropriate security procedures for use when representatives of qualified political parties and bona fide associations of citizens and media associations, pursuant to their rights under Elections Code section 15004, check and review the preparation and operation of vote tabulating devices and attend any or all phases of the election. The security procedures must permit representatives to observe at a legible distance the contents of the display on the vote tabulating computer or device. This requirement may be satisfied by positioning an additional display monitor or monitors in a manner that allows the representatives to read the contents.
13. With respect to any part or component of the above described voting system for which the chain of custody has been compromised, the security or information has been breached or attempted to be breached, or experiences a fatal error from which it cannot recover gracefully (i.e., the error is not handled through the device's internal error handling procedures with or without user input, such that the device must be rebooted or the device reboots itself to restore operation), the following actions shall be taken:

- a. The Los Angeles County Registrar of Voters shall be notified immediately of any suspected or documented occurrence;
 - b. The Secretary of State shall be notified immediately upon validation of such an occurrence by the Registrar of Voters;
 - c. If the occurrence is validated, the equipment shall immediately be removed from service and replaced if possible;
 - d. If the device is a ballot marking device:
 - i. Any voted ballots contained within the device, at the time of occurrence, shall be removed and secured.
 - 1. A record of the number of voted ballots removed and secured shall be created and maintained as part of the official canvass; and
 - 2. A report of a 100% manual count of those ballots removed and secured shall be maintained as part of the official canvass.
 - e. If the device is a scanner or tabulator, the results from ballots scanned or tabulated on the device shall be cleared from any accumulated results and the ballots rescanned on a different device. In addition, the ballot counts from the device shall be saved as part of the election record and retained for the full election retention period.
 - f. An image of all device software and firmware shall be stored on write-once media and retained securely for the full election retention period; and
 - g. All device software and firmware shall be reinstalled from a read-only version of the approved firmware and software supplied directly by the Secretary of State before the equipment is placed back into service.
14. The Secretary of State reserves the right, with reasonable notice to Los Angeles County, to modify the Use Procedures used with the voting system and to impose additional requirements with respect to the use of the system if the Secretary of State determines that such modifications or additions are necessary to enhance the accuracy, reliability or security of any of the voting system. Such modifications or additions shall be deemed to be incorporated herein as if set forth in full.
15. The Secretary of State reserves the right to monitor activities before, during and after the election at any vote center, warehouse, satellite location, central tabulation location, or the registrar of voters' office, and may, at his or her discretion, test the voting equipment.
16. Voting systems certified for use in California shall comply with all applicable state and federal requirements, including, but not limited to, those voting system requirements as set forth in the California Elections Code and the Help America Vote Act of 2002 and those requirements incorporated by reference in the Help America Vote Act of 2002. Further, voting systems shall also comply with all state and federal voting system guidelines, standards, regulations and requirements that derive authority from or are promulgated pursuant to and in furtherance of the

California Elections Code, the Voting Rights Act, and the Help America Vote Act of 2002 or other applicable state or federal law when appropriate.

17. Voting system manufacturers or their agents shall assume full responsibility for any representation they make that a voting system complies with all applicable state and federal requirements, including, but not limited to, those voting system requirements as set forth in the California Elections Code, the Voting Rights Act, and the Help America Vote Act of 2002. In the event such representation is determined to be false or misleading, voting system manufacturers or their agents shall be responsible for the cost of any upgrade, retrofit or replacement of any voting system or its component parts found to be necessary for certification or otherwise not in compliance.
18. The VSAP 2.0 voting system is for the exclusive use of Los Angeles County at this time.
19. Prior to the disposal or sale of this voting system or portion thereof, all equipment shall be cleared with a minimum of a two-pass wipe so that no software, firmware or data remains on the equipment. At the time of disposal or sale, the equipment shall be returned solely to a non-functioning piece of hardware and the following documented for each:
 - a. Whether the equipment is void of all software, firmware and data;
 - b. The hardware model name;
 - c. The hardware model number;
 - d. The hardware serial number; and
 - e. The persons and entity, if any, that voided the equipment of the software, firmware, and data.
20. Voting systems certified for use that utilize a barcode or QR code for tabulation shall be subject to the following:
 - a. Jurisdictions shall develop procedures and conduct training for poll workers, prior to every election, regarding voter verification of barcodes or QR codes used for tabulation.
 - b. In conducting pre-election testing pursuant to Elections Code section 15000, the jurisdiction shall validate the logic and accuracy of the barcodes or QR codes used for tabulation.
 - c. In conducting a one percent manual tally pursuant to Elections Code section 15360 or a risk limiting audit pursuant to Elections Code section 15367, the jurisdiction shall perform a further review of any ballot examined pursuant to those sections that contains a barcode or QR code used for tabulation. The further review shall verify that the information contained in the QR code or barcode matches the voter verified, human readable text.
21. Los Angeles County shall submit in writing prior to each election, an attestation and verified HASH, identical to the Secretary of State's trusted build SHA-2 512-bit HASH.

22. Any VSAP 2.0 ballot marking device deployed by Los Angeles County shall carry a maintenance schedule under the printer cover.
23. In addition to the serialized ties used to seal the ballot box on the ballot marking devices, Los Angeles County shall use the Secretary of State approved tamper evident adhesive seals on the seam where the ballot box meets the printer cover on the ballot marking devices. Verification of the seals is subject to the same chain of custody documentation process and procedure requirements for all other tamper evident materials.
24. Los Angeles County shall use the Secretary of State approved serialized tamper evident, adhesive seals on the ballot transfer container closing seam. The serialized, adhesive seals shall be used in conjunction with the seal transfer log. Verification of the seals is subject to the same chain of custody documentation process and procedure requirements as all other tamper evident materials.
25. In addition to Los Angeles County's established password policy and security protocols for the workstations and servers, Los Angeles County shall:
 - a. Limit access to passwords used in the VSAP 2.0 environment to employees based on documented job necessity;
 - b. Use the Secretary of State approved serialized tamper evident, adhesive seals over the cover seam of the workstations and servers;
 - c. Add locks to the lock tabs on workstations and servers; and
 - d. Use physical USB port covers covered by a Secretary of State approved serialized tamper evident, adhesive seal.
26. Within five months from the date of this conditional approval, Los Angeles County shall make and submit programming changes to the Secretary of State for testing and review in order to be in place for the November 3, 2020 General Election that:
 - a. Improve the ballot marking device paper handling and remediate the current jamming and misfeed rate of the ballot marking device of 0.0096% to an acceptable rate of no more than 0.002% as prescribed in the California Voting System Standards;
 - b. Remediate the items determined not to impact the integrity, accuracy, or efficiency of the system, that are classified as low severity in the Secretary of State's Consultant Source Code Report;
 - c. Clearly align the voting system audit log descriptions with the on-screen event descriptions; and
 - d. Restrict USB access on the workstations and servers.
27. The "System Audio Sounds" functionality shall not be enabled.

28. For the March 3, 2020 Presidential Primary Election, Los Angeles County shall submit a report to the Secretary of State within 30 days from the close of canvass which identifies any occurrence of a white screen event and shall include a copy of all logs, including chain of custody documentation for the subject device(s).
29. Los Angeles County shall submit an attestation to the Secretary of State prior to each election confirming that the VBL ballot files were successfully validated against ECBMS (election preparation) data prior to ballot printing and ballot marking device loading.
30. By June 30, 2021, Los Angeles County shall provide documentation to the Secretary of State that demonstrates that Los Angeles County is either:
 - a. Using only validated FIPS 140-2 cryptographic modules in VSAP 2.0;
 - b. All cryptographic modules that are used in VSAP 2.0 are FIPS 140-2 validated; or
 - c. The VSAP 2.0 cryptographic modules meet or exceed standards consistent with FIPS 140-2.
31. Within six months from the date of this conditional approval, Los Angeles County shall submit to the Secretary of State a detailed plan to encrypt the VSAP 2.0 components including but not limited to all server and workstation hardware. If Los Angeles County cannot successfully implement full disk encryption without documented impact to the system's accuracy, efficiency, or performance, the Secretary of State reserves the right to require Los Angeles County to undergo an external independent security audit at Los Angeles County's expense, but procured by the Secretary of State.
32. Los Angeles County shall proof all audio and language files during logic and accuracy testing and submit an attestation to the Secretary of State upon completion of logic accuracy testing and prior to any election that all required languages are valid, complete and present in the ballot marking devices.
33. Within five months from the date of this conditional approval, Los Angeles County shall provide a plan to the Secretary of State for reviewing the functionality and usability of the system as it pertains to the current use of the "More" button on the ballot marking device including engagement with stakeholders, disability rights advocates and recognized election material design and usability experts.
34. For the March 3, 2020 Presidential Primary Election and any election held prior to modifications or updates required by this conditional approval, Los Angeles County shall provide:
 - a. Written notice to voters, in all applicable California Elections Code Section 14201 languages, in advance of the voting period and at all vote centers in a manner that complies with California law on:

- i. How to properly feed ballots into the ballot marking devices;
 - ii. Use of the "More" button to review all actions before making selections when using the ballot marking devices; and
 - iii. Verifying selections on the ballot marking device, after printing the ballot and before casting their ballot.
- b. Training to all poll workers on:
 - i. Proper insertion of ballots into the ballot marking device for ballot marking and casting;
 - ii. How to properly clear and log ballot jams and paper misfeeds;
 - iii. Orienting voters on the use of the "More" button to review all options before making selections when using the ballot marking devices; and
 - iv. Informing voters about verifying selections on the ballot marking device, after printing the ballot and before casting their ballot.
- c. A sufficient quantity of back-up ballot marking devices and mobile support technicians to support vote center activity.

35. For the March 3, 2020 Presidential Primary, Los Angeles County shall provide a report to the Secretary of State within 30 days from the close of canvass, which identifies:

- a. A copy of the content of training and the number of poll workers trained;
- b. A copy of any notice provided to voters as described in condition 34 above;
- c. A summary of the total number of ballots cast using ballot marking devices;
- d. A summary of the total of all errors, ballot jams and misfeeds;
- e. An inventory of devices that experienced errors, ballot jams or misfeeds including the serial number and whether the device was taken out of service; and
- f. A copy of all logs, including chain of custody logs documenting any and all errors, ballot jams and misfeeds.



IN WITNESS WHEREOF, I hereunto set my hand and affix the Great Seal of the State of California, this 24th day of January 2020.

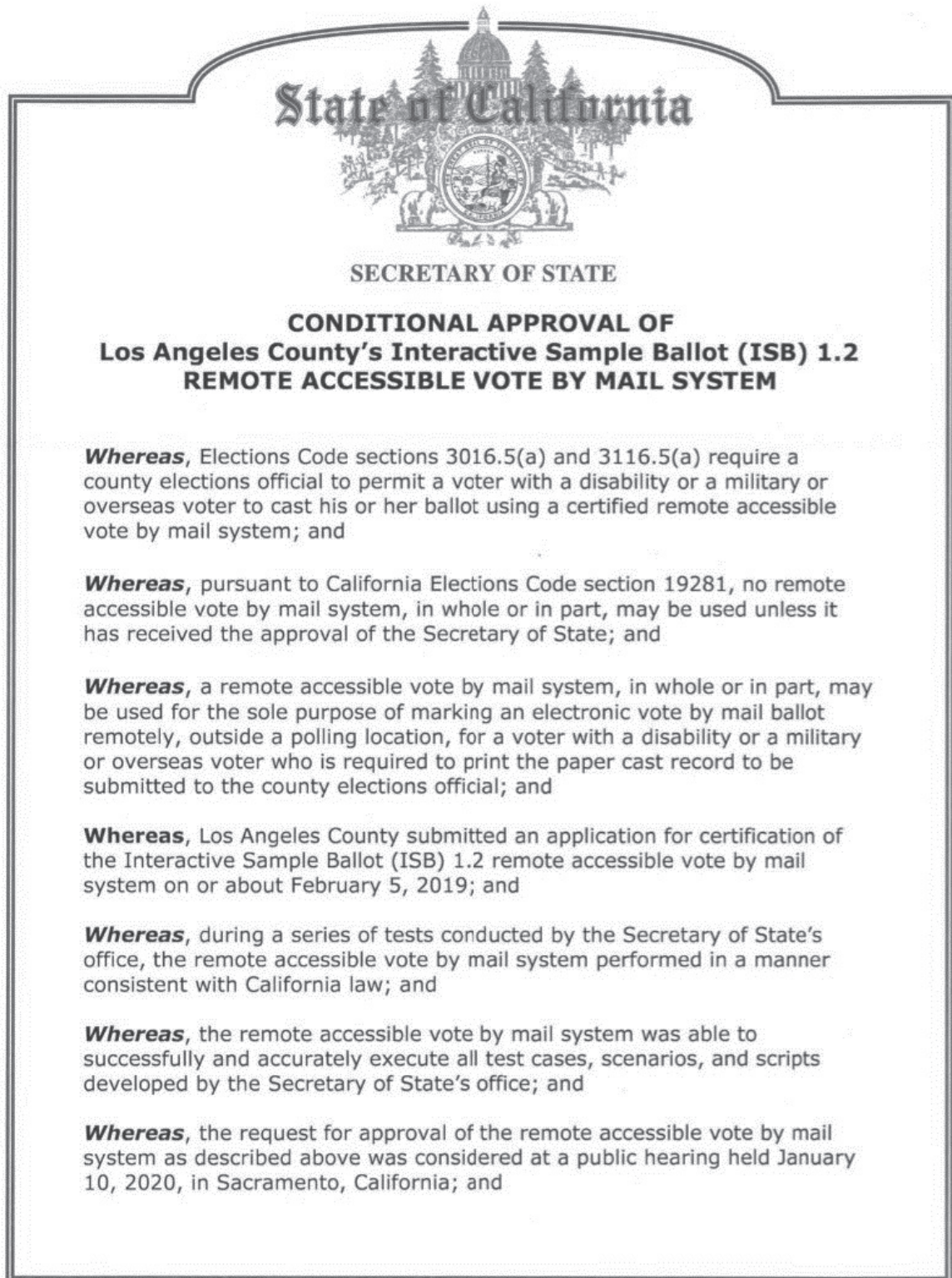
ALEX PADILLA
Secretary of State

5. State of California Conditional Approval of the ISB

The Committee observed in visits to Vote Centers during the Presidential Primary Election that voters were using the ISB. The Committee observed that the general reaction to the ISB was positive.

The State issued conditional approval of the ISB January 29, 2020. This document contains 16 conditions.

These are the State Conditions:



Whereas, written public comment was considered for the request for approval of the remote accessible vote by mail system as described above through January 20, 2020.

Therefore, I, Alex Padilla, Secretary of State for the State of California, find and determine, pursuant to Division 19 of the Elections Code, as follows:

For the reasons set forth above, Los Angeles County's ISB 1.2 remote accessible vote by mail system is hereby conditionally approved.

Use of Los Angeles County's ISB 1.2 remote accessible vote by mail system is subject to the following terms and conditions:

1. Los Angeles County shall allow voters using the system to return the paper cast record in an envelope of the voter's choosing or in an accessible "two-hole punched signature guide" envelope supplied by the jurisdiction, however the voter must sign the sealed envelope as required by law.
2. Los Angeles County shall configure the following attestation language within the remote accessible vote by mail system landing page in substantially the following form:

Under California law, only voters in the military, overseas voters, and voters with disabilities are eligible to use this accessible vote by mail system.

- I am either a voter with a disability or a military or overseas voter, and therefore I am eligible to use this accessible vote by mail system.
- I understand that my selections marked by this system and submitted to [insert local election jurisdiction name] will be transferred onto a ballot by an election official to be tabulated.
- I understand that my selections marked by this system must be printed by me and submitted to [insert local election jurisdiction name], no later than 8:00 p.m. Pacific Standard Time on Election Day.

I certify that all of the above are true.

3. Los Angeles County shall only make the system available within the allowed voting period for any election, including any early voting and vote by mail periods.
4. Los Angeles County shall make available a dedicated accessible toll free telephone line and/or email box for technical assistance to voters using the system. The accessible toll free telephone line and/or email box must be available and regularly monitored while the system is available for use, including early voting and vote by mail periods.
5. Within five business days of this conditional approval, Los Angeles County shall provide for publication on the Secretary of State's website its final Use Procedures, entitled "Los Angeles County ISB 1.2 Use Procedures," which the Secretary of State hereby approves. Compliance with the Use Procedures by the county is a condition of the approval of this remote accessible vote by mail system. Compliance with all requirements set forth in the Use Procedures is mandatory, whether or not a particular requirement is identified in this approval document.
6. ISB 1.2 is for the exclusive use of Los Angeles County.
7. Within five business days of this conditional approval, Los Angeles County shall produce accessible instructions in compliance with all state and federal language accessibility requirements, including but not limited to, a closed-captioned video for voters using the system. Such information shall also include standard instructions for voters to verify that they have the minimum system requirements to use ISB 1.2.
8. Pursuant to Elections Code section 19290(a), if a remote accessible vote by mail system has been certified or conditionally approved by the Secretary of State, the county shall notify the Secretary of State in writing of any defect, fault, or failure of the hardware, software, or firmware of the system or a part of the system within 30 calendar days after the county or jurisdiction learns of the defect, fault, or failure.
9. Los Angeles County shall provide a report to the Secretary of State, within 30 calendar days of certifying the election results, listing the number of voters that used the system and all technical issues reported (if any), along with any mitigations.
10. Pursuant to Elections Code section 19291, no substitution or modification of the remote accessible vote by mail system shall be made with respect to any component of the remote accessible vote by

mail system, including the Use Procedures, until the Secretary of State has been notified in writing and has determined that the proposed change or modification does not impair the accuracy or efficiency of the remote accessible vote by mail system sufficient to require a re-examination and approval. This includes, but is not limited to, the hosting environment, which shall be kept current with security and anti-malware updates applicable to each component of the environment.

11. Pursuant to Elections Code section 19295, the remote accessible vote by mail system shall not have the capability, including optional capability, to allow a remote server to mark a voter's selections transmitted to the server from the voter's computer via the internet. The remote accessible vote by mail system shall not have the capability, including optional capability, to store any voter identifiable selections on any remote server, and shall not have the capability, including optional capability, to tabulate votes. All systems and transmission of data shall be configured, maintained and monitored to protect the system in a manner commensurate with the risk that would result from unauthorized access, use, disclosure, disruption, modification, or destruction of such information.
12. The Secretary of State reserves the right, with reasonable notice to the county, to modify the Use Procedures and this certification to impose additional requirements with respect to the use of the system if the Secretary of State determines that such modifications or additions are necessary to enhance the accessibility, accuracy, reliability or security of the remote accessible vote by mail system. Such modifications or additions shall be deemed to be incorporated herein as if set forth in full.
13. Los Angeles County shall notify the Secretary of State immediately upon discovery of a breach or attempted breach in the security or information relating to the remote accessible vote by mail system.
14. The Secretary of State reserves the right to monitor activities before, during and after the election at any registrar of voters' office or county hosted entity, and may, at his or her discretion, test and perform security scans or audits of the remote accessible vote by mail system.
15. Remote accessible vote by mail systems certified for use in California shall comply with all applicable state and federal requirements, including, but not limited to, those remote accessible vote by mail system requirements as set forth in the California Elections Code. Further, remote accessible vote by mail systems shall also comply with

all state and federal voting technology guidelines, standards, regulations and requirements that derive authority from or are promulgated pursuant to and in furtherance of the California Elections Code or other applicable state or federal law when appropriate, including but not limited to Section 508 of the Americans with Disabilities Act.

16. Remote accessible vote by mail system manufacturers or their agents shall assume full responsibility for any representation they make that a remote accessible vote by mail system complies with all applicable state and federal requirements, including, but not limited to, those remote accessible vote by mail system requirements as set forth in the California Elections Code. In the event such representation is determined to be false or misleading, remote accessible vote by mail system manufacturers or their agents shall be responsible for the cost of any upgrade, retrofit or replacement of any remote accessible vote by mail system or its components found to be necessary for certification or otherwise not in compliance.

IN WITNESS WHEREOF, I hereunto set my hand and affix the Great Seal of the State of California, this January 29, 2020.



ALEX PADILLA
Secretary of State

6. Presidential Primary February 22 Through March 3, 2020

The Committee observed 22 Vote Centers during the Presidential Primary Election. Numerous failings were notated, in particular the bottleneck during voter check-in at the e-Polls.

Results are outlined in the following chart:

JURY FINDINGS OF PRIMARY PRESIDENTIAL ELECTION FEBRUARY 22, 2020 THROUGH MARCH 3, 2020											
LOCATION	WORKERS	PASSCODE TO BOOT BMD	IT AVAIL	BALLOTS	BACK-UP BALLOTS	SUPPLIES	Curbside VOTING	BMD SETUP	BMD AVAILABLE	SIGNAGE OUTSIDE	OBSERVATIONS
San Gabriel Community Center	11	NO	NO	YES	Unable to Determine	Unable to Determine	NO	NO	10	NO	Passcode could not be loaded. On hold with IT for 15 minutes, cut off twice. Student worker turned away a voter because system was down. No large visible signage outside.
San Gabriel Library	15	NO	NO	YES	NO	YES	NO	5	10	YES	No passcode to start BMDs. Backup ballots not available. VSAP lockers opened when workers arrived. No electrical connections to plug five machines into the wall.
Rosemead Community Center	9	NO	NO	NO	NO	NO	YES	5	15	YES	No passcodes. Difficulty in contacting IT. Router missing from empty case. No back up ballots. Majority of voting supplies missing, including ballots, provisional ballots, and security envelopes. Only five of 15 BMDs set up. Voters turned away.
Centro Estrella East Los Angeles	3	NO	NO	NO	NO	NO	NO	YES	10	YES	No passcodes. Vote Center dark. Majority of workers did not show up for work, some left and three stayed behind. Center closed to voting.
East Los Angeles Service Center	7	YES	YES	YES	YES	YES	YES	5	10	YES	Half (5) BMDs non-operational. No power strips to connect power to BMDs. Slow to start. Many workers did not show up for work. When Jury asked questions, lead stated, "I am not allowed to answer questions."
Century 21 Montebello	8	YES	NO	YES	YES	YES	NO	3	10	YES	Location was upstairs and down a long hallway. Only room for three BMDs to be set up, the other seven still in boxes. Very energetic workers led by the most knowledgeable County lead worker Jury encountered.
Laborer's Union Mission Hills	15	Unable to Determine	NO	NO	NO	NO	NO	30	40	YES	No ballots. Sent a worker to pick up from another location. Voters sent elsewhere to vote. At time of Jury visit, shuttle waiting with several IT technicians sitting inside. Generational and language mix of energetic staff excited to work.

JURY FINDINGS OF PRIMARY PRESIDENTIAL ELECTION FEBRUARY 22, 2020 THROUGH MARCH 3, 2020											
LOCATION	WORKERS	PASSCODE TO BOOT BMD	IT AVAIL	BALLOTS	BACK-UP BALLOTS	SUPPLIES	Curbside VOTING	BMD SETUP	BMD AVAILABLE	SIGNAGE OUTSIDE	OBSERVATIONS
Sepulveda Recreation Center	20	NO	NO	YES	Unable to Determine	Unable to Determine	NO	25	25	LATE	One staffer said, "Dean Logan gets an F." Staff chaotic, confused and extremely upset. Staff arrived early to find that Vote Center location was changed within park complex. Upon arrival, poll workers stated that they were given conflicting information by maintenance and park staff. Poll workers located and assembled BMDs using manuals. All other materials, including e-Polls, were locked in a storage pod with unavailable keys. Staff repeatedly called Registrar, and expressed frustration that even after calling they did not receive the requested support. Generational and language mix of energetic staff excited to work. Three voters sent away.
East Valley Adult Center Van Nuys	19	Unable to Determine	NO	YES	Unable to Determine	Unable to Determine	NO	10	10	YES	No e-Poll available. Voters sent to Sherman Oaks Galleria Vote Center. Parking inadequate for voters because park activity takes up most of the spots. Generational and language mix of energetic staff excited to work.
St Charles North Hollywood	12	DELAYED	NO	YES	Unable to Determine	Unable to Determine	NO	5	10	YES	Passcode issue delayed opening by 10 minutes. One BMD jam. Difficulty finding supplies. No guide for printer. Generational and language mix of energetic staff excited to work.
Sherman Oaks Galleria, Sherman Oaks	5	YES	NO	YES	Unable to Determine	Unable to Determine	NO	5	6	YES	BMDs not set up. Workers had to set up. One BMD not working. Five voters not in system. No IT available, or county workers on site. Generational and language mix of energetic staff excited to work.

JURY FINDINGS OF PRIMARY PRESIDENTIAL ELECTION FEBRUARY 22, 2020 THROUGH MARCH 3, 2020											
LOCATION	WORKERS	PASSCODE TO BOOT BMD	IT AVAIL	BALLOTS	BACK-UP BALLOTS	SUPPLIES	Curbside VOTING	BMD SETUP	BMD AVAILABLE	SIGNAGE OUTSIDE	OBSERVATIONS
Hall of Administration	10	YES	YES	YES	YES	YES	NO	YES	YES	YES	No Curbside Voting available. Lead said Curbside Voting unsafe in Downtown LA due to heavy traffic and no parking. Voting signs not very visible and hard to see by motorists. Security guards directing voters. Lead added more voting signs on Hill Street. The e-Poll systems worked with no issues. About 10 ISB used by voters without problems when downloaded to the BMD machines. Some paper jams quickly fixed.
Union Station	9	YES	YES	YES	YES	YES	NO	YES	YES		Vote Center in Metro Building difficult to find. Not enough signs directing voters to center. No Curbside voting. Three BMDs jammed and not working. IT available on site. Steady voters, but not busy. Lead said that security guards watch machines once Vote Center closed.
Japanese American National Museum	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	This is one of the four-day Vote Centers, so it was not open when the Jury visited on February 28th. Vote Center opened on February 29th.
Castelar Elementary School	5	YES	NO	YES	NO	YES	YES	YES	YES	YES	Poll worker out front directing voters. Usual school security procedures were not observed. Children playing very close to the Vote Center. BMDs had to be moved because children were playing with them. Unclear if any child voted. Vote Center shared space with student cafeteria separated only by portable screen.
Alpine Recreation Center	3	YES	NO	YES	YES	YES	YES	YES	YES	YES	Not busy. Only one voter voting. Drop off boxes for mail-in ballots available. One paper jam. Two BMDs not working.

JURY FINDINGS OF PRIMARY PRESIDENTIAL ELECTION FEBRUARY 22, 2020 THROUGH MARCH 3, 2020											
LOCATION	WORKERS	PASSCODE TO BOOT BMD	IT AVAIL	BALLOTS	BACK-UP BALLOTS	SUPPLIES	Curbside VOTING	BMD SETUP	BMD AVAILABLE	SIGNAGE OUTSIDE	OBSERVATIONS
First Chinese Baptist Church	4	YES	NO	YES	YES	YES	YES	YES	YES	YES	Vote Center in the church library at the far end of the complex. Handicap and Curbside Voting inaccessible. Workers unable to reach Registrar, waited 40 minutes on helpline before getting disconnected. Poll workers eventually resolved the problem themselves. Needed better signage directing voters to proper site. Wrong address listed in County booklet.
Washington Irving Library	5	NO	YES	YES	NO	YES	YES	YES	15	YES	Not enough staff. More than 60 voters waiting in increasing line at Vote Center. Voters impatient because of long wait. One out of three e-Polls operating. IT was at site repairing e-Polls. No phone number on Curbside Voting sign.
42nd Street Elementary School	12	YES	YES	YES	YES	YES	YES	YES	15	YES	Vote Center very well organized, staffed and run. Knowledgeable and cheerful staff involved with greeting, guiding, and assisting voters through the voting process. Curbside Voting space cleverly protected using traffic cones. Drop box easily located. Voters had to walk through school while children present.
Atwater Avenue School	8	YES	NO	YES	YES	YES	YES	YES	30	YES	Very busy Vote Center. Seventy voters waiting in increasing lines. Eight out of 30 BMDs not working. Two of eight e-Polls not working. Short staffed. Curbside Voting sign with phone number listed. Drop box available, but not easily located. Confused voters unnecessarily standing in voting line to drop off mail-in ballot. Not well organized.

JURY FINDINGS OF PRIMARY PRESIDENTIAL ELECTION FEBRUARY 22, 2020 THROUGH MARCH 3, 2020											
LOCATION	WORKERS	PASSCODE TO BOOT BMD	IT AVAIL	BALLOTS	BACK-UP BALLOTS	SUPPLIES	Curbside VOTING	BMD SETUP	BMD AVAILABLE	SIGNAGE OUTSIDE	OBSERVATIONS
Loreto Elementary School	9	YES	YES	YES	YES	YES	YES	YES	25	YES	Short staffed, and situation worsened by poll worker no show, and moving of staff to another location. Many staff started at 6 a.m. and unable to eat till 3:30 p.m. Of 25 BMDs, 19 worked. Some jammed. One of eight e-Polls not working. Curbside Voting available with phone number listed. School was out for the day and staff available to assist. Drop box easily located. Voters unhappy at the redesign of the ballot with Presidential Primary Candidate names at the end.
Boyle Heights City Hall	7	YES	NO	YES	YES	YES	YES	YES	25	YES	Short staffed. Very poor lighting at Vote Center and not enough parking. Very large crowd of 80 voters waiting, with line constantly growing. Alternate nearby Vote Center information posted, but few chose to leave. Non-English speaking voters walking around the BMD area, confused. No voter privacy at BMD. Instance of a voter voting while companion standing there chatting. Confused voters could not locate the Mail-in Drop Off box and had no assistance. Lead swamped, busy working the e-Polls with no time to supervise. Five BMDs not operating. e-Poll machines very slow and poll workers had problems finding voter names which in one instance led to debate over issuing provisional ballot. Voters unhappy at the redesign of the ballot with Primary Presidential Candidate names at the end.

JURY REVISITED FOUR SITES ON MARCH 3, 2020 AND OBSERVED THE FOLLOWING:											
LOCATION	WORKERS	PASSCODE	IT AVAIL	BALLOTS	BACK-UP BALLOTS	SUPPLIES	Curbside VOTING	BMD SETUP	BMD AVAILABLE	SIGNAGE OUTSIDE	OBSERVATIONS
San Gabriel Community Center	13	YES	NO	YES	YES	YES	YES	YES	10	YES	This site had five e-Polls. Electrical issues. BMDs running smoothly. Steady flow of voters. Positive feedback from public to staff. Curbside voting utilized ISB (Interactive Sample Ballot). Staff confident in handling paper jams. One BMD not operational.
San Gabriel Library	Unable to Determine	YES	NO	YES	YES	YES	NO	YES	5	YES	Vote Center on second floor, quite busy with 40 voters waiting. Staff well organized. Staff assigned voters numbers to register and then wait aside till BMD became available. Curbside Voting sign present, but covered and without telephone number to call worker to curbside. One of five BMDs not working. Electrical limitations restricted them to five BMDs. Observer from the Elections Oversight Office present during Jury visit.
Rosemead Community Center	13	YES	NO	YES	YES	YES	YES	YES	25	YES	Two BMDs not working. All five e-Polls working. Vote Center was well organized and run. Steady flow of voters with no one waiting.
Centro Estrella East Los Angeles	4	YES	NO	YES	YES	YES	YES	YES	5	YES	Two e-Polls. Knowledgeable and organized staff. According to staff, no problems arose in the voting process.

RECOMMENDATIONS

- 12.1 The Committee recommends that all schools that are designated as a Vote Center must have a separate secure area with a separate entrance so that the public does not come in contact with the children.
- 12.2 The Committee recommends that the Registrar submit to the Board, with a copy to the Committee, a written document outlining the specifics of the security and chain-of-custody protocols of the ballots and the entire VSAP system at each Vote Center.
- 12.3 The Committee recommends that the Registrar submit a specific written plan that guarantees the resolution of all 51 conditions issued by the State. (See Conditional Certifications, Secretary of State.) This plan shall be submitted to the Board and to the Committee for their review within 90 days of receipt of this report.
- 12.4 The Committee recommends that, at the end of an election period, each poll worker complete a survey about their experience with the processes that are in place for staffing, training, equipment, supplies, security, and voter interaction. Surveys shall be sent to the Board for action two weeks.
- 12.5 The Committee recommends that the Registrar increase County lead staff at Large Vote Centers from one employee to two. Insufficient lead staff substantially decreases efficiency of voting process.
- 12.6 The Committee recommends that the Registrar require one IT tech stationed at each Vote Center location on Election Day. If possible, an IT tech would be assigned the entire November General Election period at Large Vote Centers.
- 12.7 The Committee recommends, that in addition to the mail-in option, the Registrar have an alternate means of voting throughout the County for the next three general elections. The VSAP must be deemed secure and operating properly, at that time, for the County to continue using it.
- 12.8 The Committee recommends that the Registrar clearly identify where the drop-off locations are for mail-in ballots. Signage at Vote Centers did not indicate a drop-box location for completed ballot, nor a sign that those with completed ballots were not required to stand in line.
- 12.9 The Committee recommends that Curbside Voting and a reserved handicap parking space be clearly identified at each Vote Center, with signage indicating the phone number to call. In addition, instructions on Curbside Voting must be clearly explained in election materials prior to the election period.

- 12.10 The Committee recommends that on the weekend before Election Day, and on Election Day, transportation throughout the County be free to the voting public so that those individuals without transportation can make it to a Vote Center. This is critical to voter participation.
- 12.11 The Committee recommends that at each Large Vote Center there be adequate and sufficient e-Polls in order to prevent bottleneck/congestion/chaos at check in.
- 12.12 The Committee recommends that all workers assigned to use the e-Poll have basic electronic skills which will enable the worker to quickly and effectively locate the name of the voter.

REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report and files it with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05 (a) and (b).

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses are required from:

Responding Agency	Recommendations
County of Los Angeles Board of Supervisors	12.1, 12.2, 12.3, 12.4, 12.5, 12.6, 12.7, 12.8, 12.9, 12.10, 12.11, 12.12
County Registrar Recorder, Los Angeles County Registrar	12.1, 12.2, 12.3, 12.4, 12.5, 12.6, 12.7, 12.8, 12.9, 12.10, 12.11, 12.12
Senior Staff, Los Angeles County Registrar Recorder	12.1, 12.2, 12.3, 12.4, 12.5, 12.6, 12.7, 12.8, 12.9, 12.10, 12.11, 12.12
Sachi Hamai, CEO, Los Angeles County	12.1, 12.2, 12.3, 12.4, 12.5, 12.6, 12.7, 12.8, 12.9, 12.10, 12.11, 12.12
Los Angeles County Office of Education	12.1
Los Angeles County Metropolitan Transportation Authority	12.10

COMMITTEE MEMBERS

Jean Holden, Co-Chair
 Marina LaGarde, Co-Chair
 Judith Whitman, Co-Chair
 Nirja Kapoor
 Mike Padilla
 Heather Preimesberger

Nursing Homes: Only the Strong Survive



2019-2020

**Los Angeles County
Civil Grand Jury**

Nursing Homes: Only the Strong Survive

Nursing Homes: Only the Strong Survive

EXECUTIVE SUMMARY

This Committee, *Nursing Homes: Only the Strong Survive*, was formed to investigate the Los Angeles County Public Health Department's Health Facilities Inspection Division (HFID). In addition, this report addresses the current COVID-19 pandemic and its effect on nursing facilities.

The 2015-2016 Los Angeles County Civil Grand Jury also published a report regarding Los Angeles County (County) nursing homes' inspections.¹ Noted in that report, in 2014, the County Auditor-Controller² and the California State Auditor³ had both conducted audits into the Los Angeles County Department of Public Health⁴ (DPH), and the HFID. This was months before the Committee started its investigation.⁵

This Committee researched and investigated the HFID and the DPH as regards compliance with required inspections as well as how complaints are processed.

The advent of the COVID-19 pandemic and its effect on nursing facilities greatly impacted this Committee's research,

Nursing facilities, senior living homes and other facilities that care for people 65 and older have been potential "death traps," (Mayor) Garcetti⁶

BACKGROUND

The Department of Public Health manages a number of departments, including HFID which is responsible for:⁷

- Nursing Homes
- Skilled Nursing Facilities
- Acute Care Hospitals
- Hospice Programs
- Long Term Care Facilities
- Congregated Care Facilities

¹ <http://grandjury.co.la.ca.us/pdf/LOSANGELESCOUNTY2015-2016CIVILGRANDJURYFINALREPORT.pdf> page 283-299

² <http://file.lacounty.gov/SDSInter/bos/supdocs/84373.pdf#search=%22Health%20Facilities%20Inspection%20Division%22> (accessed 9/16/19)

³ <https://www.auditor.ca.gov> (accessed 8/28/19)

⁴ <http://publichealth.lacounty.gov/> (accessed 8/28/19)

⁵ <http://grandjury.co.la.ca.us/pdf/LOSANGELESCOUNTY2015-2016CIVILGRANDJURYFINALREPORT.pdf>, page 283

⁶ <https://www.nbcalosangeles.com/news/coronavirus/garcetti-orders-la-nursing-homes-to-provide-monthly-covid-19-testing/2351901/> (accessed 6/12/2020)

⁷ <http://publichealth.lacounty.gov/hfid/> (accessed 8/28/19)

HFID, as a division of the DPH, makes certain that the above-named entities are operating in accordance with state and federal regulations.⁸ An obligation of HFID is to conduct annual surveys, and monitor, review, and resolve complaints filed against these facilities.⁹ Every three years, the California Department of Public Health (CDPH) enters into a contract with HFID which results in HFID being responsible for monitoring and conducting visits to Skilled Nursing Facilities, Nursing Homes, Convalescent Homes and Long-Term Facilities in Los Angeles County.¹⁰

COVID-19 and Nursing Home Facilities

Nursing homes have become ground zero for the COVID-19 pandemic because elderly people with underlying health conditions living in close quarters provide an almost perfect breeding ground for the lethal new virus. A Times data analysis earlier this month found that about half of all coronavirus deaths in California occurred in skilled nursing or assisted living facilities.¹¹

During the global COVID-19 coronavirus pandemic, concerns have been raised regarding the vulnerability of older people, particularly those housed at Skilled Nursing Facilities (SNFs). According to the following quote from the May 26, 2020 motion by County Supervisors Mark Ridley-Thomas and Kathryn Barger:¹²

SNFs have become the epicenter of the County’s COVID-19 epidemic. As of May 18, 2020, 4,794 SNF residents and 2,918 SNF staff have tested positive for the virus. 955 individuals from institutional settings, the vast majority of which reside in SNFs, have died, representing 52% of all deaths Countywide. The control of the rapid spread of COVID19 in these facilities is made more complex as these institutions, many of which are for profit entities, have historically been challenged with low marks for patient satisfaction, employee pay, and quality of care.¹³

As Los Angeles Times columnist Steve Lopez recently noted, “From the beginning of the pandemic, it has seemed to me that there’s been a collective shrug about our vulnerable elders dying — often without loved ones nearby — as if these lives are disposable.”¹⁴

⁸ https://www.cdph.ca.gov/Programs/CHCQ/LCP/CDPH%20Document%20Library/CHCQ%20FY%202018-19%20May%20Revision%20Estimate_5.8.18%20DOF.pdf, pg 2-4, (accessed on 6/18/20)

⁹ *ibid*

¹⁰ <http://publichealth.lacounty.gov/hfd/hfdtypes.htm> (accessed 6/17/20)

¹¹ <https://www.latimes.com/california/story/2020-05-28/coronavirus-nursing-homes-testing-california> (accessed 6/12/2020)

¹² <http://file.lacounty.gov/SDSInter/bos/supdocs/145993.pdf> (accessed 6/18/20)

¹³ *ibid*

¹⁴ <https://www.latimes.com/california/story/2020-06-10/column-after-nursing-home-patient-died-of-covid-19-daughter-fought-back> (accessed 6/12/2020)

How Los Angeles County Monitors Nursing Homes

“The suffering, the misery, the low quality of care” in nursing homes all should have been addressed before the crisis began.¹⁵

In 2019, DPH entered into a new contract with CDPH. This contract fully transfers responsibility of health care facility investigation and monitoring activities to the County. The objective is to create more operational efficiencies and improve the quality of enforcement activities. Despite this new arrangement, thousands of complaints continue to be registered with the County each year.¹⁶

Mark Ridley-Thomas, in a LA Times article May 23, 2020, said “...**that the county and state have for years had issues with compliance at nursing homes.**”¹⁷ He continued, “It is not uncommon knowledge that these facilities operate at a less than desirable level, and that’s why you have to have regular routine inspections and enforcement,” Ridley-Thomas said. “You have to have all of that in order for them to treat the residents, the patients and the employees properly. There is a question whether or not profit motive drives the substandard conditions experienced in some of these facilities.”¹⁸

The quality of nursing home inspections, and ensuring facilities are monitored properly is of concern to the Los Angeles County Board of Supervisors. As Mark Ridley-Thomas recently noted, “...the County and the state have for years had issues with compliance at nursing homes.”¹⁹ Supervisor Kathryn Barger stated, “What’s been most frustrating for me is that time and time again, when we listen to the death count that this horrible virus has caused, all roads lead back to our skilled nursing facilities.”²⁰

Tens of thousands of residents in elder care homes have died of the COVID-19 in the United States. Nearly a thousand have died in LA County alone, accounting for about half of the COVID-19 deaths in the county.²¹

¹⁵ <https://www.latimes.com/california/story/2020-05-28/coronavirus-nursing-homes-testing-california> (accessed 6/11/2020)

¹⁶ <http://file.lacounty.gov/SDSInter/bos/supdocs/145993.pdf>

Motion by supervisors Mark Ridley-Thomas and Kathryn Barger pages 1-6. (accessed 6/11/2020)

¹⁷ <https://www.latimes.com/california/story/2020-05-23/coronavirus-los-angeles-county-inspector-general-nursing-homes> (accessed 6/12/ 2020)

¹⁸ *ibid*

¹⁹ *ibid*

²⁰ <https://www.latimes.com/california/story/2020-05-28/coronavirus-nursing-homes-testing-california> (accessed 6/11/2020)

²¹ *ibid*

METHODOLOGY

- The Committee met with high-level officials with HFID
- The Committee researched the COVID-19 pandemic and the departments for which HFID is responsible for monitoring
- The Committee interviewed a health official familiar with HFID protocol
- The Committee researched and compiled information from State databases and County public documents
- The Committee conducted extensive research reviewing media articles
- The Committee interviewed family members of nursing home residents who have personal experience with the complaint process
- The Committee gathered information from healthcare workers charged with inspecting these facilities
- The Committee reviewed the 2015-2016 Los Angeles County Civil Grand Jury Report titled, “Save Our Seniors: Nursing Home Inspections,” reviewed responses required from the appropriate agencies, and followed up with interviews and database research to determine whether the agreed upon Jury recommendations were implemented

RESULTS OF INVESTIGATION

- The Committee found the facilities that HFID is responsible for monitoring often have issues regarding the quality of care. Supervisor Mark Ridley-Thomas even noted that these facilities need more consistent oversight and monitoring.²²
- By inputting the names of facilities into the database,²³ the Committee found facilities within Los Angeles County that had complaints that were substantiated.^{24 25}

²² <https://www.latimes.com/california/story/2020-05-28/coronavirus-nursing-homes-testing-california> (accessed 6/11/2020)

²³ <https://www.cdph.ca.gov/Programs/CHCQ/LCP/CalHealthFind/Pages/ComplaintInvestigationProcess.aspx#InvestigationFindings>

²⁴ https://www.cdph.ca.gov/Programs/CHCQ/LCP/CalHealthFind/Pages/STATE_PENALTY_1424.aspx?citation_number=9100154

²⁵ https://www.cdph.ca.gov/Programs/CHCQ/LCP/CalHealthFind/Pages/STATE_PENALTY_1424.aspx?citation_number=9100149

- Most troubling is that the Committee found information in the State database about a specific complaint detailing one death at a facility for which HFID is responsible for monitoring.²⁶ The complaint was substantiated by HFID, and HFID noted that the patient death allegation was “substantiated with deficiencies.”²⁷ That facility has been assessed a \$20,000 civil penalty.²⁸
- In addition, a County health official lamented that inspection training for HFID formerly consisted of more rigorous classroom instruction, but now is mostly basic online training. This official also indicated that lack of some classroom training has severely hindered the real-life experience in a facility.²⁹

RECOMMENDATIONS

- 13.1 The Committee recommends that the County contract with an outside independent auditor to conduct a review of the contract agreement between the HFID and the CDPH. This audit needs to specifically address the complaint process, which has strict guidelines.³⁰
- 13.2 The Committee recommends that the HFID create and maintain a user-friendly database that includes all staffing and inspections information on each facility in Los Angeles County. This database should be available on the HFID website (<http://publichealth.lacounty.gov/hfd/>) and include the ability for the public to offer feedback and lodge formal complaints.

²⁶

https://www.cdph.ca.gov/Programs/CHCQ/LCP/CalHealthFind/Pages/STATE_PENALTY_1424.aspx?citation_number=920015401 (accessed 6/17/20)

²⁷ After entering “Bonnie Brae Skilled Nursing Facility into the CDPH website, under Complaints, 2019, it lists “Intake ID No. CA00634365, on 4.22.2029 and the complaint was “Death – General” and it is listed as “Substantiated with Deficiencies.” This indicates that the patient death was related to facility violations. See:

<https://www.cdph.ca.gov/Programs/CHCQ/LCP/CalHealthFind/Pages/ComplaintInvestigationProcess.aspx#InvestigationFindings>

²⁸ https://www.cdph.ca.gov/Programs/CHCQ/LCP/CalHealthFind/Pages/STATE_PENALTY_1424.aspx?citation_number=920015401 (accessed 6/17/20)

²⁹ <http://grandjury.co.la.ca.us/pdf/LOSANGELESCOUNTY2015-2016CIVILGRANDJURYFINALREPORT.pdf> pages 291-293 (accessed 6/12/20 2020)

³⁰ <https://www.cdph.ca.gov/Programs/CHCQ/LCP/Pages/FileAComplaint.aspx> (accessed 6/11/2020)

REQUIRED RESPONSES

Response are required from:

RECOMMENDATION NUMBER	RESPONDING PARTY
13.1, 13.2	County of Los Angeles Board of Supervisors
13.1, 13.2	County of Los Angeles Department of Public Health
13.1, 13.2	County of Los Angeles Health Facilities Inspection Division

ACRONYMS

ACRONYMS	DEFINITIONS
BOS	Los Angeles County Board of Supervisors
CDPH	California Department of Public Health
COUNTY	Los Angeles County
COVID-19	Coronavirus Disease
DPH	Department of Public Health
HFID	Health Facilities Inspection Division
STATE	State of California

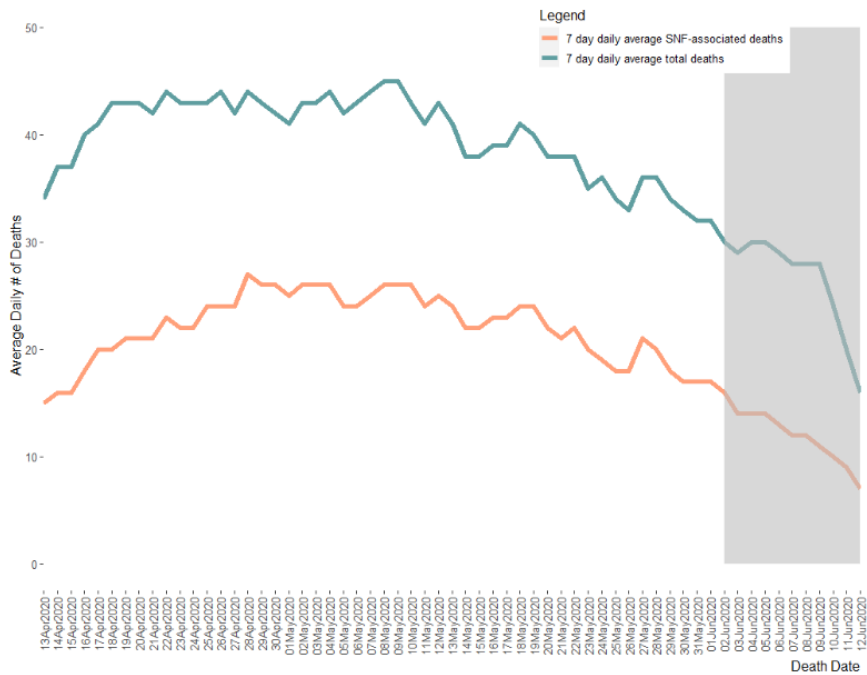
COMMITTEE MEMBERS

Jean Holden, Co-Chair
Marina LaGarde, Co-Chair
Irene Shandell-Taylor, Co-Chair
Nirja Kapoor
Heather Preimesberger
Judith Whitman

FIGURE 1³¹

7-day Average Daily Total and Skilled Nursing Facility-Associated COVID-19 Laboratory Confirmed Case Deaths by Date of Death^{1,2,3,4,5}

This figure uses a 7-day rolling average to show the daily number of all COVID-19 deaths and COVID-19 deaths among residents of skilled nursing facilities (SNFs) over time. The 7-day rolling average is calculated for each day by averaging the number of deaths that occurred on that day, and the six days before. This approach prevents daily ups-and-downs from skewing the data and shows a clearer picture of death trends. Recent death data are shown within gray shading due to a time lag in death reporting; trend lines within the gray area should be interpreted with caution.



1 Cumulative since January 31, 2020. Data may be updated in between reports on LAC website and/or press releases.
 2 Reflective of data for day before report date through 8:00pm.
 3 Deaths reported by Date of Death or Date Received if Date of Death is missing
 4 Skilled Nursing Facility (SNF) Death- includes deaths of those who developed COVID-19 symptoms 48 hours before or after discharge from a skilled nursing facility; excludes deaths among staff working at SNFs

³¹ <http://publichealth.lacounty.gov/media/coronavirus/locations.htm#snf-deaths> (accessed 6/12/20)

AREAS OF REVIEW



2019-2020

**Los Angeles County
Civil Grand Jury**

Dare to Walk in L.A.?



Dare to Walk in L.A.?

2019-2020
Los Angeles County
Civil Grand Jury

Dare to Walk in L.A.?

EXECUTIVE SUMMARY

In order to relieve traffic congestion, promote better air quality and ensure better health of the citizens of Los Angeles County (County), many County and City of Los Angeles (City) organizations are encouraging citizens to use public and active transportation.¹ Active transportation refers to any mode of self-powered travel, including walking.²

With these efforts to promote pedestrian travel, the Dare to Walk in L.A.? Committee (Committee), as an area of review, decided to explore pedestrian safety in the City and the County.

BACKGROUND

A pedestrian is defined as “a person going on foot”³ and can include individuals who are walking, running, jogging, hiking, sitting, or lying down upon public streets.⁴ In California, the definition of a pedestrian has been broadened to include anyone on any human-powered vehicle that is not a bicycle, such as a skateboard, roller skates or scooter, as well as people operating self-propelled wheelchairs.⁵

METHODOLOGY

The Committee met often to discuss ways to ensure pedestrian safety. Our Committee also discussed potential speakers that could further our knowledge and/or provide possible investigative ideas. We also invited ideas from the Jury.

- October 16, 2019, visited Los Angeles Department of Transportation (LADOT) Automated Traffic Surveillance and Control (ATSAC)
- October 21, 2019, attended County Regional Planning Conference, “Pedestrian Safety and Vision Zero”
- November 7, 2019, interviewed personnel from the County Department of Public Works, Traffic Safety and Mobility
- December 11, 2019, interviewed representative from Los Angeles County Public Health’s Policies for Livable Active Communities and Environments (PLACE) Program

¹ <https://ladotlivablestreets.org/content/our-vision>; <http://www.publichealth.lacounty.gov/place/staff.htm> (accessed 6/13/20)

² <https://ladotlivablestreets.org/programs/active-transportation> (accessed 6/13/20)

³ <https://www.merriam-webster.com/dictionary/pedestrian> (accessed 6/13/20)

⁴ <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/812681>, pg 1 (accessed 6/5/20)

⁵ <https://rooneylawfirm.com/california-laws-what-is-a-pedestrian/> (accessed 6/13/20)

- January 21, 2020, interviewed representative from the Los Angeles County Sheriff's Department, Risk Management Bureau Traffic Services Detail
- February 26, 2020, interviewed representative from County Department of Public Works

AREA OF REVIEW

In reviewing ways to improve pedestrian safety, the Committee researched various strategies and models being implemented. One such strategy, Vision Zero, seeks to eliminate all traffic fatalities and injuries.⁶

Vision Zero is a multi-national road traffic safety project that aims to achieve a highway system with no fatalities or serious injuries. "Vision Zero starts with the ethical belief that everyone has the right to move safely in their communities, and that system designers and policy makers share the responsibility to ensure safe systems for travel."⁷

The Vision Zero approach recognizes that human behavior is not perfect and collisions are inevitable. With that in mind, roadway environments can be designed and policies enacted to minimize fatal and severe crashes. This design can be achieved through a collaboration among local traffic planners and engineers, policymakers and public health professionals.⁸

Vision Zero was introduced in Sweden in 1997, and later adopted in New York City (NYC). Since then it has been implemented in many countries and in small jurisdictions. Implementation method can vary significantly from place to place.⁹ Traffic deaths in New York City have fallen by a third since the year before Vision Zero was implemented.¹⁰

The City of Los Angeles launched the Vision Zero initiative in August 2015 with an early benchmark prediction of reducing all traffic fatalities by 20% by the end of 2017.¹¹ Not only did it not meet that benchmark,¹² pedestrian deaths in the City surged more than 80% in the first two years of the initiative.¹³

⁶ <https://visionzeronetwork.org/about/what-is-vision-zero/> (accessed 6/5/20)

⁷ *ibid*

⁸ *ibid*

⁹ <https://centerforactivedesign.org/visionzero>

¹⁰ <https://www1.nyc.gov/content/visionzero/pages/> (accessed 6/5/20)

¹¹ <https://view.joomag.com/vision-zero-action-plan-2017/0893807001485436685?short&>, pg 3 (accessed 6/5/20)

¹² <https://www.latimes.com/california/story/2020-02-05/vision-zero-los-angeles-traffic-collisions-deaths-2019> (accessed 6/5/20)

¹³ <https://www.latimes.com/local/lanow/la-me-ln-vision-zero-20180227-story.html> (accessed 6/5/20)

These early numbers may look grim, but in the last fiscal year,¹⁴ LADOT has made the following Vision Zero safety improvements:¹⁵

- 828 High-Visibility Crosswalks
- 18 Pedestrian Refuge Islands
- 38 Intersection Tightenings¹⁶
- 87 Curb Extensions
- 32 New and Improved Signals
- 12 Speed Feedback Signs

A Vision Zero Action Plan was also implemented for the County. It was initiated on February 14, 2017 and went into effect this year (2020).¹⁷ Like other municipalities who adopted the Vision Zero plan, traffic safety is promoted through engineering, education, and enforcement.¹⁸

The County Vision Zero action plan, in an attempt to curb pedestrian traffic fatalities,¹⁹ will implement the following to unincorporated County roadways:²⁰

- Pedestrian beacons that light up when a pedestrian is waiting to cross
- Left turn arrows to protect pedestrians
- Additional roadway lighting
- High visibility crosswalks
- Curb extensions that reduce crossing distance and vehicle speed
- Midway stopping points at long crosswalks
- “Road diets” that reduce the available number of lanes, slowing traffic
- Traffic circles and roundabouts

CONCLUSION

Walking is the oldest form of transportation and is a health benefit to human beings. Pedestrians, generally, do not look at walking as a dangerous form of movement; however, statistics show that traffic deaths are on the rise²¹ and pedestrians involved in traffic accidents are more likely to be severely injured or die as compared to

¹⁴ Fiscal year is July 1, 2018 through June 30, 2019

¹⁵ http://ladot.lacity.org/sites/default/files/documents/ladot_annual_report_fy18-19.pdf, pg. 9, (accessed 6/13/20)

¹⁶ <https://geohub.lacity.org/datasets/ladot:interim-intersection-tightening> (accessed 6/13/20)

¹⁷ <https://pw.lacounty.gov/visionzero/docs/SCAG-LACounty-VZ-Action-Plan-ver-D-hiRes-single-11-25-2019-rev.pdf>, pg v

¹⁸ <https://pw.lacounty.gov/visionzero/docs/SCAG-LACounty-VZ-Action-Plan-ver-D-hiRes-single-11-25-2019-rev.pdf>, pg 68

¹⁹ <https://pw.lacounty.gov/visionzero/docs/SCAG-LACounty-VZ-Action-Plan-ver-D-hiRes-single-11-25-2019-rev.pdf>, pg 7

²⁰ <https://pw.lacounty.gov/visionzero/docs/SCAG-LACounty-VZ-Action-Plan-ver-D-hiRes-single-11-25-2019-rev.pdf>, pg 63-65

²¹ <https://pw.lacounty.gov/visionzero/docs/SCAG-LACounty-VZ-Action-Plan-ver-D-hiRes-single-11-25-2019-rev.pdf>, pg 5

(accessed 6/6/20)

<https://www.latimes.com/local/lanow/la-me-ln-vision-zero-20180227-story.html> (accessed 6/6/20)

motorists.²² In fact, every year from 2014 to 2018, the County has led the nation in number of pedestrian deaths, averaging 237 pedestrian fatalities a year.²³

COMMENDATION

During the explorative phase of this topic, the Committee discovered that the Board of Supervisors instructed the County Departments of Public Health and Public Works to develop a Vision Zero action plan to address traffic-related fatalities and severe injuries that occurred throughout the unincorporated County communities.

- The Committee commends the Board for addressing this problem and believes it would be beneficial to further extend the Vision Zero action plan to other municipalities within the County.
- This Committee also commends representatives from the County Departments of Public Health, Public Works, the Sheriff, and LADOT ATSAC who graciously took their time to meet with us. The Committee found them informative and dedicated to finding ways in making the City and County roads safe. They are the boots on the ground who help to save the lives of Los Angeles County citizens.

The Committee submits this report as an area of review.

COMMITTEE MEMBERS

Joel Thomas Floyd, Chair
Rebecca Hunter
Nirja Kapoor
Irene Shandell-Taylor

²² <https://pw.lacounty.gov/visionzero/docs/SCAG-LACounty-VZ-Action-Plan-ver-D-hiRes-single-11-25-2019-rev.pdf>, pg 7 (accessed 6/6/20)

<https://www.latimes.com/local/lanow/la-me-ln-vision-zero-20180227-story.html> (accessed 6/6/20)

²³ <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/812822>, pg. 4 (accessed 6/7/20)

Spiritual Care Provided at LAC + USC Medical Center



**2019-2020
Los Angeles County
Civil Grand Jury**

Spiritual Care Provided at LAC + USC

Spiritual Care Provided at LAC + USC Medical Center

The 2019–2020 Los Angeles County Civil Grand Jury (Jury) reviewed the Department of Spiritual Care at Los Angeles County + USC Medical Center (LAC + USC). The Jury wanted to explore the feasibility of using Los Angeles County (County) funds to pay chaplains, both full-time and part-time. Based on the Jury’s interviews with managers at LAC + USC, the Jury learned about spiritual care offered at the medical center. Twelve professional chaplains are available for spiritual support and counsel for patients and their families. The chaplains are paid by the Catholic Archdiocese of Los Angeles and the Presbyterian Synod of Southern California and Hawaii. In addition to the professional chaplains, approximately 30 volunteer clergy from the community make themselves available. The clergy are chosen to provide a variety of faiths and languages to the patients.

Patients may choose a specific faith without declaring a denomination. They notify an attending nurse that spiritual care would be appreciated, or they can contact the Department of Spiritual Care by phone. Spiritual care is not pressed upon an unwilling patient or family member. Spiritual care providers are not permitted to proselytize.

County funds cover the part-time salary and benefits of Rev. Chris Ponnet, Director of Spiritual Care, and the full-time salary and benefits of one office manager. Both are employed by the County and assigned to administer the program at LAC + USC. The Jury discovered in order to be paid as a chaplain, a candidate would have to apply for a specific position within the County. There is no specific position of “Chaplain”.

The program is well run, provides a valuable service to the County, and no County funds are used to pay chaplains.

The 2019-2020 Los Angeles County Civil Grand Jury voted to discontinue any further investigative action.

COMMITTEE MEMBERS

Carolyn Cobb
Judith Krimmel
Gloria Wilson

The Compton Creek



The Compton Creek

2019-2020

**Los Angeles County
Civil Grand Jury**

The Compton Creek

EXECUTIVE SUMMARY

The Compton Creek Committee (Committee) of the 2019-2020 Los Angeles County Civil Grand Jury (Jury) was created to investigate Compton Creek (Creek) in Los Angeles County. The Committee was concerned with the enormity of the unresolved long-term illegal dumping and storm drain runoff that have piled debris in the channel and laced the Creek's water with industrial waste.¹

The Committee's investigation resulted in sparse relevant information covering the recent Creek rehabilitation activities. Moreover, due to COVID-19, the Committee was unsuccessful in furthering its intended investigation.

BACKGROUND

The Creek is about 20 miles long and runs through cities north and south of Compton on its way to the Los Angeles River (River) and then the Pacific Ocean (Ocean).² The Creek is the last tributary to enter the River before water reaches the Ocean.³ It is cherished by environmentalists as a remnant of wildlife habitat in a sea of asphalt and traffic.⁴ The Creek's earthen bottom portion meanders for eight miles through some of the most densely populated and heavily industrialized regions.⁵

One hundred years ago, this was one of the braided channels of the River.⁶ During the last century, the River was engineered and re-engineered to move flood water from the streets to the Ocean as quickly as possible, and on its way it picked up trash and pollutants from city streets.⁷

In developing the area around Compton Creek, in 2009, Rails-to-Trails Conservancy (RTC) began a multi-year project to ensure that residents along the Compton Creek bike, equestrian and walking trails were involved in using and supporting the trails. The RTC also wanted to provide opportunities for programs and activities.⁸

The Creek is a U.S. Army Corps of Engineers' (Corps) civil works project and part of the Los Angeles County Drainage Area.⁹ On March 13, 2019, the Corps, Los Angeles District, awarded a \$529,100 contract to remove invasive native and non-native vegetation and sediment in the Creek which was obstructing downstream water

¹ <https://www.latimes.com/local/la-me-outthere29-2009sep29-story.html> (accessed 3/3/2020)

² *ibid*

³ <https://www.dvidshub.net/news/314923/corps-awards-529000-contract-compton-creek-sediment-and-vegetation-removal> (accessed 6/17/2020)

⁴ <https://www.latimes.com/local/la-me-outthere29-2009sep29-story.html> (accessed 3/3/2020)

⁵ *ibid*

⁶ <https://healthebay.org/exploring-the-heart-of-compton-creek/> (accessed on 6/17/2020)

⁷ *ibid*

⁸ https://www.railstotrails.org/resourcehandler.ashx?id=3019_page_3

⁹ <https://www.dvidshub.net/news/314923/corps-awards-529000-contract-compton-creek-sediment-and-vegetation-removal> (accessed 6/17/2020)

mobility. Trash in the right-of-way added to the lack of water mobility.¹⁰ This removal intends to improve a pathway and restore natural water flow capacity downstream.¹¹ After the initial work is completed, a Corps channel maintenance contractor is to maintain the channel, prevent unwanted regrowth, and ensure trash removal.¹²

In 2010, the Environmental Protection Agency designated the River as a “navigable waterway.” The River became subject to protections under the federal Clean Water Act.¹³ Navigable waters are defined by the Corps and codified under 33 CFR 329.¹⁴ As such, the Rivers and Harbors Appropriation Act of 1899, makes it a misdemeanor to discharge refuse matter of any kind into the navigable waters or tributaries of the U.S. without a permit. This specific provision is known as the Refuse Act.¹⁵

The Federal Clean Water Act requires stormwater cleanup.¹⁶ On November 6, 2018, County voters approved an ordinance amending the County Flood Control District Code by adding Chapter 16 which established the Los Angeles Region Safe, Clean Water Program (Measure W). This Measure helps improve water quality watershed.¹⁷ Measure W imposes “a special parcel tax within the County Flood Control District to provide for increased stormwater and urban runoff and capture and reduce stormwater and urban runoff pollution to the District.”¹⁸

Restoration of projects and cleanup at the Creek have taken place.¹⁹ Measure W funds became available in January 2020. Each city receiving funds is responsible for developing projects that, at a minimum, address the stormwater quality issues within its boundaries.²⁰ This Committee believes that Compton Creek can benefit from Measure W funds.

COMMITTEE MEMBERS

Irene Shandell-Taylor, Chair
Gloria Wilson, Co-Chair
Nirja Kapoor
Judith Whitman

¹⁰ ibid

¹¹ ibid

¹² ibid

¹³ <https://healthebay.org/exploring-the-heart-of-compton-creek/> (accessed on 6/17/2020)

¹⁴ <https://en.wikipedia.org/wiki/Navigability#:~:text=Navigable%20waters%2C%20as%20defined%20by,interstate%20or%20foreign%20commerce%20while> (accessed on 6/17/2020)

¹⁵ https://en.wikipedia.org/wiki/Rivers_and_Harbors_Act_of_1899 (accessed on 6/17/2020)

¹⁶ <https://la.curbed.com/2018/10/18/17930972/measure-w-los-angeles-ballot-measure> (accessed on 6/18/2020)

¹⁷ <https://supervisorkuehl.com/measure-w-update-with-director-mark-pestrella/> (accessed on 6/18/2020)

¹⁸ ibid

¹⁹ Per telephone interview with staff of County Sustainability Office on 6/18/2020

²⁰ <https://supervisorkuehl.com/measure-w-update-with-director-mark-pestrella/> (accessed on 6/18/2020)

STANDING COMMITTEES



2019-2020 Los Angeles County Civil Grand Jury

Audit



2019-2020

**Los Angeles County
Civil Grand Jury**

Audit

AUDIT

OBJECTIVES

California Penal Code sections 925, 925a, 933.1, and 933.5 empower the Los Angeles County Civil Grand Jury (Jury) to investigate local government agencies in the County of Los Angeles (County). The County Board of Supervisors (BOS) provides the Jury with an operating budget that includes contracting outside consultants.

The Audit Committee assists investigative committees in the examination of issues requiring outside consultants, overseeing selection and engagement of outside consultants, and acting as liaison between the investigative committee and the consultants.

Two of the Jury committees discussed the need for outside audits. These matters were presented to the Jury for consideration. Upon further analysis, both committees concluded that an external audit was not necessary.

One additional investigative committee indicated that a request for an outside audit would be necessary. However, due to the COVID-19 pandemic, the Audit Committee was unable to pursue an audit.

COMMITTEE MEMBERS

Larry Sullivan, Chair
Nirja Kapoor
Joseph Sarria

Complaints



2019-2020

**Los Angeles County
Civil Grand Jury**

Complaints

Objective

Each Los Angeles County Civil Grand Jury establishes a Citizens' Complaint Committee (CCC). The 2019-2020 Los Angeles County Civil Grand Jury (Jury) established a CCC in accordance with State law, and the Jury 2019-2020 Manual.

The mission of the CCC is to assess and evaluate each Citizen's Complaint. Any citizen can submit a complaint to the Jury pertaining to any subject that applies to the City and County of Los Angeles activities, agencies, employees, or officials. The Citizen Complaint submittal process is as follows:

- A person may access the form, complete it and submit via the Jury website: www.lacourt.org/forms/pdf/CitizensComplaint.pdf
Also, the form can be downloaded, printed, typed, or hand written.
- Reference Appendix 1, "Confidential Citizen Complaint Form"
- Reference Appendix 2, "Complaint Guidelines"
- Mail the completed "Confidential Citizen Complaint Form" to:

Los Angeles County Civil Grand Jury
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor, Room 11-506
Los Angeles, CA 90012

NOTE: If assistance is needed in completing the Citizen Complaint form: Los Angeles County residents can dial 211 and Los Angeles City residents can dial 311 for additional help.

- Each complaint is received by the Jury Administrative Staff. It is logged into the system and assigned a unique file number. An acknowledgement letter is sent to the complainant and the complaint is given to the CCC Chair.

The complaint review process is as follows:

- The CCC reviews each complaint
- Each complaint is assigned to a specific CCC member and evaluated in accordance with the “Review, Analysis, Recommendations Worksheet,” Appendix 3
- The CCC member presents his/her findings to the Committee
- The CCC collectively assesses the findings and completes a response form letter, Appendix 4
- When a complaint is determined by the CCC as requiring additional information, an investigation by the CCC is conducted to complete the assessment. If the CCC determines that the complaint requires an investigation by the Jury, the CCC presents the complaint investigation to the Jury for consideration.
- A response form letter is completed and signed by the CCC Chair and Jury Foreperson. All files are sealed and placed in storage for five years. A court order is required to obtain release of information on a complaint.

2019 – 2020 Citizens’ Complaints

Forty-eight complaints were processed and divided into the following categories:

CATEGORY	TOTAL
Jury does not have jurisdiction over the subject matter	35
Although additional information was provided, no further action is to be taken regarding your complaint	1
Issues described require legal advice which the Jury is not empowered to provide	7
Complaint failed to contain sufficient facts or relevant information to adequately consider your complaint	0
Complaint matter appears to be pending before or under the jurisdiction of the Court or other judicial body	2
The facts in your complaint are significantly deficient so that the Jury is unable to determine the exact nature of your complaint	0
Personalized Responses	2
Complaint forwarded to District Attorney’s Office	1

Complaints

COMMITTEE MEMBERS

Gordon Jefferson, Chair
Alice Beener, Co-Chair
Carolyn Cobb
Jenalea Smith
Deanne Walls
Gloria Wilson

APPENDIX	
Appendix 1	"Confidential Citizen Complaint Form"
Appendix 2	"Complaint Guidelines"
Appendix 3	"Review, Analysis, Recommendations Worksheet"
Appendix 4	Response Form Letter

CITIZEN COMPLAINT FORM

Los Angeles County
CIVIL GRAND JURY
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor, Room 11-506
Los Angeles, CA 90012

**Please Review Complaint Guidelines
On Reverse Side**

PLEASE PRINT

1. **Who:** (Your Name) _____

Address: _____

City, State, Zip Code: _____

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(s): _____

4. **Where:** Names and addresses of other departments, agencies or official involved in this complaint. Include dates and types of contact, i.e., phone, letter, personal contact. Use additional sheets if necessary.

5. **Why/How:** Attach pertinent documents and correspondence with dates.

Signature

Date

COMPLAINT GUIDELINES

Receipt of all complaints will be acknowledged by mail. 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 Jury. The findings of any investigation conducted by the Civil Grand Jury can only be communicated in a formal final report published at the conclusion of the jury's term, June 30th.

The jurisdiction of the Civil Grand Jury includes the following:

- Consideration of evidence of misconduct by public officials within Los Angeles County
- Inquiry into the condition and management of jails within the County.
- Investigation and reports on the operations, accounts and records of the officers, departments or functions of county and cities including special districts created by state law.

Some complaints are not suitable for jury action. Foreexample, the Civil Grand Jury does not have 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 Los Angeles County are eligible for review.

FILING A COMPLAINT OR REQUEST FOR INVESTIGATION

Any private citizen, governmental employee, or officer may ask the Civil Grand Jury to conduct an investigation. This complaint must be in writing and is treated by the Jury as confidential. Any request for an investigation must include detailed evidence supporting the complaint or request for investigation. If the Grand Jury believes that the evidence is valid and sufficient to support the complaint, a detailed investigation may be held. The written complaint should cover the following points:

- Specifically who or what agency is the complaint against.
- What is the nature of the complaint.
- What action was improper or illegal.
- When and where did the incident(s) occur.
- What were the consequences of this action.
- What action or remedies you are seeking.
- Why/How. Attach relevant documents and correspondence with dates.

Additional information about the Jury is also available on the Civil Grand Jury website:
<http://grandjury.co.la.ca.us>

WORKSHEET FOR REVIEW, ANALYSIS AND RECOMMENDATIONS
FOR EVALUATION OF CITIZENS COMPLAINTS

1. Compliant File No. _____

2. Name of Complainant _____

3. General Nature of Complaint _____

4. Analysis and Evaluation of Complaint _____

Recommendation:

a) No Jurisdiction _____

b) No Action _____

c) Acknowledgment Letter _____

d) That There be a Referral of the Complaint to the
Appropriate Committee for Further Investigation _____

Signature of Committee Member

Date _____

Disposition of Grand Jury

Endorse and Accept Committee Recommendation _____

Alternative Disposition _____

Signature of Grand Jury Foreperson

Date _____

B-9

Complaints

(Date)

Name
Address
City, State Zip Code

Dear Complainant:

Your complaint to the 2019-2020 Los Angeles County Civil Grand Jury, dated (enter date here) has been reviewed by the Citizen's Complaint Committee. After due consideration of the issues raised by you, the Los Angeles County Civil Grand Jury has determined that your complaint falls in the noted category(s) below:

_____ Los Angeles County Civil Grand Jury does not have jurisdiction over the subject matter of your complaint.

_____ Los Angeles County Civil Grand Jury determined, although additional information was provided, no further action to be taken regarding your complaint.

_____ Los Angeles County Civil Grand Jury determined the issues described require legal advice which the Grand Jury is not empowered to provide.

_____ Los Angeles County Civil Grand Jury determined your complaint failed to contain sufficient facts or relevant clear information to adequately consider your complaint.

_____ Los Angeles County Civil Grand Jury determined the complaint matter appears to be pending before or under the jurisdiction of the Court or other judicial body.

_____ Los Angeles County Civil Grand Jury determined the facts in your complaint are significantly deficient so that the Jury is unable to determine the exact nature of your complaint.

You may wish to redirect your issue or complaint to the Los Angeles County Information Services at 1-888-339-6993 or the County Ombudsman Office at 213-738-2003 or 211 for additional legal assistance. Additional information about the Los Angeles County Civil Grand Jury is available on the Civil Grand Jury website: <http://grandjury.co.la.ca.us>.

Very truly yours,

Gordon V. Jefferson, Chair Citizen's Complaint
2019-2020 Los Angeles County Civil Grand Jury

Judith Krimmel, Forperson
2019-2020 Los Angeles County Civil Grand Jury

Continuity



2019-2020

**Los Angeles County
Civil Grand Jury**

Continuity

Continuity

EXECUTIVE SUMMARY

The Continuity Committee (Committee) serves as a bridge connecting the work of prior, current, and future Los Angeles County Civil Grand Juries (the Jury). The primary function of the Jury is to ensure that elected officials respond to the recommendations of the previous year’s Jury reports within 60 days and public agencies respond within 90 days as required under Penal Code sections 933 and 933.05. If responses are not received within the required timeframes, the Committee must send a notification letter to non-respondents requesting their cooperation.

The Continuity Committee is also archival, and maintains legally mandated records of responses. Penal Code section 933, subdivision (c), requires that a copy of the Jury’s final reports and applicable responses be maintained by the currently impaneled Jury for a minimum of five years. This Committee is essential, as it maintains the record keeping overlap with the previous year’s Jury.

BACKGROUND AND METHODOLOGY

A new Los Angeles County Civil Grand Jury is impaneled on July 1st of each year. California Penal Code Sections (CPC) sections 933 and 933.05 mandates that each Jury maintains at least a five-year record of previous Jury reports, and at least a five-year record of public agency responses to the recommendations of the reports.

The Committee also organizes and disseminates information from prior years’ Juries to facilitate investigative and reporting efforts of the current Jury.

Table 1 Five-Year Tally of Recommendations and Responses

TALLY OF RECOMMENDATIONS AND RESPONSES

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Number of Investigative Reports	10	17	19	8	14
Number of Recommendations	49	137	347	77	141
Number of Agencies Required to Respond	15	311	96	64	35
Number of Non-Respondents	0	104	2	2	2

Table 2 Summary of responses for each topic investigated in the 2018-2019 report.

2018-2019 Responses of County and City Agencies										
# Agencies Contacted	Number of Recommendations	Title of Report	Do Not Agree	Implemented	Will Implement	Partially Agree	No Response	Partially Implemented	Not to be Implemented	
12	13	Allegations of Child Abuse: What's Happening at DCFS	26	2			11			
7	10	Arrest and Transfer- LAPD: Is "Protect and Serve" Being Compromised?	21							
5	4	Brady Information, Is It Available?	10	2	2					
3	3	Cannabis in the City of Los Angeles				4			1	
5	8	Challenge of Reporting Elder Abuse	24				1	1		
3	11	Drugs in Jails- The Perpetual Scourge	7				6			
3	13	Grand Jury Facilities and Retention: "The Flagship is Leaking"	3	10			5			
4	5	Guns and Drugs	10	2			4			
4	7	Human Trafficking in Inglewood and Surrounding Cities	3		1	1			2	
8	9	Impact of Homeless on Public Libraries	28	1	2		1			1
2	4	Post-Release Inmate Fees	3				1			
2	5	Second Chance Firefighters	3	2				1		
9	41	Success or No Way Out! Exiting Juvenile Camps	38	12	1		12			
2	8	Youth Activities League	6	1			3	3		
24	29	Detention Committee	20	6	2			1		

TABLE 3

2018-2019 Responses of County and City Agencies

Title of Report	Recommendation #	Recommendations Requiring a Response	Response Status																					
			Responsible Agency	Do Not Agree	Implemented	Will Implement	Partially Agree	Disagree Partially	No Response	Partially Implemented	Not to be Implemented													
Allegations of Child Abuse: What's happening at DCFS?	1.1	The CGJ recommends that the Board of Supervisors provide incentives such as initial assignment bonuses, long-term retention bonuses, transportation allowances, location-based pay differentials, and enhanced specialized training and support to recruit and retain highly qualified staff in the Antelope Valley.	DCFS	X																				
			DMH	X																				
			DPH	X																				
			BOS	X																				
			CEO	X																				
	1.2	The CGJ recommends that the Board of Supervisors and DCFS allocate more staff at both the Lancaster and Palmdale offices to ensure optimum efficiency.	DCFS	X																				
			CEO	X																				
			BOS	X																				
	1.3	The Board of Supervisors Should increase the budget allotment to DCFS to provide county vehicles which can be used by staff to conduct home visits and mandated court appearances.	DCFS	X																				
	1.4	The CGJ recommends that the Board of Supervisors should provide gas cards to caseworkers to travel the vast areas that the geographical of Lancaster and Palmdale encompass.	CEO								X													
			BOS		X																			
	1.5	DCFS Should establish training on the completion of judicial forms used for required statutes and WIC codes and how to complete all such forms.	DCFS	X																				
1.6	DCFS should secure law enforcement level training for SCSWs and CSWs regarding evidence collection, photographing evidence of abuse and preservation of the scene of a child death.	DCFS	X																					
		LASD	X																					
		LAPD																			X			
1.7	DCFS and LASD should coordinate efforts to eliminate systems delays in emergency calls for assistance from DCFS.	DCFS	X																					
1.8	The CEO and BOS should raise the out state mileage rate from \$.06 a mile to that of the standard used by the Los Angeles County Dept. MOUs-.55 per mile.	BOS	X																					
		CEO	X																					
1.9	DCFS should establish a safety procedure which mandates a two-person response team to all home and others client related visits for personal safety of the caseworkers.	DCFS	X																					
		BOS																			X			
		CEO								X														
1.10	The High Desert Medical Hub should be fully staffed and open daily.	VIP	X																					
1.11	The Dept. of Public Health, DCFS, LASD and LAPD should conduct abuse education class within the hot spot zip codes.	DPH	X																					
		LASD	X																					
		LAPD																			X			
1.12	DCFS should conduct parenting skill classes that addresses the mother /live-in-boyfriend "red-flag dynamic.	DCFS	X																					
1.13	DCFS, DHS,DMH, Probation, DPH, DPSS, LASD, and the Los Angeles District Attorney should develop a child protection data base system which includes adequate resources, training, cross-training, performance evaluation, follow-up and oversight to lessen the occurrence of undetected child abuse.	DCFS	X																					
		DMH	X																					
		DPH									X													
		DPSS	X																					
		BOS									X													
		CEO									X													
		DA									X													
		LASD									X													
		LAPD	X																					
OCP	X																							

Title of Report	Recommendation #	Recommendations Requiring a Response	Response Options																				
			Responsible Agency	Do Not Agree	Implemented	Will Implement	Partially Agree	Disagree Partially	No Response	Partially Implemented	Not to be Implemented												
Arrest & Transfer LAPD: Is Protect & Service Being Compromised	2.1	The LAPD should reopen each of the community station jails in the interests of improving community response time, officer morale, and operational efficiency.	CAO	X																			
			LACC	X																			
			LAPD	X																			
			CLA	X																			
	2.2	The LAPD should maintain the Drop-and-Go program at all three regional jails.	CAO	X																			
			LAPD	X																			
			CLA	X																			
	2.3	To determine the true impact on overtime, LAPD should work with appropriate City agencies. To develop an effective method to track overtime associated with transportation and booking of arrestees.	CAO	X																			
			LACC	X																			
			LAPD	X																			
	2.4	The City Auditor should conduct an analysis to determine the impact of the closed jails on officer overtime.	CC	X																			
			CLA	X																			
2.5	The LAPD should work with the City of Los Angeles Personnel Dept. to hire additional medical staff to accommodate the evaluation of more than one arrestee at a time.	CAO	X																				
		CLAPD	X																				
		LAPD	X																				
		CLA	X																				
2.6	The LAPD should include on the LAPD website detention officer recruitment.	LAPD	X																				
2.7	The LAPD should include detention representative as part of LAPD officer recruitment events for the purpose of recruiting detention officers.	LAPD	X																				
2.8	The LAPD should develop a program to enhance the relationship between sworn officers and detention officers.	LAPD	X																				
2.9	The LAPD should expand the MEU and SMART resource with multiple teams to extend support to all areas of the city.	LAPD	X																				
2.10	The LAPD should confirm that all community station are able to respond promptly to their published non-emergency station telephone numbers.	LAPD	X																				

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Brady Information, is it Available	3.1	To be consistent with the intent of AB 1421, legislation, and the spirit of transparency, policing agencies should immediately provide information about the use of force that results in death or great bodily injury, discharge of a firearm at a person, a sustained finding that an officer committed a sexual assault or a sustained finding of dishonesty.	LAPD			X										
			LASD	X												
			LACPD	X												
	3.2	The Board of Supervisors should assign independent oversight responsibilities to a neutral entity such as the office of Inspector General or others, as to insure automatic, transparent and consistent sharing of Brady information via a centralized repository. Receipt and maintenance of data will be the sole responsibility of the entity. This is designed to ensure integrity of the database.	BOS		X											
			DA		X											
			CIG	X												
	3.3	A standardized process should be utilized that facilitates the transfer of information related to Brady or ORWITS to defense attorneys.	DA	X												
			CIG	X												
	3.4	All entities involved in the Criminal Justice systems should receive consistent standardized training related to the transparency of Brady information.	DA	X												
			LAPD	X												
			LASD	X												
	Cannabis in the City of Los Angeles	4.1	There should be additional Staff added to the Department of Cannabis Regulation as rapidly as fiscally possible.	DCR			X									
CLA						X										
4.2		Los Angeles should review, analyze and implement Social Equity Plans adopted by other cities that will appeal to the career minded individuals, i.e., Long Beach.	DCR			X										
			CLA			X										
4.3		Los Angeles County District Attorney should develop a process to accomplish the expungement of cannabis related convictions by the July 1, 2020 deadline.	DA	X												
DCR											X					

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The Challenge of Reporting Elder Abuse	5.1	WDACS and both the County and City Department of Aging and ISD should standardize terminology used on their websites and publications to simplify how to report suspected Elder Abuse.	BOS	X																			
			CLADA	X																			
			DA	X																			
			ISD	X																			
	5.2	WDACS and both the county and City Department of Aging should establish the 877-477-3646 hotline as the predominant number promoted for the public to report Elder Abuse.	WDACS	X																			
			BOS	X																			
			CLADA	X																			
	5.3	The CGJ suggests all website pages that pertain to abuse - Child Abuse, Domestic Violence, Elder Abuse or Dependent Adult Abuse - should carry a "Report Abuse" hot button that brings up a listing of phone numbers to call for each category of Abuse. The hot button should be immediately viewable without the need to scroll down.	WDACS	X																			
			BOS	X																			
			CLADA	N/A																			
			ISD	X																			
	5.4	City of Los Angeles and county Agencies should improve and update publications and websites to provide clear and simple explanations on what constitutes Elder Abuse. They should list Adult Protective Services as the agency the general public should contact that receives and handles suspected Elder Abuse reports except for life-threatening situations, which should be reported by calling 9-1-1.	WDACS	X																			
			BOS	X																			
			CLADA	X																			
	5.5	Los Angeles City and county Departments of Aging should develop and publish a community information flyer for wide distribution that can be printed and delivered every two years to every residential address in the county of Los Angeles.	WDACS	X																			
			BOS																			X	
			CLADA		X																		
	5.6	Los Angeles City and County Department of Aging should update the two documents "Elder Abuse: Prevention through Prosecution" and "Elder Justice: A Resources Guide for Action" with simplified "Who to Call" information providing a single toll-free number 877-477-3646 for the public to use for reporting suspected Elder Abuse.	WDACS	X																			
			BOS	X																			
			CLADA	X																			
			DA	X																			
	5.7	All County websites with references to senior and elderly persons should be checked and verified for accuracy, completeness and clarity of communication.	WDACS	X																			
			BOS	X																			
			ISD	X																			
	5.8	WDACS should review staffing levels and adjust as appropriate according to current intake and primary case levels.	WDACS	X																			
			BOS	X																			

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Drugs in Jail: The Perpetual Scourge	6.1	The LASD should mandate that everyone (including deputies and other staff) entering and exiting a facility must be searched or scanned.	LASD							X					
	6.2	The Board of Supervisors should fund the LASD to enable investigation into the use of passive scanning devices.	BOS	X											
	6.3	The LASD should consult with TSA and other agencies regarding the latest scanning devices that can be used to detect contraband.	LASD	X											
	6.4	The BOS and LASD should acquire passive scanning devices.	BOS	X											
			LASD	X											
	6.5	The LASD should increase the use of drug-sniffing canines at facilities known to have a high rate of contraband.	LASD	X											
	6.6	The LASD and the county auditor should do a cost-benefit analysis of each method used to detect contraband. In particular, this study should look into the ancillary effect on the health of inmates and staff.	LACAC	X											
			LASD						X						
	6.7	The LASD should scan all mail at all facilities to ensure that no drugs are being smuggled in.	LASD						X						
	6.8	The LASD should do an analysis on the use of drone detection technology and implement solutions according to results.	LASD						X						
	6.9	The LASD should capture in their LARCIS database the modality used in their drug detection process.	LASD						X						
6.10	The LASD should expand educational programs at all detention facilities to keep the inmates productively occupied, allowing them an opportunity to develop valuable skills to gain employment upon release.	LASD	X												
6.11	The LASD should collect additional information in the LARCIS database (such as health-related incidents) during detection of drugs in jail its facilities.	LASD						X							

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Grand Jury Facilities and Retention "The Flagship is Leaking"	7.1	The County CEO's office should seek to collaborate with the Superior Court to reallocate the Civil Grand Jury to a suitable work area that can accommodate 23 people with a total of a minimum of 5,000 sq. ft.	CEO						X					
	7.2	The County CEO's office should seek to collaborate with the Superior Court to provide a conference room large enough to seat the 23 jurors, and sufficient space to accommodate invited speakers, and all essential audio-visual equipment.	CEO						X					
	7.3	The County CEO's Office should seek to collaborate with the Superior Court to provide at least 5 enclosed office rooms (huddle-rooms), each with a table and chairs for 6 people and telephone.	CEO						X					
	7.4	The County CEO's Office should seek to collaborate with Superior Court to provide access to exclusive non-public restroom for women and men.	CEO						X					
	7.5	The County CEO's Office should seek to collaborate with the Superior Court to provide a break area with a sink, refrigerator, two microwaves, and a coffeemaker.	CEO						X					
	7.6	The County CEO's office should seek to collaborate with the Superior Court to provide at least a 6-foot locker for each juror.	CEO		X									
	7.7	The County CEO's Office should seek to collaborate with the Superior Court to provide adequate temperature control.	CEO	X										
	7.8	The County CEO's Office should seek to collaborate with the Superior Court to increase the daily rate of pay for Los Angeles County Civil Grand jurors to \$100.00, and increase the mileage rate to the current U.S. Government standard of \$0.58 cent per mile.	CEO	X										
			BOS	X										
	7.9	The County CEO's Office should seek to collaborate with the Superior Court to provide any necessary funding for a structured training program to each class of grand juror that includes an outline and timeline for each juror at the beginning of jury service.	CEO	X										
	7.10	The County CEO's Office should seek to collaborate with the Superior Court to develop an exit interview process for grand jurors to help jury administrator stay abreast of the needs of the jury.	CEO	X										
	7.11	The County CEO's Office should seek to collaborate with the Superior Court to include in their budget adequate funding to join the California Civil Grand Jury Association.	CEO	X										
			BOS	X										
	7.12	The County CEO's Office should seek to collaborate with the Superior Court to include in their budget adequate funding to have at least six alternate jurors included in the formal juror training with pay.	CEO	X										
BOS			X											
7.13	The LASD should provide an existing retro-fitted jail bus, (remove interior cage-type dividers and clear up the blocked-out windows) for the exclusive use by the Civil Grand Jury.	CEO	X											
		LASD	X											
		BOS	X											

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Guns and Drugs	8.1	The Los Angeles County Sheriff's Department should enter into a written agreement using a Memorandum of Understanding (MOU) or Contract with the "third-party vendor" utilized by the Sheriff's Department, regarding the melt-down/destruction of confiscated weapons.	LASD	X														
			OIG	X														
			BOS	X														
	8.2	The Los Angeles County Sheriff's Department should enter into a written agreement using a Memorandum of Understanding (MOU) or Contract with the "third-party vendor" utilized by the Sheriff's Department, regarding the melt-down/destruction of confiscated with the "third-party vendor" utilized by the Sheriff's Department, regarding the disposal by incineration of confiscated drugs.	LASD	X														
			OIG	X														
			BOS	X														
	8.3	Narcotics scheduled for disposal should be weighed prior to being transported from Central Property to third-party vendor. To eliminate discrepancies, Warehouse entry weight and departure weight for incineration should be the same. Thorough documentation and verification of entry and exit weight must be completed by All parties involved.	LASD		X													
			OIG						X									
			BOS		X													
	8.4	The sheriff's Audit and Accountability Bureau (AAB) should provide an annual audit of daily procedures of physical narcotics and firearms stored in the Central Property Warehouse. This procedure will allow extra internal control, accountability and oversight in conjunction with the Los Angeles County Auditor-Controller.	LASD	X														
			OIG	X														
			BOS	X														
			OAC	X														
	8.5	The civil Grand Jury recommends adding additional CPE staff to assist with the high volume of property and evidence needing to be picked-up, booked, processed, and tracked within its warehouse system. This will help relieve the need for employees returning to work within hours after the end of the shift.	LASD						X									
			OIG							X								
BOS										X								

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Human Trafficking in Inglewood and Surrounding Cities	9.1	The Inglewood Police Department should have a human trafficking educational program for students attending middle and high School within their city. Formal meetings should be held that include open discussions and training sessions with officers to make students aware of the perils of exploitation.	IPD	X											
	9.2	The Gardena Police Department should develop a human trafficking educational program for students attending middle and high schools within their city. Formal meetings should be held that include open discussions and training sessions with officers to make students aware of the perils of exploitation.	GPD				X								
	9.3	The Hawthorne Police Department should develop a human trafficking educational program for students attending middle and high schools within their city. Formal meetings should be held that include open discussions and training sessions with officers to make students aware of the perils of exploitation.	HPD									X			
	9.4	The Inglewood Police Department should become an active participant of the Los Angeles Regional Human Trafficking Task Force and arrange to have a designated officer become an active member, attend meetings, and participate in all aspects encompassing sex trafficking.	IPD	X											
	9.5	The Gardena Police Department should become an active participant in the Los Angeles Regional Human Trafficking Task Force and arrange to have a designated officer become an active member, attend meeting and participate in all aspects encompassing sex trafficking.	GPD					X							
	9.6	The Hawthorne Police Department should become an active participant of the Los Angeles Regional Human Trafficking Task Force and arrange to have a designated officer become an active member, attend meetings, and participate in all aspect encompassing sex trafficking.	HPD									X			
	9.7	The LARHTTF should remain a separate operating unit so as to retain its effectiveness.	LASD	X											

Title of Report	Recommendation #	Recommendations Requiring a Response	Response Status											
			Responsible Agency	Do Not Agree	Implemented	Will Implement	Partially Implement	Disagree Partially	No Response	Partially Implemented	Not to be Implemented			
Post Release Inmate Fees	11.1	The Los Angeles County Probation Department should evaluate all post release inmate administrative fees, penalty assessments and surcharges to determine which of these categories can be reduced or eliminated.	LACPD	X										
	11.2	The Los Angeles Probation Department should estimate savings from reduction of the administration costs of pursuit of fees, penalty assessments and surcharges.	LACPD	X										
	11.3	Los Angeles County Probation Department, in concert with other appropriate agencies, should estimate the cost of developing community based programs to assist release inmates into integration into society.	LACPD	X										
	11.4	The Los Angeles County Board of Supervisors should pursue appropriate legislation which would reduce or eliminate some or all of the probation related administrative fees, penalty assessments and surcharges currently charged.	BOS						X					
Second Chance for Firefighters	12.1	The L.A. County Fire Department should provide Emergency Medical Responder training to inmate. This would eliminate one in their barrier in their effort to seek employment upon release.	LACFD	X										
	12.2	The L.A. County Fire Department, CAL FIRE, Department of Corrections should develop a team approach to examine current inmate hiring practices and propose a path forward to enable fully trained inmates with felony conviction to be hired as firefighters by the Los Angeles County Fire Department.	LACFD							X				
	12.3	L.A. County Board of Supervisors and L.A. County Fire Department should address the current practice of not allowing former inmates with firefighter training and experience to be hired as a Los Angeles County Firefighter. Initial use of these former inmates could be restricted to rural areas, not residential.	BOS		X									
			LACFD		X									
	12.4	L.A. County should open up additional wildfire camps to meet the expanding need for the curtailment of wildfires.	BOS	X										
			LACFD						X					
12.5	The Board of Supervisors should develop and lead a process to allow inmate firefighters to join the Los Angeles County Fire Department. This recommendation seeks to advance the reintegration of formerly incarcerated persons back into the community and provide meaningful jobs based on their work and training experience as inmate wildfire firefighters.	BOS	X											

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Success or No Way Out! Exiting Juvenile Camps	13.1.1	At the end of transitional MDT (as well as MDTs), one of the Probation's attendees should provide a short summary of items that require follow-up by the parent. Probation attendees should consider providing a written list of follow-up items that clearly sets out the required timeline and the contact information to the parent or guardian.	Probation	X													
	13.1.2	So that Field POs can commute to and from the camps more efficiently, Probation should provide transponders in the government provided cars so that Field POs can use carpool or Express lanes.	Probation						X								
	13.1.3	In case some of the Field POs end up using personal cars, Probation should provide extra transponders in each office for use by Field POs who drive personal cars on business.	Probation		X												
	13.1.4	Probation should review the adequacy of current cellphone models and consider updating them to newer models.	Probation	X													
	13.1.5	Probation should allow Field POs to choose between laptop computers or tablets for use out of the office.							X								
	13.1.6	Probation should review and revise the current background check procedures so that no more stringent procedures are applied to the screening process for Probation's new employee than the other law enforcement agencies in the County.	Probation	X													
	13.1.7	Probation should review the enhanced list of CBOs maintained by Centinela Field POs and consider requiring the procedures used by Centinela Field POs to be shared with other teams of Field POs who work with juveniles to increase the awareness of existing CBOs in the area and increase CBO involvement with the supervised youth.	Probation	X													
	13.1.8	When a Field PO determines that a youth has done a tremendous job in achieving transition plan goals, despite the potential pitfall in the community, this Civil Grand Jury recommends that Probation work with the Chief Executive Officer (CEO) to identify whether housing or financial assistance can be provided to the family to reestablish them away from the current location.	Probation	X													
			CEO	X													
	13.1.9	Probation should explore with the Chief Executive Officer to identify other County Departments that could be involved to continue providing transportation to and from school so that youth can continue to attend school without the constant interference and potential contact with gang members after termination of Probation jurisdiction.	CEO		X												
			Probation		X												
	13.2.1	Probation should combine to update its data and track the number of youth entering juvenile camps with prior DCFS experience.	Probation	X													
	13.2.2	Probation should discuss with DMH and consider broadening the scope of the initial home evaluation to assess whether the family is ready for reuniting with the camp-exiting youth. Probation should discuss with DMH as to whether additional steps should be taken with families to better prepare them for reunification with the youth.	DMH	X													
			Probation	X													
	13.2.3	Probation should begin collecting data for the following instances during home evaluations: (i) how many families indicate signs of being homeless or near homeless without a place of their own and (ii) among those families provided with referrals for housing assistance, how many successfully obtain housing to be able to rejoin the camp-exiting youth.	Probation						X								
13.2.4	Probation should track the number of camp-released youth sent to temporary shelters and other shelters by category and track the number of youth who actually transition to a more stable housing from the initial shelter placement.	Probation		X													
13.2.5	Probation should collect the data and track the number of youth fleeing from home after initially rejoining the family.	Probation	X														

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Success or No Way Out! Exiting Juvenile Camps	13.2.6	To track whether youth end up homeless and whether they seek the services of LAHSA, Probation should coordinate with LAHSA, as well as the Chief Executive Officer and Chief Information Officer in the Chief Executive Office, to come up with an electronic process that allows the data to be shared and the results tracked. This Civil Grand Jury suggest including County Counsel in the discussion so that any concerns regarding privacy and confidentiality could be addressed prior to commencing the discussions of shared data systems.	CC	X																	
			CIO	X																	
			LAHSA						X												
	13.2.7	Probation should coordinate and consult with appropriate judicial officers of the Juvenile Delinquency Court and the Juvenile Dependency Court, as well as County Counsel, taking into account such applicable provisions of the DOJ settlement agreement related to juvenile camps, to finalize the County's legal position as to the scope and extent of Probation's jurisdiction for youth who exit camp after turning 18 years of age.	CC	X																	
			Probation	X																	
	13.2.8	Probation should identify the appropriate persons to assess a youth's eligibility for AB12 services and discuss his options before the Initial MDT. Once found eligible for AB12 services, status and the progress of finding housing should be noted during Transitional MDTs and follow up at exit from camp. Given the age requirement under AB12, this Civil Grand Jury does not believe that this recommendation is required for every camp youth.	Probation		X																
	13.2.9	Probation should coordinate with judicial officers of the Juvenile Delinquency court and the Juvenile Dependency Court and prepare agreed-upon procedures that work toward serving youth under AB12.	Probation		X																
	13.2.10	Given the extremely low available housing units or beds, the county Board of Supervisors should fund a housing program that provides ongoing services, with priority given to Probation-involved youth and other high-risk youth.	BOS						X												
	13.3.1	The County Board of Supervisors should invest in housing for TAY with County funds to allow the County to determine its own priority for housing persons in this group. For example, priority should be given to those young adults who could not be eligible for the other housing programs.	BOS						X												
	13.3.2	Probation should consult with the MTA to implement a program for free passes not to exceed one week.	MTA	X																	
Probation									X												
13.4.1	DMH management should consult with County Counsel and develop and acceptable data source and procedures see that camp clinicians may keep track of the actual number of family sessions. To the extent that acceptable procedures with safeguards for privacy can be implemented, DMH should start tracking how many total sessions of family counseling were recommended for each camp youth.	CC	X																		
		DMH							X												

Title of Report	Recommendation #	Recommendations Requiring a Response	Response Status												
			Responsible Agency	Do Not Agree	Implemented	Will Implement	Partially Agree	Disagree Partially	No Response	Partially Implemented	Not to be Implemented				
Success or No Way Out! Exiting Juvenile Camps	13.4.2	DMH management should determine whether there are clinical reasons for joint family sessions as currently being done or whether these joint sessions are being done to comply with billing and insurance requirements. If separate family counseling sessions would not significantly diminish their clinical effectiveness, this Civil Grand Jury recommends that DMH pursue ways to allow family members to receive family session in the community. If separate family counseling sessions are found to be clinically effective, this Civil Grand Jury further recommends that DMH work with Probation to find more centrally located places for family session in the community.	Probation		X										
			DMH		X										
	13.4.3	DMH Management should review the current workload of camp clinicians and determine whether camps are adequately staffed. If the low family counseling sessions are due to lack of clinician time to schedule requested counseling sessions, DMH management should consider providing additional clinician at camps.	DMH	X											
	13.4.4	DMH management should provide DMH clinician with County vehicles or be given reimbursement for mileage for driving to juvenile camps and other County business.	DMH		X										
	13.4.5	In considering additional community sites for separate family counseling for camp youth families, DMH should consult with Probation and develop enhanced programs appropriate for dual status youth and families.	DHM	X											
			Probation	X											
	13.4.6	DMH and Probation should actively participate in the discussions for enhancing current services (in the case of Van Nuys) and future plans (for the Martin Luther King, Jr. Medical Campus).	DMH	X											
			Probation	X											
	13.4.7	Probation should review and reconsider its assumptions regarding family participation and involvement in coming up with the LA Model and reassess the reasonableness of the fundamental assumptions related to the LA Model.	Probation		X										
	13.5.1	DPSS and Probation should explore and develop a streamlined Medi-Cal reinstatement process to ease the transition for the youth and his parent or guardian.	Probation	X											
			DPSS			X									
	13.5.2	For youth under 18 whose parents have not been responsive in providing financial information to qualify a youth's coverage, DPSS should work with Probation so that "Minor-Consent Medi-Cal Program" could be in effect at the time of camp exit.	DPSS	X											
			Probation	X											
	13.6.1	Probation should seek guaranteed initial job placement after successful completion of the Gonzales Program.	Probation						X						
	13.6.2	Probation should closely monitor the youth exiting the Gonzales Program (and other similar programs), not only for continued employment but also for their levels of access to County's human services programs after the youth's completion of these types of vocational training programs.	Probation	X											
13.6.3	Probation should identify and encourage youth who could potentially qualify and benefit from the proposed south Vermont Avenue Project so that such youth may be enrolled with priority.	Probation	X												
13.6.4	Probation should re-open the fire camp Rockey as a residential vocational training camp for young men over the age of 18.	Probation		X											
13.6.5	Probation should develop a residential vocational program for Probation-involved young women, with priority enrollment given to Camp Scott released youth.	Probation	X												
13.6.6	Probation should require the youth to complete high school as a prerequisite to job placement.	Probation		X											

Title of Report	Recommendation #	Recommendations Requiring a Response	Response Status											
			Responsible Agency	Do Not Agree	Implemented	Will Implement	Partially Agree	Disagree Partially	No Response	Partially Implemented	Not to be Implemented			
Success or No Way Out! Exiting Juvenile Camps	13.6.7	Probation should work with the Chief Executive Officer to identify funding sources so that each successful Probation-involved participant can be provided with a stipend that can be available at the end of the program to assist him with housing and other relocation cost.	CEO						X					
			Probation						X					
	13.7.1	County Council should review and reconsider the basis for prohibiting county service providers from sharing data related to THP+FC program with JBAY.	CC	X										
	13.7.2	If the current legal position of the County Council can be revised with additional safeguards or procedures and the data related to THP+Plus or THP+FC programs can be submitted, this Civil Grand Jury recommends that the Chief Executive Officer, working with the Chief Information Officer, implement procedures so that accurate and complete information can be provided to JBAY, the California Child Welfare Indicators Project, as well as other that may have been impacted by this legal position.	CEO	X										
			CIO	X										
			CC	X										
	13.7.3	Probation and LAHSA should consult with County Counsel's office to determine whether a legal distinction can be made so that probation representatives attending MDTs can collect the information for Youth CES and forward to LAHSA so that data are input in the HMIS and the Youth CES process can begin.	CC	X										
			Probation	X										
			LAHSA						X					
	13.7.4	Chief Probation Officer should work with bureau chiefs to identify whether geocoding technology should be applied to various data that are available to Probation and, if determined to be appropriate by the bureau chiefs, coordinate with the Chief Executive Officer's RES unit and the Chief Information Officer to geocode Probation data and other information sourced from multiple County sources.	CIO	X										
Probation			X											
CEO			X											
Youth Activities League	14.1	The Sheriff should ensure that resources (i.e.: transportation, technical, and special events) are shared among the YAL locations.	LASD			X								
	14.2	The Board of Supervisors should become familiar with the YALs in their district and become a source of additional financial support.	LASD	X										
			BOS					X						
	14.3	The YAL program should develop a database of all youth participants. This data, should be used to track and acknowledge positive accomplishments and milestones of YAL participants. This information should be shared with other YAL locations and potential donors to show the positive results of their community.	LASD					X						
	14.4	The Sheriff should continue the YAL program as it clearly provides a valuable service and motivation for the participants, deputies and community.	LASD	X										
	14.5	The Sheriff should assign two full-time deputies to appropriate YAL sites to prevent gang problems or provide services to large groups of kids.	LASD					X						
	14.6	The Sheriff and the Board of Supervisors should increase local funding sources in each YAL community.	LASD	X										
			BOS	X										
14.7	The Sheriff should develop financial incentive to offset the lack of raises or promotions during YAL assignments.	LASD		X										
14.8	The Sheriff should provide access to a child development resource, or instruction in that field, to help deputies to work more effectively with children.	LASD	X											

Detention				
NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS	RESPONSES
1.	CENTRAL AREA COMMUNITY POLICE STATION 251 E. 6 TH STREET LOS ANGELES, CA 90014	This facility is overcrowded in the booking section. The current layout places the arrestees and the arresting officers in the same space, creating a possible unsafe situation.	The booking area must have adequate space separating officers and arrestees. This will help eliminate this security issue.	Agrees
2.	OLYMPIC COMMUNITY POLICE STATION 1130 S. VERMONT AVE. LOS ANGELES, CA 90006	The staff could not locate the suicide prevention kit at this facility. All personnel must know where the kit is stored.	Facility must have a suicide prevention kit on site and be able to locate it.	Disagrees
3.	PACIFIC COMMUNITY STATION 12312 CULVER BLVD. LOS ANGELES, CA 90066	No phone is available for detainee.	Install phones for use by detainees.	Disagrees
4.	RAMPART COMMUNITY POLICE STATION 1401 W.6 TH STREET LOS ANGELES, CA 90017	The inspection revealed no suicide prevention kit was available for this facility.	This station must have a suicide prevention kit on site.	Disagrees
5.	WEST L.A. COMMUNITY STATION 1663 BUTLER AVE. LOS ANGELES, CA 90025	Poorly run facility. No toilet, food or water on site for arrestees.	Install toilets. Make food and water available for arrestees.	Disagrees
6.	GARDENA POLICE DEPARTMENT 1718 162 ND STREET GARDENA, CA 90247	This facility is dated but well maintained. Each holding cell has a small desk and stool attached to the floor so detainee can work in their cells. The department is part of a data-sharing program with other South Bay Police.	Replace and secure 12X12 air vents in each cell to improve ventilation.	Implemented

Detention				
NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS	RESPONSES
7.	GLENDORA POLICE DEPARTMENT 150 S. GLENDORA AVE. GLENDORA, CA 91741	There are two ways to get to the station from the parking lot: Either a ramp or several steps. The steps do not have reflective tape along the edge and this could be a trip hazard in the afternoon sun.	The steps should be adequately marked for safety so they are not a trip hazard.	Implemented
8.	HERMOSA BEACH POLICE 540 PIER AVE. HERMOSA BEACH, CA 90254	Facility was unclean with a strong smell of urine in all cells.	Disinfect and clean the facility.	Disagrees
9.	SOUTH GATE POLICE DEPARTMENT 8620 CALIFORNIA AVE. SOUTH GATE, CA 90208	Concrete floor in walkways slanted toward the center with drain holes for cleaning purposes. The floors were uneven and cracked.	The uneven floor is a trip and fall hazard. Floor area at entrance of jail should have some type of precaution notification to avoid injury.	Agrees
10.	EAST LOS ANGELES COMMUNITY POLICE STATION 5019 E. THIRD STREET LOS ANGELES, CA 90022	The facility is understaffed. It is very clean but heavily defaced with graffiti.	Assign additional custody staff to this station. Paint cells to remove graffiti.	Agrees
11.	SANTA CLARITA VALLEY SHERIFF'S STATION 23740 W. MAGIC MOUNTAIN PKWY VALENCIA, CA 91355	New building is expected to be constructed in 2020; but the old facility will continue to be used until such time that the new facility is built. No cameras are on site.	Camera should be installed in the holding area for the safety of the sheriff's deputies, custody officers and arrestees.	Partially Agrees
12.	SOUTH LOS ANGELES STATION 1310 W. IMPERIAL HIGHWAY LOS ANGELES, CA 90044	Unclean cells and the toilet was clogged in the detox cell.	Report and repair maintenance problems to appropriate agency.	Agrees

Detention				
NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS	RESPONSES
13.	WEST HOLLYWOOD STATION 780 N. SAN VICENTE BLVD. WEST HOLLYWOOD, CA 90069	Facility was not clean.	Report and repair maintenance problems to appropriate agency.	Agrees
14.	ALHAMBRA COURTHOUSE 150 W. COMMONWEALTH AVE. ALHAMBRA, CA 91801	Custody elevator has not worked for over one year and detainees are escorted alongside guests and staff.	Elevator should be repaired.	Agrees
15.	BURBANK COURTHOUSE 300 E. OLIVE AVE. BURBANK, CA 91502	Bus exhaust fumes are entering the facility from the dock. This was reported by the 2017-2018 Civil Grand Jury and is still an issue that needs to be addressed.	The concern over exhaust fumes entering the building from the bus loading dock should be address for health reasons.	Agrees
16.	CLARA SHORTRIDGE FOLTZ CRIMINAL JUSTICE CENTER 120 W. TEMPLE ST. LOS ANGELES, CA 90012	This facility is non-compliant with issues of sanitation, safety, and maintenance.	Report maintenance requirement to appropriate agencies.	Agrees
17.	EAST LOS ANGELES COURTHOUSE 4848 E. CIVIL CENTER WAY LOS ANGELES, CA 90022	This facility is clean but heavily defaced with graffiti.	The cells in this facility should be painted to remove graffiti.	Agrees
18.	GLENDALE COURTHOUSE 600 E. BROADWAY AVE. GLENDALE, CA 91206	The "Sallie Port" is a makeshift arrangement that provides only minimal security for the loading and unloading of arrestees and inmates being transferred to and from the courthouse.	Address bus drop-off safety noted.	Agrees

Detention				
NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS	RESPONSES
19.1	METROPOLITAN COURTHOUSE 1945 W. HILL STREET LOS ANGELES, CA 90007	The inspection of the holding cells revealed that repairs are needed in various areas. Plumbing is critical short-term housing of persons being transferred to various facilities.	Holding cell plumbing on 4 th floor needs repair.	Agrees
19.2	METROPOLITAN COURTHOUSE 1945 W. HILL STREET LOS ANGELES, CA 90007	The storage area for the inmates' property is not secure.	More secure storage needed for inmates' personal property.	Agrees
20.1	SAN FERNANDO COURT 900 THIRD STREET SAN FERENANADO, CA 91340	We were informed that the walls were recently painted; however, the thin layer of paint was not sufficient to cover the extensive graffiti that had been on the walls.	Graffiti still visible under the thin coat of paint needs to be completely covered with additional coats of paint.	Agrees
20.2	SAN FERENANDO COURT 900 THIRD STREET SAN FERNANDO, CA 91340	We were shown a three-ring binder of facility repair requests kept by the sheriff's deputies.	When facility breakdowns require continuous requests for repair, such as recurring plumbing problems, the Sheriff's Department should consider replacing and updating the facility.	Agrees
20.3	SAN FERNANDO COURT 900 THIRD STREET SAN FERNANDO, CA 91340	Deputies also noted that radio receivers & transmitters did not always work on the upper floors of the courthouse.	Radio receivers & transmitters should be fixed or updated so that communications on the upper floors of the courthouse work at all times.	Agrees

Detention				
NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS	RESPONSES
21.	SANTA CLARITA COURTHOUSE 23747 W. VALENCIA BLVD. VALENCIA, CA 91355	We found that the corridor connected to the Judges' chambers and the jury room is the same corridor used to bring detained into the holding facility. We understand that some of the detainees are charged with felonies.	For the safety of everyone using the corridor, the Sheriff's Department should review the adequacy of the current procedures to move detainees in, out and around the courtrooms. At the very least, cameras should be installed near the building entrance to confirm that it is safe for the deputies, judges and jurors to enter and exit from the courthouse.	Agrees
22.1	TORRANCE COURTHOUSE 825 MAPLE AVE. TORRANCE, CA 90503	The facility is understaffed and disorganized. The staff had difficulty locating manuals and safety kits.	Instruct deputies on how to properly organize required jail manuals, medical kits, etc.	Agrees
22.2	TORRANCE COURTHOUSE 825 MAPLE AVE. TORRANCE, CA 90503	Male arrestees complained of excessive heat in the cells. Deputies explained that poor air circulation contributed to the heat problem.	Correct the air circulation problem in the men's jail.	Agrees
22.3	TORRANCE COURTHOUSE 825 MAPLE AVE. TORRANCE, CA 90503	The jail was poorly lit and heavily defaced with graffiti.	Upgrade the inadequate lighting and paint the cells to eliminate the graffiti.	Agrees

Detention				
NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS	RESPONSES
23.	VAN NUYS COURTHOUSE WEST 14400 ERWIN STREET MALL VAN NUYS, CA 91401	Inmate elevator to courtrooms on upper floors is dangerous due to a very small waiting area on each floor.	Increase visibility in the elevator as the doors open by installing convex mirrors at ceiling height in the waiting area in front of the elevators on each floor. For added safety measures, construction should be shatterproof plastic or other material.	Agrees

ACRONYMS

ACRONYM	DEFINITION
AAB	Sheriff's Audit and Accountability Bureau
AARP	American Association of Retired Persons
BOS	Board of Supervisors
CAL FIRE	California Department Forestry and Fire Protection
CBO	Community-Based Organization
CC	County Counsel
CEO	Chief Executive Officer
CIG	County Inspector General
CIO	Chief Information Officer
CGJ	Civil Grand Jury
CLA	City of Los Angeles
CLADA	City of Los Angeles Department of Aging
CLAPD	County of Los Angeles Personnel Department
COLAPL	County of Los Angeles Public Library
CPE	Central Property and Evidence
CSW	Childrens Social Workers
DA	District Attorney
DCFS	Department of Children and Family Services
DCR	Department of Cannabis Regulation
DHS	Department of Health Services
DMH	Department of Mental Health
DPH	Department of Public Health
DPSS	Department of Public Social Services
GPD	Gardena Police Department
HMIS	Homeless Management Information System
HPD	Hawthorne Police Department
IPD	Inglewood Police Department
ISD	Internal Service Division
JBAY	John Burton Advocates for Youth
LACAC	Los Angeles County Auditor-Controller
LACFD	Los Angeles County Fire Department
LACPD	Los Angeles County Probation Department
LAHSA	Los Angeles Homeless Services Authority

ACRONYM	DEFINITION
LAPD	Los Angeles Police Department
LAPL	Los Angeles Public Library
LARCIS	Los Angeles County Regional Crime Investigation System
LARHTTF	Los Angeles Regional Human Trafficking Task Force
LASD	Los Angeles Sheriff Department
MDT	Multi-Disciplinary Team
MEU	LAPD Mental Evaluation Unit
MOU	Memorandum of Understanding
MTA	Metropolitan Transportation Authority
OCP	Office of Child Protection
OIG	Office of Inspector General
ORWITS	Officer and Recurrent Witness Information Tracking System
PO	Probation Officer
PPL	Pasadena Public Library
Probation	Los Angeles County Probation Department
RES	Research and Evaluation Services
SCSW	Supervising Children's Social Workers
SMART	System-wide Mental Assessment Response Team
SMPL	Santa Monica Public Library
TAY	Transition Age Youth
THP+FC	Transitional Housing Placement-Plus Foster Care
THP-P	Transitional Housing Program Plus
TSA	Transportation Security Administration
WDACS	Workforce Development, Aging & Community Services
WIC	Welfare and Institutional Code
YAL	Youth Activities League

COMMITTEE LIST

Joel Thomas Floyd Chair
Rebecca Hunter Secretary
Gordon Jefferson
Marina La Garde
LeRoy Titus
Deanne Walls

Detention



2019-2020

**Los Angeles County
Civil Grand Jury**

Detention

Detention

EXECUTIVE SUMMARY

California Penal Code section 919, subdivision (b),¹ requires the 2019-2020 Los Angeles County Civil Grand Jury (Jury) to inquire into the condition and management of the public detention facilities within Los Angeles County (County). These include jails of varied sizes, courthouse holding cells, juvenile camps and detention facilities, prisons and other penal institutions. During the months of August, September and October of 2019, all 23 jurors participated in unannounced inspections of 142 detention facilities. In the performance of this assignment, the Jury gained a unique perspective of the criminal justice system and an appreciation of the duties and hazards of the various law enforcement agencies of the County.

The County jail system is a network of facilities operated by the Los Angeles County Sheriff's Department (LASD), Los Angeles Police Department (LAPD), City Police Departments and the Los Angeles County Probation Department (LACPD). This system is also inspected by various California State (State) and Federal agencies: local mental health departments, local fire departments and California Board of Corrections.

Classification of facilities inspected are as follows:²

TYPE I FACILITY

A Type I Facility is a local detention facility used for the booking and detention of persons for not more than 96 hours, excluding holidays. These facilities may detain persons on court order either for their own safe keeping, while awaiting court appearance, or placed here as an inmate worker (Trustee). Trustees could also be placed here on a voluntary basis. These workers may be used in a variety of jobs such as janitorial and culinary.

TYPE II FACILITY

These are local detention facilities, such as courthouses, used for the detention of persons pending arraignment, during trial, and upon sentence of commitment.

TYPE III FACILITY

A local detention facility (County Prisons) used only for the detention of convicted and sentenced persons.

¹ <https://law.justia.com/codes/california/2013/code-pen/part-2/title-4/chapter-3/article-1/section-919/>

² http://www.bscc.ca.gov/s_fslocaldetentionfacilityinspectionreports/ (accessed 6/12/20); also from Jury detention inspections & tours

TYPE IV FACILITY

A local detention facility designated for the housing of inmates eligible under Penal Code 1208³ for work/education furlough and/or other programs involving inmate access into the community.

JUVENILE FACILITIES

Juveniles dispositioned in local police and sheriff stations for minor infractions are only held for up to six hours, then released to parents, responsible adult family member, or guardian.⁴ They are kept isolated from adult detainees.⁵ Juveniles held for more serious crimes are transferred to Central Juvenile Hall in Los Angeles or Barry Nidorf Justice Center in Sylmar.⁶ They are held until sentencing, then transferred to area juvenile camps.⁷ In recent years, many juvenile camps have closed as current beliefs are that youths need more mental health evaluations, educational programs, and vocational training.⁸ The LACPD offers high school and community college courses to juveniles to further their education.⁹ During inspections, the Jury found that new services are now being offered, such as individual mental health support and activities to promote a more optimistic view of life.

METHODOLOGY

The 23 members of the Jury were divided into six teams of three or four members to make unannounced inspections of detention facilities. An interview of management, and review of the condition of holding areas, cells, and food preparation and storage areas were conducted to insure, all policies, procedures and training were in order.

The Detention Committee (Committee) developed a standardized inspection checklist to insure uniform inspection of facilities. The checklist was a cumulative review of prior forms used by Civil Grand Juries under the California Code of Regulations and given to each team for use during their inspections. The final review was given to the Committee.

At the end of the inspection period, the Committee met with the six area teams to discuss their findings. A discussion of the inspections brought out more details that helped create this report.

³ <https://law.onecle.com/california/penal/1208.html>

⁴ <http://shq.lasdnews.net/content/uoa/PSD/5-02.pdf>, sect. 5-02/035.05, "Secure Detention of Juveniles"

⁵ <http://shq.lasdnews.net/content/uoa/PSD/5-02.pdf>, sect. 5-02/035.10, "CONDITIONS OF SECURE DETENTIONS"

⁶ Per Jury tours of juvenile facilities (8/19 – 10/19)

⁷ <http://shq.lasdnews.net/content/uoa/PSD/5-02.pdf>, sect. 5-02/035.05, "Secure Detention of Juveniles"

⁸ <https://chronicleofsocialchange.org/news-2/los-angeles-juvenile-detention-camp-slated-close-will-see-second-life-voluntary-job-training-center/29495>

⁹ Per Jury tours of juvenile facilities (8/19 – 10/19)

The following pages contain the locations of the criminal courthouses, city jails, police stations, sheriff stations, detention facilities, and juvenile camps and halls within the County inspected by members of the Jury.

Inspection findings:

During inspections by the Jury, it was found that many facilities are in need of repair. Several facilities are beyond repair, in particular, Men's Central jail in downtown Los Angeles. Although in August 2019, the County Board of Supervisors (BOS) voted to cancel a \$1.7 billion dollar contract to replace the jail.¹⁰ Many facilities have problems that pose a safety concern for both staff and detainees, such as ruptured water pipes, clogged toilets, and clogged air vents. Elevators at Twin Towers Correctional Center are in constant need of repair. Some outdated elevator parts are hard to find, making elevators unsafe for prison staff to transport prisoners.¹¹

According to police departments and sheriffs' stations, staffing shortages are prevalent throughout the County jail and prison system. In some jails, if a detainee is ill and needs transportation to a hospital, two officers are required to transport him. If another inmate becomes ill, then another two officers also need to take the second detainee to the hospital. Now four officers need to stay at the hospital with prisoners while they are treated. In a short-manned station,¹² this puts a lot of pressure on the staff.¹³

Overtime hours are widely used to staff jails and prisons which leads to over-worked staff and possible officer burn out. Not enough officers are being recruited to operate jails and prisons, even though we were told many are being hired. In addition, many have retired or left the force causing shortages. Some facilities utilize contract jailers from companies like GEO¹⁴ to free up officers for other duties.¹⁵

According to a Los Angeles Times article, thousands of homeless and mentally ill people are behind bars in County jails. Many are candidates better suited for diversion into supportive services and housing, according to the Department of Health Services.¹⁶

According to many sheriff's deputies in county jails, drug addiction continues to be a problem that carries forth into incarceration. This becomes a problem because many prisoners need help with their addiction rather than incarceration.¹⁷ No matter how good the efforts are to keep drugs out of jails, there is the constant problem of drug smuggling. Special trained dogs are utilized in prisons to sniff out drugs and Pruno (jailhouse-made alcohol), which can be deadly.¹⁸

¹⁰ <https://la.curbed.com/2019/8/13/20803756/mens-central-jail-los-angeles-contract-vote>

¹¹ Per facility inspections, Jury was informed of this by staff and detainees (8/19- 10/19)

¹² <https://www.latimes.com/local/california/la-me-deputy-shortage-20150531-story.html>

¹³ Per facility inspections and tours, Jury was informed of this by staff and detainees (8/19-10/19)

¹⁴ https://www.geogroup.com/GEO_Secure_Services

¹⁵ Interviews with police station officers

¹⁶ www.latimes.com/local/lanow/la-me-now-in-jail-diversion-program-20190422_story

¹⁷ <https://californiahealthline.org/news/rehabilitation-plus-rehab-jails-dispense-drugs-to-treat-inmates-addictions/>

¹⁸ Per detention center inspections, Jury was informed of this by sheriff's deputies (8/19- 10/19)

To help combat the problem of drug addiction and mental health, the Sheriff's Department in conjunction with County Health Services provides Medicated Assisted Treatment and mental health services to those in custody through the largest Correctional Treatment Center (CTC) in the state with a 196-bed medical unit in the Twin Towers Correctional Facility.¹⁹

Since 2017, nine juvenile detention facilities have closed due to diversion programs that successfully steer youth away from incarceration and into community-based alternatives.²⁰ Cognitive Behavior Interventions (CBI) have been utilized to alter behavior by teaching individuals to understand and change thoughts and behavior.²¹ The goal is to operate fewer detention facilities with the remaining ones to operate as true rehabilitation centers.²²

One of the closed camps, Camp David Gonzales in Calabasas, is in the process of being converted into a residential training facility to support formerly justice-involved men aged 18 to 25 in providing life skills and job training.²³ The second camp, Challenger Memorial Youth Center in Lancaster, is being developed into a similar program that would serve both men and women primarily from the Antelope Valley.²⁴

In August of 2019, the LACPD completed the facility consolidation plan by closing nine juvenile facilities, diverting youths away from incarceration, and into community-based alternatives based on juvenile rehabilitation.

According to Supervisor Sheila Kuehl, "All recent research on juvenile justice points to the need for a care-first approach, punitive approaches have not been shown to make things any better, but rather worsen them over time." This approach can transform the lives of some of the kids.²⁵

Below is a list of all the facilities that the Jury visited. Comments provided are based on observations made during our site visits. At the end of this document, we have provided findings and recommendations for those facilities that need to report back to the Jury.

¹⁹ <http://shq.lasdnews.net/pages/PageDetail.aspx?id=761>; <https://www.chcf.org/wp-content/uploads/2018/05/WebinarClosingLoopMATCorrections05092018.pdf>;

²⁰ <https://scvnews.com/la-county-probation-closes-9-juvenile-facilities-in-2-years/>

²¹ [txautism.net/interventions/cognitive-behavioral-intervention-cbi#:~:text=Cognitive Behavioral Intervention \(CBI\) 1,4 Steps for Implementation.](http://txautism.net/interventions/cognitive-behavioral-intervention-cbi#:~:text=Cognitive Behavioral Intervention (CBI) 1,4 Steps for Implementation.)

²² <https://scvnews.com/la-county-probation-closes-9-juvenile-facilities-in-2-years/>

²³ <https://chronicleofsocialchange.org/news-2/los-angeles-juvenile-detention-camp-slated-close-will-see-second-life-voluntary-job-training-center/29495> (accessed 6/12/20)

²⁴ <https://scvnews.com/la-county-probation-closes-9-juvenile-facilities-in-2-years/> (accessed 6/12/20)

²⁵ <https://ridley-thomas.lacounty.gov/index.php/restructuring-juvenile-justice-out-of-the-probation-department/>

LOS ANGELES CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
77th Street Community Station 7600 S. Broadway Los Angeles, CA 90003 213-485-4164	LAPD	Satisfactory	Very busy facility; does not have public parking; detainees can be housed for 96 hours; staff would like more psychiatric personnel; new freezer has been ordered, but not delivered at time of Jury visit; all female detainees are sent to Lynwood; detainees from Airport Police are brought here for booking
Central Area Community Station 251 E. 6th Street Los Angeles, CA 90014 213-495-6606	LAPD	Satisfactory	Located near Skid Row; approximately 70% of detainees are in need of psychological evaluations; holding cells have no restrooms; 40 officers patrol Skid Row; station has a disease-killing robot in office for the officers' safety; public restrooms are dirty; station area is ground zero for homelessness, drugs and mental illness; we were told by some Officers that they were concerned about disease outbreaks occurring at the facility
Devonshire Community Station 10250 Etiwanda Avenue Northridge, CA 91325 818-832-0633	LAPD	Outstanding	This is a holding facility only; two holding cells with cameras; jail facility has not been used in years, but it is well maintained; janitors are paid to clean the facility; officers book and release arrestees until court date
Foothill Community Station 12760 Osborne Street Pacoima, CA 91331 818-756-8861	LAPD	Satisfactory	This is an older station, and has not been inspected since being repurposed; detainees are sent directly to Van Nuys Police Station; officers are in desperate need of new, up-to-date computers
Harbor Community Station 2175 S. John Gibson Blvd. San Pedro, CA 90731 310-726-7700	LAPD	Satisfactory	The jail is being repaired; at present, the detainees are transferred to 77th St. Station
Hollenbeck Community Station 2111 E. 1st St. Los Angeles, CA 90033 213-972-2971	LAPD	Outstanding	Station has separate juvenile and adult areas and has a cadet program; has Hope Team: 8 to 10 officers who work with the homeless; the officers are engaged with the community; the station has a kiddie room
Hollywood Community Station 1358 Wilcox Avenue Los Angeles, CA 90028 213-972-2971	LAPD	Unsatisfactory	The lighting is very dim in the holding cell area; floors and walls are dirty and in need of paint; blood and/or human waste is on the walls; the reservation for the water barrel is on order
LAPD Metropolitan Detention Center 180 N Los Angeles St. Los Angeles, CA 90012 213-356-3400	LAPD	Satisfactory	Major booking location- arraignment facility only, 72 hours maximum; set up for video arraignment; arraign approximately 100 detainees daily; video conferencing is available for visitation; houses juveniles and females separately; medical clinic on-site; facility has 4 pods for either 1 or 2 person cells
Los Angeles Police Department Headquarters 100 N 1st St Los Angeles, CA 213-486-1000	LAPD	N/A	Offices only

LOS ANGELES CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Los Angeles Metropolitan Division 2710 W Temple St Los Angeles, CA 90026 213-352-4700	LAPD	N/A	Training facility and offices
Mission Hills Community Station 11121 N. Sepulveda Blvd. Mission Hills, CA 91345 818-838-9800	LAPD	Satisfactory	Holding cells only, then transferred to Van Nuys Jail; there are adequate cameras and hourly checks on inmates by the officers
Newton Community Station 3400 S. Central Avenue Los Angeles, CA 90011 323-846-6547	LAPD	Satisfactory	No cameras in any of the cells; no overnight stays; station clean and organized; difficult to transfer detainees for medical needs
North Hollywood Community Station 11640 Burbank Blvd. North Hollywood, CA 91601 818-623-4016	LAPD	Satisfactory	Key to the defibrillator was unavailable, all other facets were in compliance
Northeast Community Station (LAPD/Eagle Rock) 3353 San Fernando Road Los Angeles, CA 90065 323-561-3211	LAPD	Outstanding	Detainees are processed and booked at this station; no one is kept more than six hours; no food is served
Olympic Community Station 1130 S. Vermont Avenue Los Angeles, CA 90006 213-382-9102	LAPD	Satisfactory	Built in 2009 and is a green building; does a lot of community outreach due to the large immigrant population; has 90 officers; four holding tanks and two juvenile cells; one holding cell has a bath; short stay only
Pacific Community Station 12312 Culver Boulevard Los Angeles, CA 90066 310-482-6334	LAPD	Satisfactory	Well maintained older facility; females transferred to 77th Street Station; detainees are brought in and booked from Airport Police Station
Rampart Community Station 1401 W. 6th Street Los Angeles, CA 90017 213-484-3400	LAPD	Satisfactory	Four cells with two benches; several interview rooms; juveniles are held separately; cameras are in all cells; no food service; detainees are transferred in one hour or less; kiddie room for toddlers of detainees; very high mental illness among detainees
Southeast Community Station 145 W. 108th Street Los Angeles, CA 90061 213-972-7828	LAPD	Satisfactory	Patrols and monitors Jordan Downs, Nickerson Gardens and Imperial Courts housing projects
Southwest Community Police Station 1546 W. Martin Luther King Blvd. Los Angeles, CA 213-485-2582	LAPD	Satisfactory	Oldest station in Los Angeles; jail has not been used for a number of years; two holding cells; detainees are sent to 77th Street Station; very clean facility used by small staff of officers

LOS ANGELES CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Topanga Community Station 21501 Schoenborn St. Canoga Park, CA 91304 818-756-4800	LAPD	Outstanding	Book and release only facility, detainees are held overnight; facility is short staffed, all officers are constantly in the field and none were present for our inspection of the facility; the tour was given by a detective; facility is state-of-the-art
Van Nuys Community Station 6240 Sylmar Avenue Van Nuys, CA. 91401 818-374-9500	LAPD	Satisfactory	Can house both men and women; juveniles are held no more than six hours; central booking for the San Fernando Valley; it is very well-organized adult facility that can hold 239 inmates; each cell is fumigated after use; if needed, sniffer dogs used for bed bugs; full-time nurses and one doctor; officers have 32 hours a year of procedure training
West L.A Community Station 1663 Butler Avenue Los Angeles, CA 90025 310-444-0701	LAPD	Unsatisfactory	No toilet; no food and/or water on site for arrestees; inspection reports were not available; duty officer informed us that State Board of Corrections and Civil Grand Jury inspections are not necessary for a facility with temporary holding cells and handles booking only
West Valley Community Station 19020 Vanowen Street Reseda, CA 91335 818-374-7611	LAPD	Outstanding	Holding cells only; no food or phones for the inmates; inmates are transferred to Van Nuys station/jail; they are short staffed
Wilshire Community Station 4861 W. Venice Blvd. Los Angeles, CA 90019 213-473-0476	LAPD	Satisfactory	Short stays only; it was built in 1970; services not available for female or juvenile detainees

OTHER CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Alhambra Police 211 S. 1st Street Alhambra, CA 91801 626-570-5151	City Police	Outstanding	Capacity for 40 inmates; San Marino, San Gabriel, and South Pasadena take detainees to Alhambra; pay to stay facility; jailers are employed by a contracted service
Arcadia Police 250 W. Huntington Drive Arcadia, CA 91723 626-574-5150	City Police	Outstanding	Newer building; sufficient space to separate juveniles, female and detainees under the influence; jailers are contracted; well organized and in compliance
Azusa Police 725 N. Alameda Ave. Azusa, CA 91702 626-812-3200	City Police	Satisfactory	In compliance; a supply of clothing for the homeless; juveniles are given a meal upon arrival
Baldwin Park Police 14403 E. Pacific Ave. Baldwin Park, CA 90201 626-960-4011	City Police	Satisfactory	Facility is clean and well run; three hot meals daily; mentally ill patients are directed to the hospital; detainees are held up to 72 hours
Bell Gardens Police 7100 Garfield Avenue Bell Gardens, CA 90201 562-806-7600	City Police	Satisfactory	Older facility that is well maintained and organized; officers and staff are friendly and knowledgeable; retired officers help when needed; there is a Homeless Task Force on hand with a clinician on staff; detainees held for only 48 hours; part time jailer helps out; wish list: more grants for funding, upgrade teaching platforms, additional equipment and cars with better radios, and Taser upgrades
Bell Police 6326 Pine Avenue Bell, CA 90201 323-585-1245	City Police	Satisfactory	Clean, well maintained, pay to stay facility; all reports were readily available
Beverly Hills Police 464 N. Redford Drive Beverly Hills, CA 90210 310-550-4951	City Police	Unsatisfactory	Capacity of 29 beds; safety cell had limited padding; no sign posted regarding access to social services; contracted out to G4S to supply the jail guards; PO submitted for a broken light fixture and toilet; in process of modernizing the elevators
Burbank Police 200 N. Third Street Burbank, CA 91502 818-238-3217	City Police	Outstanding	Capacity is 71 inmates; a pay to stay @\$100.00 a night; large facility; staff are incredibly accommodating and friendly; phones in each cell for the inmates; Sergeant Gomez has FBI training and is a hostage negotiator
Claremont Police 207 Harvard Claremont, CA 91711 909-399-5460	City Police	Satisfactory	Small, well-maintained facility that has six cells; monitors and cell checks every 30 min.; separate male and female cells
Covina Police 444 N. Citrus Avenue Covina, CA 91733 626-858-4413	City Police	Satisfactory	Four jailers and 50 officers total; many repeat offenders; felonies are held for 48 hours; fire department is located next door for emergencies

OTHER CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Culver City Police 4040 Duquesne Avenue Culver City, CA 90232 310-837-1221	City Police	Satisfactory	Facility and kitchen are very clean; a pay to stay facility; will most likely outsource the jail staff to a private company to save money; increase of mental illness and homelessness; lack of hygiene; a great deal of concern for the spread of communicable diseases such as measles, hepatitis, chicken pox
Downey Police 10911 Brookshire Avenue Downey, CA 91502 562-861-0771	City Police	Satisfactory	Clean and well maintained; 121 officers; private jail staff handle detainees; 36-50 capacity; an arrest and transfer facility, do not hold detainees for more than 8 hours; a need for more staff, dispatchers and officers
El Monte Police 11333 Valley Boulevard El Monte, CA 91731 626-580-2110	City Police	Satisfactory	Records all calls made by inmates, except those made to attorneys or chaplain; female detainees are transferred to Lynwood; one hot and two cold meals served daily; built in 1953; it is clean and well maintained
El Segundo Police 348 Main Street El Segundo, CA 90245 310-524-2200	City Police	Satisfactory	Small facility is understaffed; detainee capacity 12; one jail staff and seven total officers; more personnel needed; female administrative staff are trained as matrons to search female detainees when female officers are unavailable; facility is being remodeled
Gardena Police 1718 162nd Street Gardena, CA 90247 310-217-9632	City Police	Satisfactory	Clean; 150 officers and staff, 6 jailers; only 2 detainees at this time; fire department next door for emergencies.
Glendale Police 131 N. Isabel Street Glendale, CA 91206 818-5484840	City Police	Unsatisfactory	We were kept waiting 30 minutes for our inspection; very clean; Video Court arraignments done at station to reduce prisoner transport; a pay to stay facility (\$91 a night); meals are from Central Jail; cleaning contracted out Problems: when homeless are detained, clothes are confiscated and bagged as hazardous waste; when the inmates are released they are given paper clothing; officers do all the laundry: prison clothes, towels, and bedding; outside contractors are needed to free-up police officers time
Glendora Police 150 S. Glendora Ave. Glendora, CA 91741 626-914-8250	City Police	Outstanding	A small, older clean and organized detention facility with six cells; when a homeless person is released they are provided with clothes, often purchased with officers' donations; sworn female staff used when necessary
Hawthorne Police 540 Hawthorne Blvd. Hawthorne, CA 90250	City Police	Satisfactory	New modern building that is very clean; introducing medical staff to join several officers to become EMT's
Hermosa Beach Police 540 Pier Avenue Hermosa Beach, CA 90254 323-318-0300	City Police	Satisfactory	10 officers, 2 jailers; capacity of 13 detainees; fire department next door for emergencies; pay to stay facility

OTHER CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Huntington Park Police 6542 Miles Avenue Huntington Park, CA 323-584-6254	City Police	Satisfactory	Opened in 1914; a clean facility; five staff the jail, but usually work alone; capacity is 96 detainees, 31 beds and 1 suicide cell; felony inmates are held up to 48 hours or until court day; meals are from Lynwood facility; according to the tour officer, meth is the biggest drug problem for the area
Inglewood Police One W. Manchester Blvd. Inglewood, CA 90301 310-412-5211	City Police	Satisfactory	This is a very clean facility; there are no issues.
Irwindale Police 5050 N. Irwindale Ave. Irwindale, CA 91706 626-430-2244	City Police	Closed	Facility is currently closed; all adult detainees are taken to West Covina for booking
La Verne Police 2061 Third Street La Verne, CA 91750 909-596-1913	City Police	Outstanding	42 officers and is staffed by jailers from an outside vendor; detention area is clean, well maintained and organized; staff is aware of current procedures and participates in continuing education
Long Beach West Police 1835 Santa Fe Ave. Long Beach, CA 90810	City Police	N/A	Station closed
Long Beach Police 400 W. Broadway Long Beach, CA 90802 562-570-7260	City Police	Satisfactory	Older facility that is clean and adequately staffed
Manhattan Beach Police 420 15th Street Manhattan Beach, CA 90266 310-802-5140	City Police	Satisfactory	In compliance
Monrovia Police 140 E. Lime Avenue Monrovia, CA 626-256-8000	City Police	Satisfactory	Facility is clean and well run
Montebello Police 1600 Beverly Blvd. Montebello, CA 90640 323-887-1212	City Police	Outstanding	Large station, well maintained with well trained staff; good public relations with community and there is art work and thankyou notes by children in the community; there is a gym and a shooting range on site; GEO services staff as contract jailers; perform onsite jailing operations, food services and custodial services; station is also a pay-to-stay facility charging \$100 per day
Monterey Park Police 320 W. Newmark Avenue Monterey Park, CA 91754 626-378-1266	City Police	Satisfactory	Large station with 72 officers; 24 detainee capacity; they have a special room for juvenile detainees; uniforms are issued to detainees when taken into custody; officers state many repeat offenders; facility is clean and well organized; it is a pay-to-stay facility

OTHER CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Palos Verdes Police 340 Palos Verdes Drive Palos Verdes, CA 90274 310-378-4211	City Police	Satisfactory	Facility very clean, with a capacity of 12; 8 officers on duty and 1 jailer; fire department next door for medical emergencies
Pasadena Police 207 N. Garfield Ave. Pasadena, CA 91101 626-744-4545	City Police	Outstanding	Large station with 360 officers; state-of-art command center; facilities are clean; continuing education for all officers
Pomona Police 490 W. Mission Blvd Pomona, CA 91776 909-620-2130	City Police	Satisfactory	Has a generous phone policy, especially for those detained who have childcare issues; the cleaning is outsourced and inadequate; it is recommended that more time is spent cleaning the jail
Redondo Beach Police 401 Diamond St. Redondo Beach, CA 90277 310-379-2477	City Police	Satisfactory	At time of inspection, jail was being painted
San Fernando Police 910 First Street San Fernando, CA 91340 818-898-1267	City Police	Satisfactory	Well-kept facility, both the inside and outside are cleaned by outside contractor; longest stay is 2 court days; it is also a pay-to-stay jail for \$125 a day
San Gabriel Police 625 Del Mar Avenue San Gabriel, CA 91778 626-308-2828	City Police	Unsatisfactory	Arrestees are taken to the Alhambra Police Department; new facility has not been built due to budget constraints; jail is in need of paint, quarters are cramped; if monies are not allocated the Jury recommends the jail be upgraded or closed as an operating jail
San Marino Police 2200 Huntington Drive San Marino, CA 91107 626-300-0720	City Police	Unsatisfactory	This facility has no cells to house detainees, they are transferred to Alhambra Police Department; department stated it is difficult to get officers fully trained due to availability of training in county; the city is required to pay per diem to train officers due to long distance where training is held; if money is not in budget, officers cannot attend training until money is available; it is recommended that a Regional Training Center include POST, CPT, and FTP
Santa Monica Police 333 Olympic Drive Santa Monica, CA 90401 323-458-8484	City Police	Outstanding	Juveniles are never left unattended; they are put in a non-secure room with a bathroom, and snacks, until released to their parents or transferred to Eastlake; the jail has 4300 arrestees yearly; 20 to 30 on the weekends and an average of 10 to 11 a day
Signal Hill Police 2745 Walnut Ave. Signal Hill, CA 90755 562-989-7200	City Police	Satisfactory	Needs more staff; two officers on shift, one jailer; capacity 13 detainees

OTHER CITY POLICE DEPARTMENT FACILITIES/STATION JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
South Gate Police 8620 California Avenue South Gate, Ca 90280 323-563-5400	City Police	Satisfactory	Jail facilities serviced by two city employed jailers, capacity 36 detainees; station staffed by 78 officers, a need of 100 total officers to handle workload; officers clean areas used by homeless, collecting hazardous materials like needles, can't use volunteers due to health risks; police officers follow City procedure and follow homeless persons, observe them, and then can detain
South Pasadena Police 1422 Mission Street South Pasadena, CA 91030 626-403-7270	City Police	Outstanding	Station has no cells, arrestees for minor offences are held for maximum of 6 hours and released, others are transferred to Alhambra Police Department; an active community policing program and outreach to homeless transient population; very clean and organized facility; many vacancies, looking to hire.
Torrance Police 3300 Civic Center Drive Torrance, CA 90505 310-618-5631	City Police	Satisfactory	All in compliance
Vernon Police 4305 S. Santa Fe Ave. Vernon, CA 90058 323-587-5171	City Police	Outstanding	Very clean, well-maintained facility, beautiful approach garden; facility has fully functional jail but arrestees are booked and transferred to Huntington Park Police Department; detainees are offered hot meals from food contracted by a local restaurant; state-of-the-art dispatch room
West Covina Police 1444 W. Garvey Ave. West Covina, CA 91790 626-939-8500	City Police	Satisfactory	Juveniles are housed separately; DNA for felons; custodian comes weekly; they have 7 jailers and 99 police officers; a great deal of re-entries of homeless persons
Whittier Police 13200 Penn Street Whittier, Ca 90602 888-557-0383	City Police	Satisfactory	Force of 121 sworn officers but need about a dozen more; vagrancy is on the rise, large transient population; city has had an increase in vandalism; jail is contracted to G4S; after an officer shooting death, a Trauma Response Team is on hand to work with officers and victims of PTSD; facility has 50 civilian volunteers; chaplain requested; Department of Children and Family Services has a desk at station

LA SHERIFF STATIONS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Altadena Station 780 E. Altadena Dr. Altadena, CA 91001 626-798-1131	LASD	Satisfactory	Sheriff station and facilities were clean; established in 1927; very involved in community projects; continued Professional Education (Title 15) is conducted annually; CPR training is done every other year
Avalon Station 215 Sumner Avenue Avalon, CA 310-510-0174	LASD	Satisfactory	Clean facility; one jailer per shift, reserve officers for holidays to help with crowd control and public drunkenness
Bellflower Sheriff Sub Station 16615 Bellflower Blvd Bellflower, CA 90706 562-925-0124	LASD	Satisfactory	Not a full service station, no booking or dispatch; public safety officers, detective, and administrative personnel on hand; clean and well maintained facility
Carson Station 21356 S. Avalon Blvd. Carson, CA 90703 310-830-1123	LASD	Satisfactory	The station is well maintained
Cerritos Station 18135 Bloomfield Ave. Cerritos, CA 90703 562-860-0044	LASD	Outstanding	Well organized and maintained, no overnight stays, detainees transferred to Norwalk or Lakewood; need extra staff, currently 5 shifts and only three watch commanders Problem: no secured parking for officers, especially female, who have to walk to cars alone at night
Compton Station 301 S. Willow Brook Ave. Compton, CA 90221 310-605-6500	LASD	Satisfactory	A patrol division station only, female detainees are processed in Lynwood
Crescenta Valley Station 4554 N. Briggs Ave. La Crescenta, CA 91214 818-248-3464	LASD	Outstanding	70 sworn officers, facility very clean and organized; four trustees on hand to help clean; video phones for attorney conferences; very active community and outreach programs especially for homeless persons; need supervisory staff and one additional Watch Sergeant as station covers large mountainous area
East Los Angeles Station 5019 E. Third Street Los Angeles, CA 90022 323-264-4151	LASD	Outstanding	147 sworn officers, 60 civilian employees, employ civilian maintenance and have five trustees to help clean; arrestees are housed 1 to 2 days, 3 meals served daily, one hot; Central Patrol Wellness Pilot Program was started and seems to be working plus they have a Homeless outreach program
Industry Sheriff Station 150 N. Hudson Avenue City of Industry, CA 91744 626-330-3322	LASD	Satisfactory	30% of the bookings are from the California Highway Patrol; capacity is 48 with the average at 20 to 24; bookings are from Hacienda Heights, La Habra Heights; when visiting, the water had been turned off as the inmates had plugged the plumbing, causing the cells to flood; recommendation would be to staff the jail adequately

LA SHERIFF STATIONS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Lakewood Station 5130 N. Clark Avenue Lakewood, CA 90712 562-623-3500	LASD	Satisfactory	Built in 1950; officers and detectives total are 258; jail capacity is 46; trustees clean the jail; laundry is sent out; all cells are power washed after use; prisoner video cell is extremely dusty; all training is up to date
Lancaster Station 501 W. Lancaster Blvd. Lancaster, CA 93534 661-948-8466	LASD	Satisfactory	Capacity is 54, current population is 27; staff is excellent; facilities are satisfactory
Lomita Station 26123 Narbonne Avenue Lomita, CA 90717 310-539-1661	LASD	Satisfactory	Facility was in very good order; very clean
Lost Hills (Malibu Station) 27050 Agoura Road Calabasas, CA 818-878-1808	LASD	Satisfactory	Clean, organized and staff seemed very competent and responsive to needs of the detainees; detainees have daily access to phones; homeless are put in contact with LAHSA; if a released person has no money for a ride home, Sheriff Deputy will provide free access to public transportation; if a detainee asks for mental help or in obvious need of assistance, social services is contacted
Marina Del Rey Station 3851 Fiji Way Marina Del Rey, CA 90292 310-482-6000	LASD	Satisfactory	This facility had two trustees working; there is no sally port and some concern about trustees leaving; they do have ankle monitors; in their room the phone cord is too long, enabling a safety concern; bathrooms have hooks and faucets that also are a safety risk; 16 boat operators stationed at the marina and a 15-person dive team that is EMT certified; search and rescue for the county going from Point Dume to San Clemente; built in the 1950's and is outdated Recommend: replace boats that are suffering from termite damage, financially supplement required rescue team training
Norwalk Station 12335 Civic Center Drive Norwalk, CA 90650 562-863-8711	LASD	Satisfactory	160 sworn officers and 40 civilians, but need more custody assistants ; arrestees are kept for up to 2 days; snack, breakfast and two hot meals are served; four trustees keep facility very clean
Palmdale Station 750 E. Avenue Q Palmdale, CA 93550 661-272-2400	LASD	Outstanding	Very clean and well organized; cells and bathrooms are very clean and well maintained
Pico Rivera Station 6631 Passons Blvd. Pico Rivera, CA 562-949-2421	LASD	Satisfactory	Older facility, very busy and well maintained; four jailers on hand but need more staffing ; three trustees on hand for clean up duties; food prepared by county approved vendor, two hot meals (lunch & dinner); deputy assigned to assist homeless persons

LA SHERIFF STATIONS			
Facility Name Address Phone #	Category	Inspection Results	Comments
San Dimas Sheriff Station 270 S. Walnut Avenue San Dimas, CA 92173 909-45-2700	LASD	Outstanding	Very clean and well organized; at time of inspection, there were three trustees separated from the general population, they arise at 4:30 am to charge their ankle bracelets; capacity of 22 detainees; generous phone policy- two times a day for 30 minutes.
Santa Clarita Station 23740 W. Magic Mtn. Pkwy Valencia, CA 91335 661-255-1121	LASD	Unsatisfactory	Runs well, however understaffed ; have been asking for additional staff for five years; has resulted in up to 140 hours of additional overtime
South Los Angeles Station 1310 W. Imperial Highway Los Angeles, CA 90044 323-820-6700	LASD	Satisfactory	Jury members waited an unreasonable time for inspection; there is an issue getting phones and toilets repaired; facility is clean; built in 2010; inmates are housed for less than 48 hours, juveniles no longer than 6 hours; trustees are used in the
Temple City Station 8838 Las Tunas Drive Temple City, CA 91780 626-285-7171	LASD	Satisfactory	Facility is much larger than it appears; over 100 deputies in the field; clean and operates in compliance
Walnut/Diamond Bar Station 21695 E. Valley Blvd. Walnut, CA 91780 909-595-2264	LASD	Satisfactory	Facility is clean and well organized; capacity is 38, with an average population of 5 to 10; four trustees were in residence at time of visit
West Hollywood Station 780 N. San Vicente Blvd. West Hollywood, CA 90089 310-855-8850	LASD	Unsatisfactory	Very short staffed; informed that one of the deputies was attacked when she was booking an inmate resulting in damages and time off; increase in mental illness bookings Recommendation: additional staff should be hired to guarantee the safety of the deputies
Whittier Sheriff Station 13525 Telegraph Rd. B Whittier, CA 562-903-1874	LASD	Unsatisfactory	Serves unincorporated areas of Whittier and affiliated with Norwalk Station; serves also Pico Rivera and City of Sante Fe; staff is uninformed and needs training

COUNTY JAILS			
Facility Name Address Phone #	Category	Inspection Results	Comments
Century Regional Corr. Facility 11705 S. Alameda Street Lynwood, CA 90262 213-473-6100	County Jail		Closed
Inmate Reception Center 450 Bauchet Street Los Angeles, CA 90012 213-473-6100	County Jail	Satisfactory	Main distribution center of inmates booked at local police and Sheriff stations in the County; inmates arrive from court and are assigned to appropriate facilities, or, after court date, are released; short-term stay, usually less than one day; 350-400 inmates are processed each day; all inmates are evaluated for medical or mental health issues; all inmate records processed for Los Angeles County are kept here
Men's Central Jail 441 Bauchet Street Los Angeles, CA 90012 213-974-4082	County Jail	Unsatisfactory	Built in 1963 with additions in 1974; 5,000 inmates with 120 deputies; largest jail in the world that handles hardened inmates; line-up room is very large, used by Los Angeles, Ventura, and Orange Counties; three wings each containing suicide watch rooms and dorms
North County Correctional Facility 29340 The Old Road Castaic, CA 91384 661-295-6547	County Jail	Unsatisfactory	Not enough staff; only one officer to 264 inmate ratio; 25 officers had been loaned out to other facilities; nursing staff complained that the vent system had not been cleaned in a year; Five Keys Adult School is excellent
Pitchess Detention Center East Facility 29320 The Old Road Castaic, CA 91384 661-295-8815	County Jail	Satisfactory	This facility no longer houses inmates on a full-time basis; fire camp site; currently 52 inmates are in daily training to become firemen; the program is three to four months of training which the State audits; inmates are gone weekdays to train
Pitchess Detention Center South Facility 29330 The Old Road Castaic, CA 91384 661-295-8805	County Jail	Outstanding	Lower security inmates; extremely well organized; inmates reside in barracks with 2 to 3 bunks; inmates are free to walk around; GED as well as vocational classes are offered through Five Keys; inmates are separated by gangs; inmates are responsible for their cleaning
Pitchess Detention Center North Facility 28310 The Old Road Castaic, CA 91384 661-295-8840	County Jail	Satisfactory	Nurses and Doctors clinic on-site; prison population capacity is 1400 with 300 Officers; have disciplinary cells where they can be kept for up to 20 days Recommendations: more space needed for the Administration offices; current space is not sufficient
Twin Towers 450 Bauchet Street Los Angeles, CA 213-893-5100	County Jail	Unsatisfactory	Facility opened in 1997; has more mentally and physically challenged detainees; medical clinics and urgent care in need of more staff, problem with one of the elevators not working

COURTHOUSES			
Facility Name Address Phone #	Category	Inspection Results	Comments
Alfred J McCourtney Juvenile Justice Center 1040 W. Avenue J Lancaster, CA 93534 661-949-6503	Courthouse	Satisfactory	Cameras have been installed; an expansion renovation in progress; staff are satisfactory; state-of-the-art facility
Alhambra Courthouse 150 W. Commonwealth Ave. Alhambra, CA 626-949-6503	Courthouse	Satisfactory	Facility is old and crowded but functional; in need of paint.
Bellflower Courthouse 10025 Flower Street Bellflower, Ca 90706 562-345-3300	Courthouse	Unsatisfactory	Problems: no Sheriff office on ground floor, anyone can walk in; counter at office has no glass separation for safety; gun locker had no key, deputy couldn't leave gun stored safely; in holding area, officers are unarmed, leaving them exposed to harm; no cameras at entrance; staff has to look at mirrors in corner for blind spots
Beverly Hills Courthouse 9355 Burton Way Beverly Hills, CA 90210 310-288-1310	Courthouse	N/A	The holding cells are close; inmates are transferred to LAX for trial and arraignment
Burbank Courthouse 300 E. Olive Avenue Burbank, CA 91502 818-557-3492	Courthouse	Satisfactory	12 Cells for inmates going to trial; Public Defender has an office that is staffed everyday; cameras in every cell and courthouse; music is played for the inmates, deputies say this keeps them calm; there is a leak in the pipe room
Central Arraignment Courthouse 429 Bauchet Street Los Angeles, CA 90012 213-974-6068	Courthouse	Satisfactory	Court handles arraignments of AB 109, parole, probations and post-release community supervision cases; 4 courtrooms and each courtroom has 2 holding cells
Compton Courthouse 200 W. Compton Blvd. Compton, CA 90220 310-974-6581	Courthouse	Unsatisfactory	Deputies are short staffed and with too little work space; plastic bags from lunches are used frequently to stop the toilets; it is difficult to get maintenance to resolve the issues as the building is owned by the state; suggest using biodegradable wrappings for the lunches
Clara Shortridge Foltz Criminal Justice Center 210 W. Temple Street Los Angeles, CA 90012 213-974-6581	Courthouse	Unsatisfactory	Two elevators with cameras have been off-line for nine months; cost estimated at \$150,000; this creates a safety issue in transferring inmates; trash needs to be picked up at least two times a day; once a day is not adequate
Downey Courthouse 7500 Imperial Hwy Downey, CA 90242 562-803-7044	Courthouse	Satisfactory	186 sworn officers, capacity 251 arrestees; sufficient officers on hand to process about 40 arrestees daily

COURTHOUSES			
Facility Name Address Phone #	Category	Inspection Results	Comments
East Los Angeles Central Juvenile Courthouse 1601 Eastlake Ave Los Angeles, Ca	Courthouse	Satisfactory	Court house is old, has 5 courtrooms, a Sheriff Deputy is assigned to each; another Deputy is located in center hallway for security along with a Probation Officer to watch over juveniles waiting for court hearing; the waiting area for juveniles is an open area with benches; two cell areas are located by restrooms for security-risk youths
East Los Angeles Courthouse 4848 E. Civic Center Way Los Angeles, CA 90022 323-780-2017	Courthouse	Satisfactory	Has five courtrooms with a sheriff deputy assigned to each one; another deputy is in hallway for security; two cells are by the restrooms for security-risk youths; waiting area is an open area with benches
Edmund M. Edelman Children's Court 201 Centre Plaza Drive #2700 Monterey Park, CA 91754 323-526-6610	Courthouse	Outstanding	Hears cases involving children in the dependency court system; separate space, called "shelter care," created for children to wait for their case to be heard; they can play games, read books, etc., and visit with attorneys, clinicians, volunteers and parents; this is a state-of-the-art facility, the only one of its kind in the nation
El Monte Courthouse 11234 E. Valley Boulevard El Monte, CA 91731 626-575-4116	Courthouse		No report on file
Glendale Courthouse 600 E. Broadway Avenue Glendale, CA 91206 818-500-3524	Courthouse	Unsatisfactory	Cell capacity is for 33 inmates; area is extremely small and in need of painting; major concern is that their sally port is open to a parking lot; judges' parking is secured, but the employee parking lot, used by the sheriff deputies transporting the inmates, is not secure, thus placing the deputies in danger; fencing is rotting with rust and not maintained
Inglewood Courthouse One E. Regent Street Inglewood, CA 90301 310-419-5132	Courthouse	Unsatisfactory	Fans have dirty filters, work orders have been submitted; graffiti in one cell
Inglewood Juvenile Court One E Regent Street Inglewood, CA 90301 310-419-5132	Courthouse	Unsatisfactory	No specific safety cell; tight hallway spaces are potentially dangerous
LAX Courthouse 11701 S. La Cienega Blvd. Los Angeles, CA 90045 310-727-6020	Courthouse	Satisfactory	Newer facility; station is located on second floor, holding cells in basement; 31 officers assigned to courthouse along with 7 civilian support staff; busy holding area, 53 male and 6 female arrestees and 4 others in suicide watch cells; cells and detention area are very clean, private cleaning crew comes in nightly
Long Beach Courthouse 275 Magnolia Ave. Long Beach, CA	Courthouse	Outstanding	Six-year-old courthouse; facility is very clean and has new technology

COURTHOUSES			
Facility Name Address Phone #	Category	Inspection Results	Comments
Mental Health Courthouse 1150 N. San Fernando Rd. Los Angeles, CA 90065 323-266-2908	Courthouse	N/A	No report on file
Metropolitan Courthouse 1945 S. Hill Street Los Angeles, CA 90007 213-742-1884	Courthouse	Satisfactory	Traffic court has shared the facilities with the mental health court for the previous three years; mental health will be moving to Hollywood in October 2019; seven holding cells and two holding tanks; three out of four elevators do not work; more space needed
Metropolitan Detention Center 180 N. Los Angeles St. Los Angeles, CA 90012 213-356-3400	Courthouse	Satisfactory	Currently installing new cameras and cordless wall phones in each cell; one negative-pressure holding cell designed for detainees with medical problems; well-staffed medical facility on site; capacity for 540 detainees
Michael Antonovich Antelope Valley Courthouse 42011 4th St. West Lancaster, CA 93534 661-974-7200	Courthouse	Satisfactory	New and clean facility; arrestees are transported in daily for arraignment and for trials; state-of-the-art camera system; additional staff needed
Norwalk Courthouse 12720 Norwalk Dr. Norwalk, CA 90650 562-807-7266	Courthouse	Unsatisfactory	Problems: Built in 1968 and in need of improvement; poor lighting in cell, some light fixtures need repair; no padded cells; narrow hallways; need painting
Pasadena Courthouse 300 E. Walnut Street Pasadena, CA 91101 626-356-5680	Courthouse	Outstanding	Well staffed; very clean; 17 courtrooms for traffic, civil and criminal cases; 144 sworn and civilian staff with 38 on a shift; new, high-tech computer system
Pomona Courthouse 400 W. Mission Blvd. Pomona, CA 91766 909-802-9944	Metro	Satisfactory	The detention facility is well-organized by an experienced staff, staff is aware of the regulations and observes them; the detainees have only cold food available as they are in court a short time
San Fernando Courthouse 900 Third Street San Fernando, CA 91340 818-898-2403	Courthouse	Satisfactory	Excellent courtroom access between jail cells and the courtrooms
Santa Clarita Courthouse 23747 W. Valencia Blvd. Valencia, CA 91355 661-255-7439	Courthouse	Unsatisfactory	There is concern by the deputies that when inmates are transferred between Division 1 or Division 2 courts, to Division 3 courts the inmates are moved down an unsafe hallway
Santa Monica Courthouse 1725 Main Street #102 Santa Monica, CA 90401	Courthouse	N/A	Jail is no longer operational; Civil cases only; Criminal arraignments are done at LAX Court House

COURTHOUSES			
Facility Name Address Phone #	Category	Inspection Results	Comments
Torrance Courthouse 825 Maple Ave Torrance CA 90503 310-787-3700	Courthouse	Unsatisfactory	Facility has narrow hallways containing computers and equipment, difficult for staff, particularly with inmates, to navigate; some cells have phones, others do not, so inmates feel they are treated unequally; in response, staff tries to rotate inmates between cells; they have asked for more phones to equalize facilities and treatment
Van Nuys Courthouse West 14400 Erwin Street Mall Van Nuys, CA 91401 818-374-2511	Courthouse	Unsatisfactory	490 detainee capacity; detainees separated by race, sexual preference, and sex offense Problems: substandard conditions, extremely dirty, and in need of painting; lack of water in #5 holding-tank area; the issues are with the pipes and has been an ongoing problem
West Covina Court House 1427 W. Covina Park Way West Covina, CA	Courthouse	Satisfactory	About 50 inmates daily for court dates; holding facilities are clean; detainees are separated by ethnicity; food stains were found in kitchen area that needed to be cleaned
Whittier Courthouse 7339 South Painter Ave Whittier, CA 90602	Courthouse	N/A	This facility has no holding cells; family court only

PROBATION'S JUVENILE FACILITIES			
Facility Name Address Phone #	Category	Inspection Results	Comments
Antelope Valley Juvenile Center	LACPD	N/A	All juveniles now transferred to Antelope Valley Courthouse.
Barry Nidorf Juvenile Center 16350 Filbert Street Sylmar, CA 91342 818-364-2011	LACPD	Unsatisfactory	They have 500 rooms for 12 to 17 youths; in Unit P Dayroom there is shattered glass, no knowledge if a work order has been placed; boys watching inappropriate movies in Dayroom; boys facility for troubled youths with one on one supervision by probation officer who sits on a chair blocking the doorway in case youth needs help or conversation
Camp Clinton B. Afflerbaugh 6631 N. Stephens Ranch Rd. La Verne, CA 91750 909-593-4937	LACPD	Satisfactory	Built to hold 120 minors, currently the population is 50; the camp has a pool; facility is clean; nurse available 6am-10pm; minors held less than one year Recommendation: Offer swimming lessons
Camp Glenn Rockey 1900 Sycamore Canyon San Dimas, CA 91773 909-599-2391	LACPD	Satisfactory	Built to hold 60 minors, currently houses 43; population is younger, some 14, most 15 to 16; camp holds those minors with serious mental health issues; approximately 70% to 85% of the population is prescribed medication for mental health issues; on-site high school available; nurse available
Camp Joseph Paige 6601 N. Stephen Ranch Rd. La Verne, CA 91750 909-593-4921	LACPD	Satisfactory	Built to hold 120 minors, currently houses 50; population is for older minors, 16 to 19; shares a school with Camp Afflerbaugh located next door; nurse available 6am to 10pm; the gym was littered with trash
Camp Scott 28700 Bouquet Canyon Rd. Santa Clarita, CA 91390	LACPD	Outstanding	Probation officers and medical staff live on site. Their education facility got the "Golden Bell Award".
Camp Kilpatrick 5300 W. Avenue I Lancaster, CA 91356	LACPD	Satisfactory	Students are housed in dorms; probation officers are on staff for 56- hour rotations; camp moved from Malibu; no longer have vocational classes due to funding cuts; have only regular studies; large kitchen staffed by three cooks and chef with food prepared daily
Challenger - Camp McNair 5300 West Avenue I Lancaster, CA 93536 661-940-4146	LACPD	N/A	Camp is closed.
Challenger - Camp Onizuka 5300 West Avenue I Lancaster, CA 93536 661-940-4144	LACPD	N/A	Camp is closed.
Dorothy Kirby Center 1500 S. McDonnell Avenue Los Angeles, CA 90022 323-981-4301	LACPD	Outstanding	Built in 1959, facility is well maintained, floors, walls, grounds, and sport courts well kept; room for 92 youth; at time of inspection there were 60 youths 15 to 17 years old; youths stay for 3 to 8 months until sent to foster homes or group homes; educational programs are available with some earning college credits; culinary program opening for cold food classes; "The Unusual Suspects Arts Company" supports the school with programs for the dramatic arts

PROBATION'S JUVENILE FACILITIES			
Facility Name Address Phone #	Category	Inspection Results	Comments
Eastlake Los Angeles Juvenile Hall 1605 Eastlake Ave. Los Angeles, CA90033 323-226-8955	LACPD	Satisfactory	Built in 1912; houses approximately 400 youths, at the time of Jury visit, 280 youths awaited court dates; the halls are painted bright colors for a non-jail atmosphere; rooms are kept clean; chapel for religious services; youths have walkway to court; some areas should be torn down or renovated
Kenyon Scudder Camp 28750 N. Bouquet Canyon Rd. Santa Clarita, CA 91390 661-296-8811	LACPD	Closed	This camp was closed; location is used for training purposes only; executives from Challenger will be moving into this camp September 2019
Los Padrinos Juvenile Hall 7285 Quill Drive Downey, CA 90242 562-940-8681	LACPD	N/A	Camp is closed.

MISCELLANEOUS HOLDING FACILITIES			
Facility Name Address Phone #	Category	Inspection Results	Comments
Dodger Stadium Security Office 1000 Elysian Park Los Angeles, CA 90012	Specialized Facility		Jury was not allowed admittance
L.A. Airport Police 6320 W. 96th Street Los Angeles, CA 90045 424-646-6100	Specialized Facility	Satisfactory	4th largest airport police in the world with 1000 officers and 275 non-sworn-in support officers; detainees are taken to Pacific Division or 77th Community Center for booking; have only holding cells which are rarely used; clean facility
LAC+USC Jail Ward 2051 Marengo Los Angeles, CA 90033 323-409-4563	Specialized Facility	Satisfactory	Built in 2008; 24-bed medical surgery unit; services for medical only, no mental health; has booking area, nurses station, and emergency room; deputies stay with the inmates throughout their stay at the hospital; facilities need more inmate transportation vans
Burbank Airport Police 2627 N. Hollywood Way Burbank, CA 91505	Specialized Facility	Satisfactory	Approximately 1 to 2 arrests a month; transferred to Burbank Police Station; the officers are retirees from other law enforcement agencies

REQUIRED RESPONSES			
NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS
1	Hollywood Community Station	Lighting very dim in holding cells; at time of inspection blood and/or human waste were on walls; floors and walls peeling and in need of paint	Higher wattage bulbs should be installed in the cells for security. Walls should be cleaned and painted.
2	North Hollywood Station	Key to defibrillator not available	Make keys to defibrillator should be readily available.
3	West L.A Community Station	No toilet; no food and/or water on site for arrestees; inspection reports were not available; duty officer feels State Board of Corrections and Civil Grand Jury inspections are not necessary for a facility with temporary holding cells and handles booking only	Provide snacks and water to detainees. Toilets should be available to detainees. Filing of paper work needs to be improved and all protocols for inspections must be met.
4	Beverly Hills Police	No signs posted regarding social services; broken light fixture and toilet	Work orders need to be submitted for all repairs.
5	Glendale Police	Officers do all laundry for facility	Outside contractors should be hired to do the laundry, as to free up officers' time.
6	San Gabriel Police	Two cameras offline for nine months; safety issue transporting detainees; lots of trash- only picked up once a day	Cameras need to be repaired. Trash needs to be picked up twice a day or as needed.
7	San Marino Police	Officers are not sent to training when there is no money in budget to pay per diem	County of Los Angeles should allocate budget for a regional Training Center for both city and county officers. Programs should include training in POST, CPT, FTP and any training required for operation of departments.
8	Santa Monica Police	A/C not working, work order placed 2 months ago; Life Scan was down	Work orders should be completed within a timely manner, no more than 30 days.
9	Cerritos Sheriff Station	No secured parking for officers especially female officers	Need to have secure parking to protect officers, particularly female, when walking to their cars, especially at night.
10	Pico Rivera Sheriff Station	Meals are from a County-approved vendor.	If fiscally prudent, have meals prepared by the County kitchen located at Men's Central.
11	Whittier Sub Station	On 8/29/19 at 1:10 pm inspection, were assisted by an officer who had very little knowledge of station	Train staff with knowledge of station and personnel.
12	Alhambra Courthouse	Older building in need of paint	Paint the courthouse.

NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS
13	Bellflower Courthouse	Gun lockers are not in working condition; officers had no where to store their weapons; design of the building exposes the officers to potential danger	Fix the gun lockers and keep them maintained.
14	Burbank Courthouse	Leak in pipe room	Submit a work order to fix the leak in the pipe room.
15	Compton Courthouse	Toilets were plugged up by detainees by using lunch bags and wrappers	Suggest biodegradable wrappings for lunches to keep detainees from plugging toilets.
16	Clara Shortridge Foltz Criminal Center	Two cameras offline for nine months, safety issue transporting detainees; lots of trash, only swept up once a day	Cameras need to be repaired. Trash needs to be picked up twice a day or as needed.
17	Glendale Courthouse	Major concern that sally-port opens to non-secure parking	Lot should be secured to protect officers.
18	Inglewood Courthouse	Fans have dirty filters; work order had been submitted	Work orders should be completed within a timely manner, no more than 30 days.
19	Metropolitan Courthouse	Three out of four elevators do not work	Fix the elevators.
20	Norwalk Courthouse	Older building, lighting very dim	Upgrade ceiling lights with a brighter bulb. Paint cells. Upgrade CCTV circuit and TV monitors.
21	Pasadena Courthouse	Older building in need of paint	Install cameras in holding cells.
22	Santa Clarita Courthouse	Concerns by Deputies when moving detainees down an unsafe hallway	Improve safety in the hallways where Deputies are moving detainees
23	Torrance Courthouse	Some cells have phones for inmates and others don't causing discord among detainees	Install phones in all cells.
24	Van Nuys Courthouse	Dirty areas, and in need of painting; lack of water in #5 tank area, issues are with pipes has been an ongoing problem for at least two year	Clean more often. Fix pipes creating leaks in the #5 tank area.
25	LAC+USC jail Ward	Not enough transport vans	More vans should be available to transport detainee patients.
26	North County Correctional Facility	Nursing staff complained vent system not cleaned in a year; not enough Deputies on hand as 25 had been loaned out to other facilities	Vents need to be cleaned at least every six months to prevent respiratory problems. Reduce loaning of officers to improve staffing and safety.
27	Twin Towers	At time of inspection, one of the elevators was not working; Jury was told this happens frequently	Fix non-operational elevators for safety of officers.

NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS
28	Barry Nidorf Juvenile Center	Boys in dayroom watching inappropriate movies; one window in dayroom was shattered, no witnesses to breakage; football was tossed around by youths in dayroom	Supervisors should screen all videos to ensure non-violent content. Dayroom should be constantly supervised. Submit work order for broken window.
29	Camp Clinton Afflerbaugh	Pool is not used often due to many youths unable to swim	Swimming lessons should be offered.

REQUIRED RESPONSES

Responses are required from:

Recommendations	Responding Agency
1, 2, 3	Los Angeles Police Department
4	Beverly Hills Police Department
5	Glendale Police Department
6	San Gabriel Police Department
7	San Marino Police Department
8	Santa Monica Police Department
9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27	Los Angeles County Sheriff's Department
28, 29	Los Angeles County Probation Department

ACRONYMS

ACRONYM	DEFINITION
CBI	Cognitive Behavior Interventions
CPT	Current Procedural Terminology
CTC	Corrective Treatment Center
FTP	File Transfer Protocol
GEO	Corrections & Detention Company
POST	Peace Officer Standard & Training
LACPD	Los Angeles Probation Department
LAPD	Los Angeles Police Department
LASD	Los Angeles Sheriff's Department
NCCF	North County Correctional Facility

COMMITTEE LIST

Mike Padilla, Chairperson
Heather Preimesberger, Co-Chairperson
Judith Whitman
Marina LaGarde

With the help of Detention Teams

Area 1: Carolyn Cobb, Angela Blakes, Mamie Burelson
Area 2: Hind Baki, Joel Floyd, Deanne Walls, Jenalea Smith
Area 3: Judith Whitman, Heather Preimsberger, Mike Padilla
Area 4: Nirja Kapoor, Gloria Wilson, Irene Shandell-Taylor
Area 5: Larry Sullivan, Joseph Sarria, Marina LaGarde, Judy Krimmel, John Palos
Area 6: Gordon Jefferson, Jean Holden, Alice Beener

Edit



Edit

2019-2020
Los Angeles County
Civil Grand Jury

EDIT

OBJECTIVES

The 2019-2020 Los Angeles County Civil Grand Jury (Jury) Edit Committee was created to meet the mandate in California Penal Code section 933, subdivision (a), that the Jury publish a Final Report for submission to the Presiding Judge of the Los Angeles County Superior Court (Court).

Each Investigative and Standing Committee within the Jury must submit a report. Each committee takes ownership of the content and writing of its report. The Edit Committee is responsible for checking grammar, spelling, punctuation, and syntax. The Edit Committee provides writing and footnoting guidelines to the Jury, suggests any flow or content clarifications, and tracks timelines for the Final Report. Each committee decides whether to accept or reject direction from the Edit Committee.

Reports are edited before submission to the Jury for a vote of approval. After the edit, the Jury then votes for each individual report to be included in the Final Report. After approval by the Jury, the report is reviewed by County Counsel, and with sign-off, is submitted to the Judge. The Final Report includes all approved investigations and activities undertaken by the Jury.

As a result of a Jury vote, the former Edit and Publication Committee was separated into two committees: the Edit Committee and the Publication Committee. The Edit Committee works with the Publication Committee and the Information Technology Committee to put together the Final Report.

Throughout the Jury empanelment, the Edit Committee members assist jurors in drafting and writing necessary correspondence, forming report organization, and any necessary communications.

Due to COVID-19, this Committee's work has been put through a challenging test as the Court required the Jury to finish the report via telecommuting.

COMMITTEE MEMBERS

Nirja Kapoor, Co-Chair
Judith Whitman, Co-Chair
Hind Baki
Rebecca Hunter
Michael Padilla
John Palos
LeRoy Titus

Information Technology



Information Technology

2019-2020

**Los Angeles County
Civil Grand Jury**

Information Technology

EXECUTIVE SUMMARY

Members of the Information Technology Committee (Committee) of the 2019-2020 Los Angeles County Civil Grand Jury (Jury) assist their fellow jurors with the use of their individual laptops as well as the shared printers and projection system.

Each juror is provided a laptop which connects to an intranet for accessing shared files, and the internet to access a browser for investigative purposes. See Appendix 1 for a topography of the Jury network.

Each day a member of the Jury Administrative Staff (Staff) unlocks a laptop-charging cabinet containing the juror laptops and has each member sign out their laptop. The same procedure is done at the end of the work day when the jurors sign their laptops back in.

Jury activities are heavily dependent on connecting with people and agencies through email, as well as writing reports and internet investigating. The Committee has observed that when jurors do not have access to their laptops, the internet, or the Jury email account, there is a loss of productivity and increased anxiety in the Jury. This hardship is not only felt by the Jury but also the Staff who report that they spend up to three hours a day signing in and out laptops to the jurors. Also, when the Jury network is down, Staff have to give up their desktop computers for part of the day to allow jurors to send email.

This Committee recommends the following:

- The Jury should have access to the compartmentalized keyed charging laptop lockers. This will allow each member of the Jury to access their assigned laptop independently, thus freeing up potentially three hours a day the Staff spends checking laptops in and out.
- All jurors, not just the foreperson, should have access to the Jury email account. This allows all members to verify their email has gone out and to check incoming email. On several occasions mail was not sent, meetings were missed, and investigations were stalled due to inability to check and send email.
- The Jury should curtail its use of the printer, as all files can be stored on the shared drive. Pulp and paper mills contribute to air, water and land pollution and discarded paper and paperboard make up roughly 26% of solid waste dumped in dumping sites.¹ Jurors have access to their assigned laptops and the shared drive, and there is rarely a reason to print documents.

¹ <https://www.worldatlas.com/articles/what-is-the-environmental-impact-of-paper.html> (accessed 6/1/20)

- The Jury should have its own dedicated network (either cable, fiber or satellite) set up directly with a local internet provider. We are currently connected to the building network via an access point, and the network is often down.

BACKGROUND

Historically, jurors relied on sharing desktop computers to produce the Final Report. In 2017-2018, there were not enough desktop computers for the jurors to work independently. The 2018-2019 Jury was the first jury to be assigned laptops from the start of their appointments, therefore this Jury is the second Jury assigned laptops at the start of their appointment. The system is populated with a standard set of shared folders. The use of a shared drive for creating and saving files was new to many members, adding a layer of confusion to some.

This prompted the Jury foreperson to ask this Committee to put together training sessions. A training session was presented by the Committee on the basic usage of the applications and how to save work. Also, the Committee developed a training session that included a few basic rules on using the laptop computers and navigating the filesystem structure. The Committee also proposed a file-naming convention.

The Committee also assisted in setting up the projection system. This assistance was provided to both invited speakers and Jury members. Speakers were required to provide their own laptops to meet security protocols.

METHODOLOGY

This Committee assists jurors with the following activities:

- Navigate the filesystem structure, including creating, finding, saving and moving files: This entails setting up naming conventions and developing rules as to where files should be placed
- Create, update and format Microsoft Word, PowerPoint and Excel documents
- Access the intranet files and internet: No portable disk drives are allowed to connect to the juror laptops
- Troubleshoot printer issues
- Use of the projection system: The Committee connects Jury member laptops and speaker laptops to the projection system via either an HDMI or SCSI cable
- Provide group training as necessary
- Perform a weekly backup and recover files as necessary

The Committee also conducted several presentations in an effort to assist the jurors who had very little technology experience:

- Presentation One: retrieve files and organize folders
- Presentation Two: introduction to PowerPoint
- Presentation Three: follow up on organizing files
- Presentation Four: how to insert clipart into documents
- Presentation Five: working together as a team

RECOMMENDATIONS

The Committee recommends:

1. **Allow the Jury to retrieve and sign out their own assigned laptops.**

Each juror is assigned a laptop with a unique number. Currently, the Staff has a schedule of times in which they will allow jurors to sign out their laptops. See Appendix 2 for this schedule.

This system is not always convenient for the Staff or jurors. If a juror is delayed, then they are required to wait until a member of the Staff is available. Also, the Staff is not always available during the posted time to dispense laptops. Individual lockers should be available for each juror's laptop, allowing them to self check-out and check-in their laptops. According to the Staff, five minutes per juror twice a day is spent checking in/out laptops. On average, about 20 jurors are present a day, so this is about 200 minutes (over three hours per day). Looking at a 2019 salaries database², it potentially costs the County approximately \$123/day (\$41/hour x 3 hours) just to check in and out laptops. The Jury meets for approximately 10 months, so taking into account holidays, the Jury meets approximately 189 days a year. So, it costs the County about \$23,247 per year to check out laptops to the Jury.

Here are some options:

- D-Tech Kiosks ComputeIT™:³ \$30,000 for 12 laptops, so \$60,000 total.⁴ This would take about two and a half years for the kiosk to pay for itself in freeing up Staff time.

These dispensing stations are being used by a dozen universities. Kiosks dispense laptops or tablets to students, making technology available for borrowing at any time. According to *Inside Higher Ed's*,

² <https://transparentcalifornia.com/salaries/2019/los-angeles-county/natalie-rascon/> (accessed 6/1/20)

³ https://d-techinternational.com/wp-content/uploads/2017/06/DTech_Compute_IT_v6.pdf (accessed 6/1/20)

⁴ <https://www.insidehighered.com/news/2013/02/08/libraries-turn-laptop-vending-machines-fulfill-students-late-night-studying-needs>

Dispensing Computers (Feb. 8, 2013), “The kiosks work like vending machines, or like the DVD-lending dispensers at grocery stores. A student who wants to check out a laptop – or whatever device the university is offering – navigates a touch screen that authenticates the student’s identity and then dispenses a charged machine.”⁵



- A-Plus Warehouse sells 10-unit keyed lockers for \$1,643 each and 5-unit lockers for \$960.⁶ Total cost would be $(2 \times 1643 + 960 = \$4,246)$. This would be a more cost-effective solution, essentially paying for itself in reduced County employee hours in 35 days.



- The most affordable option is to have the earliest arriving Staff member unlock the currently used cabinet in the morning, and Jury members check out their assigned laptops themselves. As Jury members leave for the day, they can self-check-in their assigned laptop, and plug it back into the cabinet. The last Staff member to leave can lock the cabinet.

⁵ <http://www.insidehighered.com/news/2013/02/08/libraries-turn-laptop-vending-machines-fulfill-students-late-night-studying-needs> (accessed 12/15/20)

⁶ <https://www.apluswhs.com/lockers/laptop-lockers/laptop-security-locker/#LL10KCHG> (accessed 2/26/20)

2. **All jurors should have access to the Jury email account.**

The ability to send and receive email is a basic necessity in organizing meetings and sharing information with people and organizations. On more than one occasion, jurors assumed an email had gone out when it had not. Also, the process of having to write an email, print it, explain to someone else where the document is filed, and verify the email has gone out, is time consuming, inefficient and has the propensity to make the Jury look unprofessional.

All members of the Jury have had background checks, and have been entrusted with confidentiality and discretion, and should be trusted with the Jury email account.

3. **Jurors should limit their use of paper & toner.**

Overuse of the printer is not only a sizeable financial cost to the County, it is a huge cost to the environment.⁷

Environmental impact of using paper:

- For every 9,000 pages produced, one tree gets cut down.
- Nearly half a liter of water is used to produce one sheet of office paper.
- For every one ton of paper produced, nearly a ton of solid waste is produced.
- Paper and pulp industry is the fourth largest user of energy worldwide, using 49 watts for every one sheet of office paper.

Environmental impact of using ink toner:⁸

- It takes 2.8-3.7 liters of crude oil to produce one laser cartridge and 50-100 ml of crude oil to produce one ink cartridge.
- Greenhouse gas emissions from manufacturing an original laser cartridge emits approximately 4.8 kg carbon dioxide.
- 70% of all ink cartridges and 50% of all toner cartridges are still not recycled. The plastics used in printer cartridges are made of an engineering grade polymer that have a very slow decomposing rate ranging between 450 to 1,000 years depending on the cartridge type.⁹

All online documents, newspaper articles, etc. can be saved electronically onto the shared drive. Also, if everyone has access to the Jury email account, each investigative committee can save its own communication, thus foregoing the need to print out hard copies that can easily be misplaced.

⁷ <https://blog.greenoffice.co.za/the-environmental-costs-of-office-printing> (accessed 2/26/20)

⁸ *ibid*

⁹ <http://www.agreenerrefill.com/The-Benefits-of-Recycling> (accessed 6/1/20)

4. The Jury should have its own dedicated network independent of the building network.

The internet was down a combined four weeks during this Jury's tenure. During this time, the Jury could not access the internet to do research, or send and retrieve email. The Jury would have to access the Staff's desktop computers to send email during these outages.

5. IT should get a week to provide Jury tutorials.

The next Jury's IT Committee should assess technology literacy of its members, and provide tutorials to those who require it on the following subjects:

- Basic filesystem structure, including how to move, delete, and copy files
- How to use Word and Excel
- How to access sites from a web browser and how to save web documents to a folder

COMMITTEE MEMBERS

Rebecca Hunter
Irene Shandell-Taylor
Larry Sullivan

ADDENDUM: TELEWORKING DUE TO COVID-19 STAY-AT-HOME ORDER

At the end of the work day on Friday, March 13th, the Jury was given the order to not return to the office that following Monday. Exactly one month later, the Jury was contacted by Staff and asked to pick up their laptops and resume Jury work from home. Jury teleworking began on Monday, April 13th.

Here are the following changes that were made to allow the Jury to work from home:

1. The shared drive files were copied to Microsoft's OneDrive Internet-based storage platform.¹⁰ This allowed jurors to access the Jury files from outside the Clara Shortridge Foltz Criminal Justice Center.
2. The Jury was connected to the RingCentral¹¹ application which allowed:
 - Team creation to share files, set up meetings, send messages, and set up conferencing calls
 - Real-time document sharing and updating
 - Screen sharing, so jurors can provide assistance to each other
3. The Jury was allowed to access their personal email from their Jury laptop.

IT LESSONS LEARNED FROM TELEWORKING

The teleworking set up should be the standard operating procedure going forward.

The jurors need at least a week of instruction on, not only the items listed in bullet 5 above, but also how to use RingCentral and how to access, update, download and upload files to the OneDrive filesystem. Many of the jurors were unclear as to where their files were, how to share them, and how to access the RingCentral system.

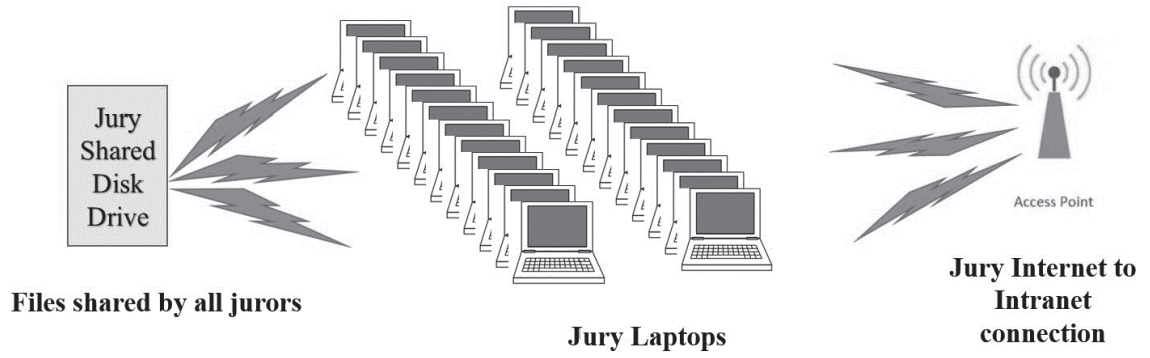
Security protocol prevents the Jury from using personal email and texts to communicate with one another. All messaging can easily be done via the RingCentral system, as the system can be accessed through Smartphones or Jury laptops.

¹⁰ <https://www.microsoft.com/en-us/microsoft-365/onedrive/online-cloud-storage> (accessed 5/10/20)

¹¹ <https://www.ringcentral.com> (accessed 5/10/20)

Appendix 1

Topology of Jury Filesystem Structure



LAPTOP DISTRIBUTION SCHEDULE

- **7:30 A.M.**
- **8:00 A.M.**
- **8:30 A.M.**
- **8:45 A.M.**
- **9:00 A.M.**
- **9:30 A.M.**
- **10:30 A.M.**

Publication



2019-2020

**Los Angeles County
Civil Grand Jury**

Publication

PUBLICATION

OBJECTIVES

California Penal Code 933 section mandates the publication of the 2019-2020 Los Angeles County Civil Grand Jury (Jury) Final Report at the end of the term of office. Each Investigative and Standing Committee must submit its report, which has been approved by the Jury for inclusion in the Final Report.

The Jury voted to make the Publication Committee a separate Standing Committee. The Publication Committee was established to assist in the process of publishing the Final Report.

The Publication Committee worked in conjunction with the Jury, as well as the Edit and Information Technology (IT) Committees, to establish guidelines and deadlines. The Publication Committee worked with the Jury, legal counsel, and the supervising Judge regarding publication of the reports. The Publication and Edit Committees recommended a standardized template for the Investigative and Standing Committee reports. Also, recommendations were presented and voted by the Jury to approve the color and content order of the Final Report.

A Request for Proposal was submitted to obtain a printer for the Final Report. Upon selection of the vendor, a meeting was held to explain, clarify, and discuss all pertinent dates for the final printing of the report.

The cooperation of the Edit, IT, and Publication Committees is evident by the structure, content, and appearance of the Final Report.

COMMITTEE LIST

Carolyn Cobb, Chair
Rebecca Hunter
Nirja Kapoor
Marina LaGarde
Joseph Sarria
Irene Shandell-Taylor
Jenalea Smith
Larry Sullivan
LeRoy Titus
Judith Whitman

Social



2019-2020

**Los Angeles County
Civil Grand Jury**

Social

EXECUTIVE SUMMARY

The Social Committee of the 2019-2020 Los Angeles County Civil Grand Jury (Jury) consists of five members. This is a Standing Committee which was created during the first two weeks of the Jury term. Although the Social Committee is not a Penal Code requirement, it is nevertheless one of the important committees that is necessary for a successful Jury term.

This Committee is responsible for the collection of voluntary \$25 monthly dues agreed on by the Jury. These dues are used for a multitude of activities throughout the year. The Social Committee uses the money to purchase supplies for the members. These supplies include water (the water in the building is not drinkable), coffee, sugar, creamers, cups, plates, utensils and other necessities that any of the jury members may request.

Additionally, the Committee uses the dues to hold a monthly birthday party luncheon. The Social Committee also provides to all jurors a weekly “clean-up” list which assigns them the task of cleaning the committee/break room daily.

The Social Committee is vital in keeping a high morale of the Jury throughout the year.

METHODOLOGY

The Social Committee members met regularly to discuss the best ways to keep the supplies stocked as well as how to best keep the accounting/expense report up-to-date. The Committee regularly invited suggestions from the main body of the Jury. The Social Committee formed sub-teams to purchase supplies, assign clean-up duties, and collect juror dues. A spreadsheet was utilized to keep appropriate and accurate records of the income and expenses. Water was ordered regularly and delivery made by an outside vendor. Committee members who purchased supplies were reimbursed for the cost of the items purchased. Supplies were purchased after hours and on weekends.

The Social Committee ensured that the rooms were appropriately kept clean. Table tops, coffee pots, and the microwave station were cleaned daily and left uncluttered. The refrigerator had to be cleaned out every Friday.

The Social Committee is responsible for purchasing cards to acknowledge birthdays and other occasions for the Jury. Reimbursement to Jury members for any purchases of supplies, cards etc. were approved by the Committee before the items were purchased.

SUGGESTIONS

- Highly suggest an increase of monthly dues to \$35.00. Currently the monthly dues are \$25.00 a month, but periodically the Committee experienced a shortage of funds.
- Strongly suggest the Social Committee be allowed to purchase supplies during work hours.
- Review the supplies and materials left by the prior Grand Jury immediately upon committee formation.
- Immediately identify a member of the Social Committee to collect and be accountable for the monthly dues.

COMMITTEE MEMBERS

Irene Shandell-Taylor, Chair
Joel Thomas Floyd
Jean Holden
Nirja Kapoor
Marina LaGarde

Speakers & Tours



Speakers & Tours

2019-2020
Los Angeles County
Civil Grand Jury

Speakers & Tours

BACKGROUND

Los Angeles County (County) has the largest population of any county in the nation—more than 10.3 million residents—and is one of our country’s largest counties in area, covering 4,086 square miles.¹ Governed by a five-member elected Board of Supervisors (BOS), the County has the largest workforce.² It also has the largest economy of any county in the United States, with a \$36.1 billion budget and a Gross Domestic Product of over \$700 billion.³

The Speakers & Tours Committee (Committee) was formed during the first month of our Jury term, as a tool to help the Civil Grand Jury (Jury) learn about the County and fulfill the Jury’s legal mandate to inquire into and possibly investigate County operations.⁴ The Jury’s purview includes all 34 departments within the County, more than 200 committees and commissions, all municipalities (88 cities), and unincorporated areas.⁵ To that end, this Committee is responsible for identifying public officials and/or knowledgeable citizens, and inviting them to address our 23 members. This Committee also identifies and arranges tours of government facilities.

SPEAKERS AND TOURS LISTS

Speakers List

Date	Speaker	Agency/Department Description
July 25, 2019	Sachi Hamai, Chief Executive Officer	County Chief Executive Office; manages strategic direction & day-to-day operations of nation’s largest municipal government ⁶
July 25, 2019	Timothy Murakami, Undersheriff	County Sheriff’s Department; second-in-command at nation’s largest Sheriff’s Department ⁷

¹ Per a brochure titled “County of Los Angeles FY 19-20” and provided to the Jury by Sachi Hamai on July 25, 2019

² *ibid*

³ *ibid*

⁴ www.lacourt.org/division/jury/JR0076.aspx (accessed 5/14/20)

⁵ lacounty.gov/government/departments-commissions-related-agencies/ (accessed 5/14/20)

⁶ Ceo.lacounty.gov/meet-sachi-hamai (accessed 5/14/20)

⁷ www.lasd.org/staffbios/ (accessed 5/14/20)

Date	Speaker	Agency/Department Description
July 31, 2019	Arlene Barrera, Auditor-Controller; Dr. Peter Hughes, Assistant Auditor-Controller; Michael Pirolo, Division Chief of Audit Division	County Department of Auditor-Controller; safeguards financial integrity; insures compliance with mandates and fiduciary responsibilities ⁸
Aug. 9, 2019	Jeanne O'Donnell, Senior Program Manager	County Office of Emergency Management; plans for, responds to, and recovers from large-scale emergencies and disasters ⁹
Aug. 15, 2019	Max Huntsman, Inspector General	County Office of Inspector General; provides oversight and monitoring of the County Sheriff's Department and its jail facilities ¹⁰
Aug. 16, 2019	Bobby Cagle, Director	County Department of Children and Family Services; partners with communities to strengthen families, keep children at home whenever possible and connect them with stable, loving homes in times of need ¹¹ ; responds to immediate needs of children at risk of abuse and neglect ¹²

⁸ www.auditor.lacounty.gov/about-the-auditor/ (accessed 5/14/20)

⁹ www.ceo.lacounty.gov/emergency-management (accessed 5/14/20)

¹⁰ http://lacounty-ca.elaws.us/code/coor_title6_div3_ch6.44_sec6.44.190 (accessed 5/14/20)

¹¹ <https://dcfs.lacounty.gov> (accessed 5/14/20)

¹² *ibid*

Date	Speaker	Agency/Department Description
Aug. 22, 2019	Ricardo Garcia, Public Defender	Law Offices of County Public Defender; provides legal representation in criminal cases for adults and juveniles unable to pay their own attorneys ¹³
Aug. 29, 2019	Steven Wicklander, Field Representative/Facilities Standards and Operations	California Board of State and Community Corrections; communicates regulation for adult and juvenile detention facilities and conducts regular inspections ¹⁴
Sept. 4, 2019	Peter Espinoza, Director	County Office of Diversion & Reentry; program aims to reduce the number of inmates in jail who suffer from mental and/or substance use disorders by providing certain persons with treatment, clinical services and housing ¹⁵
Sept. 12, 2019	Gary Gero, Chief Sustainability Officer	County Chief Sustainability Office; develops programs to make communities healthier and more equitable; goals include making the County 100% fossil-fuel free by 2050; building infrastructure that gets food and yard waste out of landfills ¹⁶

¹³ www.pubdef.lacounty.gov (accessed 5/14/20)

¹⁴ www.bscc.ca.gov (accessed 5/14/20)

¹⁵ www.dhs.lacounty.gov/wps/portal/dhs/diversionandreentry (accessed 5/14/20)

¹⁶ <https://lacounty.gov/sustainability/new-years-resolutions-we-must-keep/> (accessed 5/14/20)

Date	Speaker	Agency/Department Description
Sept. 23, 2019	Kathryn Barger, Supervisor, Fifth District ¹⁷	County Board of Supervisors; serves as legislative, executive and administrative body that sets policies, enacts ordinances and adopts resolutions; each Supervisor represents more than two million people; 5 th District covers largest geographical area in the County ¹⁸
Sept. 27, 2019	Steve Robles, Assistant Chief Executive Officer	County Risk Management Branch; evaluates significant countywide risks, hazards and exposures; develops risk control strategies to mitigate unanticipated financial loss ¹⁹
Oct. 18, 2019	Michel Moore, Chief of Police	Los Angeles Police Department; oversees jurisdiction of city of Los Angeles; appointed by Los Angeles Mayor to lead the third-largest municipal police department in the United States, with about 14,000 sworn police officers and civilian employees ²⁰

¹⁷ kathrynbarger.lacounty.gov (accessed 5/7/20)

¹⁸ <https://kathrynbarger.lacounty.gov/supervisor-kathryn-barger/> (accessed 5/7/20)

¹⁹ www.ceo.lacounty.gov/risk-management (accessed 5/14/20)

²⁰ http://www.lapdonline.org/inside_the_lapd/content_basic_view/834 (accessed 5/14/20)

Date	Speaker	Agency/Department Description
Oct. 23, 2019	Jackie Lacey, District Attorney	County District Attorney's Office; more than 2,000 employees in the office prosecute felony and misdemeanor crimes that occur in unincorporated areas and in 78 of the County's 88 cities; largest local prosecutor's office in the United States ²¹
Oct. 30, 2019	Barbara Ferrer, Director	County Department of Public Health; 14 public health centers provide free and/or low-cost services to those with no insurance or regular health care provider, including immunizations and communicable disease testing and treatment (cities of Long Beach and Pasadena have their own health departments) ²²

²¹ <https://da.lacounty.gov/about/office-overview> (accessed 5/14/20)

²² <http://publichealth.lacounty.gov/media/director/> (accessed 5/14/20)

Tours List

Date	Facility	Description
July 18, 2019	Clara Shortridge Foltz Criminal Justice Center ²³	Also known as the Criminal Courts Building ²⁴ ; includes daytime holding facilities to accommodate those in custody transported to attend their hearing or trial
Aug. 1, 2019	Twin Towers Correctional Facility	Located in the Downtown Los Angeles area; multistory complex is the nation's largest jail and world's largest mental health facility ²⁵
Aug. 21, 2019	Pitchess Detention Center (North County Correctional Facility) ²⁶	Located in Castaic; vocational training in sewing, printing, sign-making; academic and life management classes offered to inmates
Aug. 26, 2019	County Registrar-Recorder/County Clerk	At the headquarters in Norwalk, saw and tested the new voting machines; various records departments house birth, death and marriage lists dating back to the 1800s ²⁷
Aug. 28, 2019	County Department of Medical Examiner-Coroner	Provides independent death investigation using advanced forensic science; conducts autopsies and prepares toxicology reports ²⁸
Sept. 13, 2019	Tillman Water Reclamation Plant	Located in Van Nuys and built by the City of Los Angeles; treats wastewater and uses recycled water to irrigate the Japanese Gardens next door ²⁹

²³ <http://www.lacourt.org/courthouse/courtrooms/ccb> (accessed 5/14/20)

²⁴ https://en.wikipedia.org/wiki/Clara_Shortridge_Foltz_Criminal_Justice_Center (accessed 5/14/20)

²⁵ <http://shq.lasdnews.net/pages/tgen1.aspx?id=TTC> (accessed 5/14/20)

²⁶ <http://shq.lasdnews.net/pages/tgen1.aspx?id=NCC> (accessed 5/14/20)

²⁷ <https://apps.lavote.net/bdm> (accessed 5/14/20)

²⁸ mec.lacounty.gov/mission-statement/ (accessed 5/14/20)

²⁹ https://www.lacitysan.org/san/faces/home/portal/s-lsh-wwd/s-lsh-wwd-cw/s-lsh-wwd-cw-p/s-lsh-wwd-cw-p-dctwrp?_adf.ctrl-state=1avurr0xzv_1&_afLoop=10830678745923502&_afWindowMode=0&_afWindowId=null#!%40%40%3F_afWindowId%3Dnull%26_afLoop%3D10830678745923502%26_afWindowMode%3D0%26_adf.ctrl-state%3D1avurr0xzv_5 (accessed 5/14/20)

Date	Facility	Description
Sept. 18, 2019	Century Regional Detention Facility (CRDF)	Nation's largest women's jail ³⁰ ; located in Lynwood ³¹ ; parenting and domestic violence awareness programs offered to inmates
Sept. 25, 2019	Inmate Reception Center (IRC)	Primary intake and release facility of male inmates in the County jail system ³²
Sept. 26, 2019	Central Juvenile Hall (Eastlake)	Institutional setting that temporarily houses youth prior to, or after, court dates ³³
Oct. 10, 2019	Hertzberg-Davis Forensic Science Center	State-of-the-art crime lab; located on the campus of Cal State L.A.; provides educational opportunities to students; lab is a partnership between County Sheriff's Department ³⁴ and the Los Angeles Police Department
Oct. 29, 2019	Port of Los Angeles	One of the world's busiest seaports; a department of the City of Los Angeles ³⁵ ; port staff conducted a presentation for the Jury about operations, followed by a boat tour to view harbor operations involving moving trucks, forklifts, gantry cranes, and loading and unloading of containers on cargo ships
Dec. 20, 2019	Edmund D. Edelman Children's Court	Court handles all juvenile dependency cases in the County ³⁶ , and is uniquely designed for children and families; special areas accommodate family visits and other areas of shelter care provide activities to help occupy children awaiting a court appearance

³⁰ <https://www.nybooks.com/daily/2019/05/07/americas-growing-gender-jail-gap/>

³¹ <http://shq.lasdnews.net/pages/tgen1.aspx?id=CRD>

³² <http://shq.lasdnews.net/pages/tgen1.aspx?id=IRC> (accessed 5/14/20)

³³ <https://probation.lacounty.gov/juvenile-hall/> (accessed 5/14/20)

³⁴ <http://www.calstatela.edu/univ/ppa/publicat/virtualtour/generalPages/Hertzberg-DavisForensicScienceCenter.php>

³⁵ <https://www.portoflosangeles.org/about> (accessed 5/14/20)

³⁶ https://www.clccal.org/children_court (accessed 5/14/20)

While not a formal tour for the entire 23 members, members from the Jury attended events that are open to the public, and which we encourage all civic-minded residents of the County to consider:

- The County's BOS holds weekly meetings every Tuesday. The five board members, elected by voters in their respective districts, are limited to three four-year terms. Supervisors serve as mayors³⁷ for unincorporated areas in their respective district, and have the responsibility of selecting citizens to serve on various County commissions and committees. The Board supervises the activities of the chief executive officer and all County departments, determines County and special district policies, and sets salaries of County personnel.

For those not available to attend the daylong event, all meetings are televised on KLCS-TV, as well as videotaped and archived on the website.

- The County holds an annual interfaith service to commemorate thousands of unclaimed dead residents. The event is held at the Los Angeles County Cemetery,³⁸ usually in early December. This event is usually covered by several media outlets and is coordinated by the County Department of Medical Examiner-Coroner.

METHODOLOGY

This Committee met regularly to discuss potential speakers to invite and tours to arrange that could further our knowledge and/or provide possible investigative ideas. We invited suggestions from the main body of the Jury for additional speakers and tours.

Each speaker or tour was approved by a minimum of 14 members.

As per Jury protocol, two committee members made the initial call to set up the speaker or tour. We followed up with a letter, on official Jury letterhead, usually emailed, but mailed at the post office per request. We sent another email to confirm details.

We worked with Jury administrative staff to arrange for transportation.

We are particularly proud of the fact that our Jury spent time researching and preparing a plethora of questions that we compiled on a board before each speaker's appearance. This elicited positive feedback from a few guests.

³⁷ <https://lacounty.gov/government/about-la-county/unincorporated-areas/> (accessed 5/14/20)

³⁸ <https://www.findagrave.com/cemetery/2162011/los-angeles-county-crematorium-cemetery> (accessed 5/14/20)

We followed up with each speaker and tour organizer to thank them with personalized letters on official Jury letterhead.

ACKNOWLEDGEMENTS

This Committee would like to express our sincere appreciation for the many public officials leading large departments who responded to our invitation in a timely fashion and made time in their busy schedules to address our Jury. The vast majority of our speakers prepared thoughtful and thorough computer presentations and/or printed handouts, and many brought key staff with them to provide background and any follow-up information. We can truly say that every single speaker and tour location contributed greatly to our knowledge of the County, and helped us in identifying specific areas worthy of further investigation.

Not all those we invited made themselves available to our Jury.

The experience of serving on this Committee has left each one of us with deep admiration for the public servants who crossed our path, and whose passion for civic service and their area of expertise was evident. We were truly inspired.

In a similar vein, we are thankful for the administrative assistants and other staff at the various departments who enthusiastically and diligently helped our Committee in arranging for the speakers and tours. Of course, we are also thankful for the Jury administrative staff members for their help and guidance with the nitty gritty details of our task.

Last but not least, we are so deeply grateful to the Los Angeles Sheriff's Department, whose buses and deputies graciously and safely provided our transportation to the tour sites in the distinctive buses used to transport those who have been arrested. While part of our mandate is to inspect all the holding facilities and jails throughout the County, being passengers on the black-and-white buses used to transport those in custody gave us a more complete picture of the entire process.

COMMITTEE MEMBERS

Hind Baki, Chair
Nirja Kapoor, Secretary
Mamie R. Burluson
Jean C. Holden
Marina LaGarde
Heather H. Preimesberger
Joseph T. Sarria
Irene A. Shandell-Taylor
Judith E. Whitman

